3 Ws-Enhancing Governance Results in Projects

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October 1, 2014

ADB

Learning Objectives

- Define elements of governance.

- Describe the 3 Wills.

- Group Work – 3 cases

- Discuss – How did the 3 projects address governance challenges within their sectoral projects?

Governance Defined

- 'Governance is about the institutional environment in which citizens interact among themselves and with government agencies/officials'

  - ADB Policy on Governance (1995)

Accountability
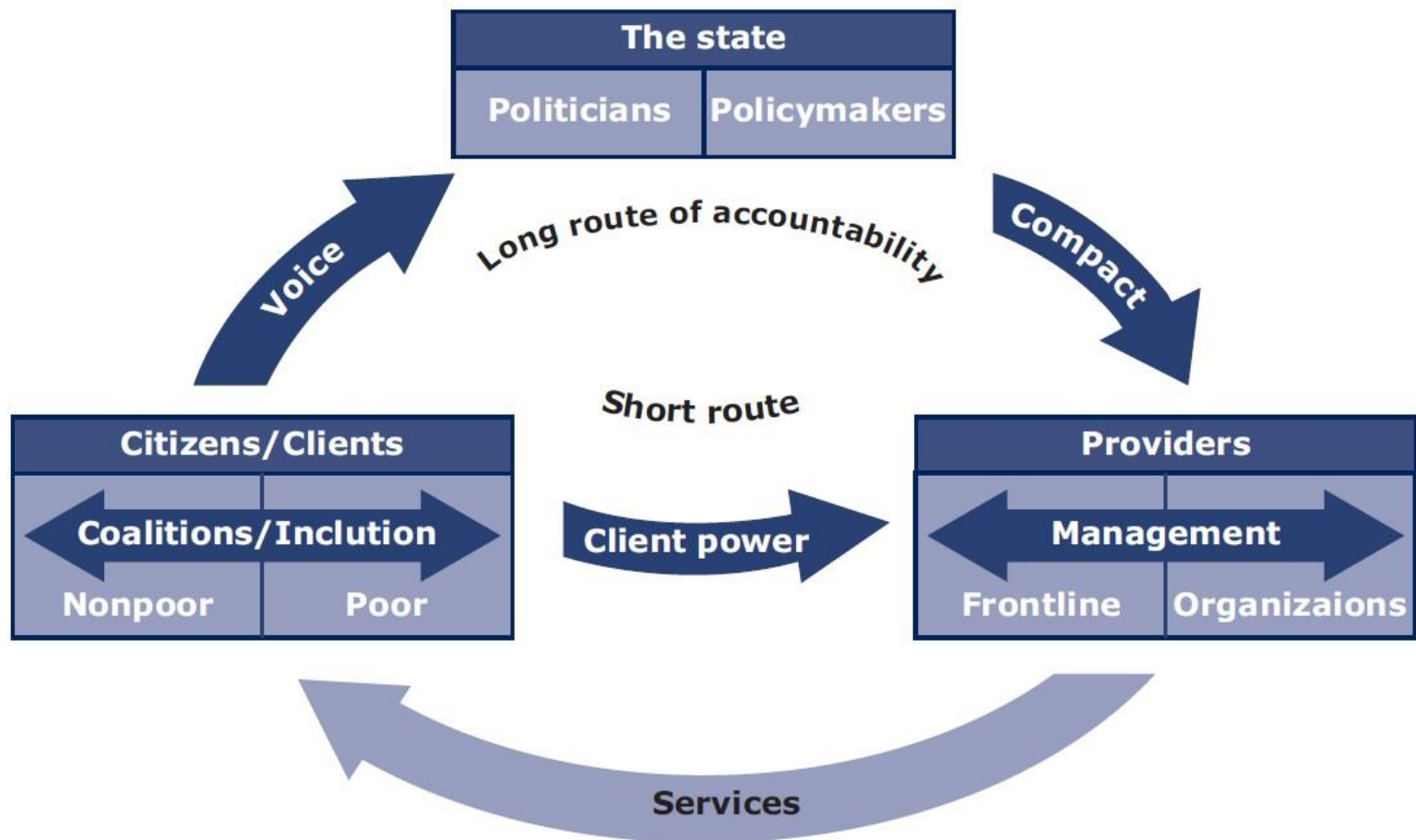
The Three Wills

- Building Political Will

- Securing Organizational Will

- Mobilizing Public Will

How Communication Addresses 3 Wills

Public will among civil society, media, private sector and citizenry

HOW
-Multi-stakeholder engagement; and coalition building, media influence; agenda-setting; framing; narrative techniques; public interest campaigns; public deliberation and debate, ICT-supported campaigns

Public will

Organizational will
within bureaucracies, especially among middle managers

Organizational will

Political will

HOW
-Appreciative inquiry, dialogue and collaboration, organizational communication, collaborative learning and joint inquiry, vision experimentation and innovation

Political will among coalitions of leaders and policymakers

-HOW
Persuasion, public interest lobbying, coalition building, framing, negotiation

Group Work

- Bulgaria Tax Reform

- Orissa, India Public Enterprise Reform

- Wenling City, China Infrastructure Reform

Bulgaria Tax Reform

CASE SCENARIO

BULGARIA: TAX REFORM

The Bulgarian government decided to unify and modernize its tax collection facilities by combining the revenue-collection function (NSSI) and the General Tax Directorate (GTD) into a new, single tax authority: the National Revenue Agency (NRA). The need for change was enormous. Bulgaria's tax system deterred foreign investors and citizen-taxpayers alike.

Initially, technocratic and bureaucratic reluctance to internal and external communication was high. To address this challenge, the NRA devised an internal communication strategy. In a span of three months, the NRA held 25 half-day meetings, each with 100 to 300 participants from NSSI and GTD. All local agency employees were invited to the meetings. Senior NRA officials, together with participants from the two merging agencies, made presentations summarizing public opinion survey data on attitudes about taxes, discussed the need for enhanced revenue collection, and sketched out how the government planned to unite the two agencies. Time was also spent discussing opportunities for career advancement and benefits for the small number of employees who would lose their jobs in the merger. New procedures for answering employee questions via the newly created NRA Intranet were also announced. Follow-up letters were sent to all 8,000 employees of both agencies, recapping information disseminated during the meetings, highlighting issues raised by employees, and restating the intranet system through which queries would be answered. Internal transparency and dialogue have been credited for building support among the people on whom rigorous and unfamiliar demands would soon be placed.

–Odugbemi, S. and Jacobson T. eds,
Governance Reform Under Real-World Conditions (2008)

Orissa, India
Public Enterprise Reform

CASE SCENARIO

ORISSA, INDIA: PUBLIC ENTERPRISE REFORM

O rissa is one of India's poorer states. It is located on the east coast just south of West Bengal and north of Andhra Pradesh. On the eve of the new millennium, the state government's financial woes and the condition of its public enterprises were sources of great concern. The new chief minister, Naveen Patnaik, inherited a political machine that lacked discipline. Even among Orissa state legislators and many senior civil servants, there was neither an appreciation of the size and scope of the public enterprise problem nor the resolve to confront it. Yet the new chief minister, together with a small group of senior civil servants, championed needed reforms, took the debate to the people, and built a statewide consensus.

Orissa published white papers on state finances in 1999 and 2001, which admitted that government's indiscriminate borrowing had not yielded expected results in terms of development, growth, and poverty alleviation. Instead, the state was in a debt trap and at a crisis point. The papers called for immediate and drastic steps to turn the fiscal situation around and proposed public debate on the issue. The need for enterprise reform, part of a much broader government drive toward solvency, began to resonate inside and outside government. One Indian economist commented: "The fact that Naveen Patnaik is among the few chief ministers to be returned to power after a state election is a testament to the fact that the people supported the tough approach taken by his government in its previous tenure". That success was, first and foremost, the result of competent communication.

–Masty S. (2008), Odugbemi S. and Jacobson T. eds,
Governance Reform Under Real-World Conditions

Wenling City, China Infrastructure Reform

CASE SCENARIO

WENLING CITY, CHINA: INFRASTRUCTURE REFORM

In Zeguo township, Wenling City, about 300 km south of Shanghai, citizen deliberation was used to help select 10 infrastructure projects from a list of 30 possible options. For local officials, the deliberative method used—Deliberative Polls, developed at Stanford University—offered a transparent, balanced, and representative way to provide public input into the decision-making process. Like many other municipalities, they had previously held Kentan, or "heart to heart," discussion meetings as a form of local consultation. But these open meetings were dominated by the intensely interested, the self-selected, and the local notables, and they lacked a decision process. The Deliberative Poll, which draws on a random sample of the population, added to perceptions of transparency and legitimacy. As local party leader Jiang Zhaugua observed, "I gave up some power and found that I had more."

During the Deliberative Polls, all the possible infrastructure projects were represented by experts on panels, and the briefing materials, which provided the agenda for discussion, had arguments for and against each project. When the resulting preferred projects were classified in terms of their contribution to the entire city rather than just one village or another, there was a clear pattern of increasing support for projects of wider collective benefit. In addition, the results have actually been implemented; the public's preference for sewage treatment plants rather than for more highways and for a people's park for recreation rather than for a fancy town square have changed the city's priorities of development.

–Fishkin J., He B. and Siu, A. (2008), Odugbemi S. and Jacobson T. eds,
Governance Reform Under Real-World Conditions

Lessons Learned

- Which of the 3 wills did the reform team focus on, and why?

- What results were achieved?

- Are there other options?

Wrap-up

- A 'governance lens' helps in providing a 'systemic' rather than a narrower project perspective on the context for the change intervention.

- During project supervision, a 'governance lens' can foreshadow future hurdles due to weak political/organizational/public will.

- The goal is to seek opportunities to increase alignment of the 3 wills.

Pursue alignment of 3 wills

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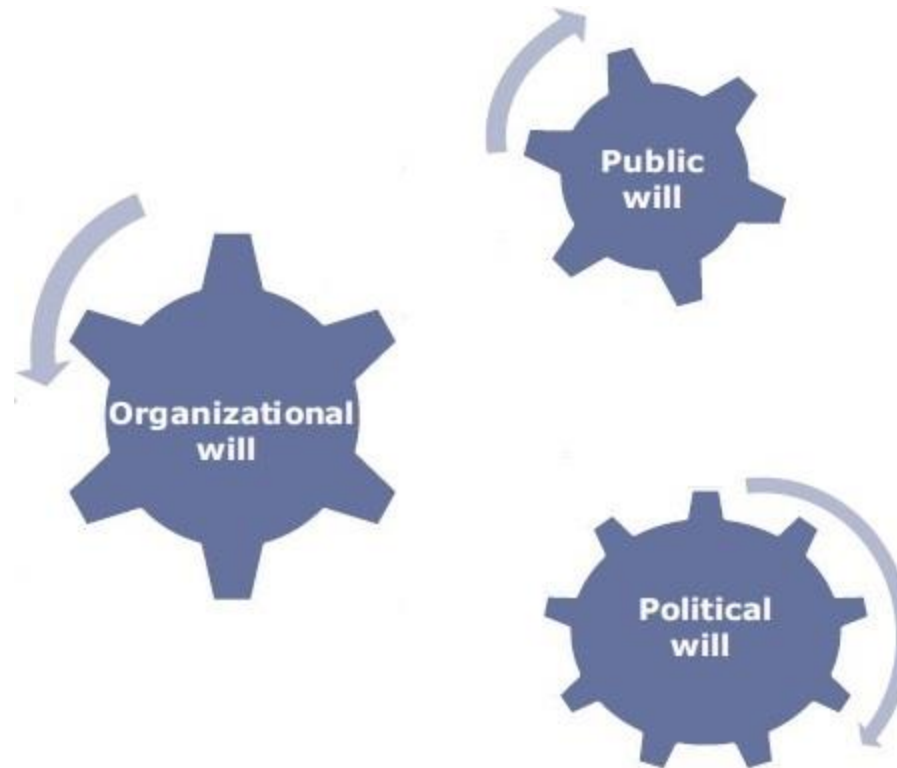
Pursue alignment of 3 wills

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