THE GUIDING PRINCIPLES ON CIVIL SERVICE REFORM;
AN APPROPRIATE INSTRUMENT?

An Assessment of the Guiding Principles on Civil Service Reform in View of
Civil Service Reform Experiences in Burkina Faso

Jolanda Teering
THE GUIDING PRINCIPLES ON CIVIL SERVICE REFORM: AN APPROPRIATE INSTRUMENT?

An Assessment of the Guiding Principles on Civil Service Reform in View of Civil Service Reform Experiences in Burkina Faso

The Hague, June 1999

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“I am going to Burkina Faso.”

“Wow! (...) In what country is that?”

“Well… Burkina Faso is a country.”
Executive Summary

This study is concerned with the assessment of the Guiding Principles on Civil Service Reform in view of Civil Service Reform experiences in Burkina Faso.

In 1995, the Guiding Principles on Civil Service Reform have been developed by the Special Programme of Assistance for Africa (SPA) Civil Service Reform Working Group for the review of Civil Service reform experiences in Sub-Saharan Africa. The Guiding Principles are said to provide guidance on the overall requirements for effective Civil Service Reform. The eventual goal of the Guiding Principles is to have better aimed and more consistent support of donors involved in Civil Service Reforms in Sub-Saharan African countries.

The main research question for this study is:

*Do the Guiding Principles, as developed by the Special Programme of Assistance for Africa Civil Service Reform Working Group, form an appropriate instrument to review Civil Service Reform experiences in Burkina Faso?*

The review of the Burkinabé Civil Service Reform experiences by the Guiding Principles appeared to be complicated. The first difficulty in the review was the lack of a demarcation, arrangement and operationalisation of the individual Guiding Principles. It was not clear what objectives or indicators should be looked for in the reform experiences. For this study, the Guiding Principles have been divided into three main groups:

I. Principles addressing *one particular phase* in the process of the reform;

II. Principles that need to be taken into account in (nearly) *all phases* in the reform process, the cross-cutting issues;

III. One principle, not *directly* addressing the process of the reforms, concerned with donor co-ordination

The following selection and arrangement of individual Guiding Principles has been made.
The second difficulty in the review of the Burkinabé reform experiences by the Guiding Principles was concerned with the Burkinabé reform experiences. Over the last decade, Civil Service Reforms in Burkina Faso have been extended towards ever more comprehensive Public Administration Reforms. The overall purpose of these reforms remained capacity building, which is in line with the main problem in the Burkinabé public administration: a lack of capacity. However, in the Guiding Principles the improvement of the service delivery is regarded as the main purpose of Civil Service Reform. Here, a problem rises in the review of the Burkinabé reform experiences by the Guiding Principles: a different starting point. A complicating factor is the ineffectiveness of the Burkinabé reforms. Although the overall
purposes of the reform correspond to the existing lack of capacity (which is the main problem in the Burkinabé public administration), exactly this lack of capacity caused that the reforms could not be carried out effectively. While the Guiding Principles encourage a comprehensive approach which will result in effective Civil Service Reform, the reforms in Burkina Faso just have been (and probably will be) too comprehensive which led (and probably will lead) to ineffective reforms.

In Burkina Faso, the *country-specific context* in which the public administration acts appears to be of great importance of how the public administration acts, what the contents and scope of Public Administration Reforms are or need to be, and what the results of the reforms will be. General guidelines for entire Sub-Saharan Africa concerning the contents of Civil Service Reform (like the Guiding Principles) do not leave any room for the specific needs of a certain civil service or public administration in a specific country. This has also been confirmed in this study by the example of ‘gender issues’. During the interviews for this study it was argued that gender problems do not exist in the Burkinabé public administration, therefore ‘gender’ has not been mentioned in any reform programme. When regarding the context of Burkina Faso, gender problems do appear to exist in the Burkinabé public administration. However, these gender issues form such a complicated matter that they cannot be solved by the handles provided by the Guiding Principles, since the latter very much ignores the context of a country.

The conclusion of this study is that the present Guiding Principles do not form an appropriate instrument for the review of the Civil Service Reform experiences in Burkina Faso. Several recommendations for the Guiding Principles are given. The most important recommendation is to create Guiding Principles providing a *framework* instead of a checklist for Civil Service Reform. Such a framework could include *handles or points of particular attention* (not requirements) that should be considered in any (phase of) Public Administration Reform.
Figure 2: Arrangement of the Guiding Principles providing a Framework for Public Administration Reform

<table>
<thead>
<tr>
<th>I</th>
<th>Reform Process</th>
<th>II</th>
<th>Cross-cutting Issues</th>
</tr>
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<tbody>
<tr>
<td></td>
<td><strong>A. Design and Organisation</strong></td>
<td></td>
<td>1. Existence of Leadership, Commitment and Ownership of Reform</td>
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<td></td>
<td>1. Diagnosis of Situation before Design of Reform</td>
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<td>2. Existence of Technical Capacity</td>
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<td></td>
<td>2. Vision of Reform Strategy</td>
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<td>3. Efficient Use of Available Finances</td>
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<td></td>
<td><strong>B. Actual Reform (Purposes)</strong></td>
<td></td>
<td>5. Taking Account of Gender 2</td>
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<td></td>
<td>(depending on problems in and context of the public administration of a particular country)</td>
<td></td>
<td>6. Taking Account of Governance 2</td>
</tr>
<tr>
<td></td>
<td><strong>C. Control, Evaluation and Monitoring</strong></td>
<td></td>
<td>7. Taking Account of Progress made by Preceding Reforms</td>
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**Donor Co-ordination**
Preface

In 1995, the Special Programme of Assistance for Africa (SPA) Civil Service Reform Working Group developed the Guiding Principles on Civil Service Reform. The Netherlands Ministry of Foreign Affairs was part of this Working Group. In 1997, the Ministry of Foreign Affairs took the initiative of evaluating and testing the Guiding Principles. It started a project to assess whether the Guiding Principles reflect ongoing Civil Service Reform in Sub-Saharan Africa. The outcome of these assessments in different countries will be compared in order to identify strong and weak points of the Guiding Principles. If it appears to be necessary or desirable, recommendations for the redefinition of adjustment of the Guiding Principles can be made, in order to keep its quality up-to-date and perhaps improve donor support to Civil Service Reform in Sub-Saharan Africa. The first three countries on the programme were Burkina Faso, Kenya, and Tanzania.

The present study is concerned with the assessment of the Guiding Principles and Civil Service Reform experiences in Burkina Faso. In line with the reason for the project of the Ministry of Foreign Affairs, the main objective for this study is to assess the Guiding Principles on Civil Service Reform in view of the case of Burkina Faso, and to make recommendations for the Guiding Principles.

This study is carried out as part of my final thesis of the study Public Administration and Public Policy at the University of Twente. With great pleasure I have worked on the present study. This certainly also is a result of the field research I did in Burkina Faso in November and December 1998 and the chance I had to prepare and participate in the Workshop on Civil Service Reform (hosted by the Netherlands Ministry of Foreign Affairs) last April. However, things would not have been the same without the help and support of a great number of people.

First of all, I would like to thank my supervisors Mr. Schulte Nordholt, Mr. De Wilde, Ms. van der Molen and Mr. De Haan for their technical support and lively discussions. Especially
the latter I enjoyed and appreciated very much. I also had many discussions and much fun with my two ‘colleagues’ Suzan Boon and Femmy de Jong, who have been working on the Tanzania-component of the above project of the Ministry of Foreign Affairs, and my roommate at Foreign Affairs and good friend Mette Gonggrijp. Thanks for that.

Furthermore, I would like to thank the staff of the Directorate of Social and Institutional Development of the Ministry of Foreign Affairs for giving me the chance to experience the civil service myself. I really had a good time and I learned so much more then what is written down in this paper only.

I would like to thank the Netherlands Embassy in Ouagadougou as well, in particular Mr. Poley for his support and for introducing me to several representatives of the Burkinabé government as well as to representatives of donors present in Burkina Faso. In Ouagadougou, I would also like to thank all the others who made me feel at home during the two months I was there.

Finally, I would like to thank my family, relatives and all my friends for their support and interest in what I was doing for the last months and what I will do from now on. Nothing feels better than knowing that so many people stand by me unconditionally.

Twello, 3 June 1999

Jolanda Teering
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Chapter 1
Introduction

Two things have to be made clear when regarding Civil Service Reform in Burkina Faso. Firstly, there are not many employees in African civil services when comparing their numbers with the numbers of employees in Western civil services. And secondly, the present Civil Service Reforms have nothing to do with good governance or whatever they call it. It is all about decreasing the costs of donors. Donors have imposed these reforms! ¹

1.1 Problem Definition

After the colonial era, the new independent states in Sub-Saharan Africa had small and centralised governments. However, influenced by socialist and Keynesian theories and infant industry protection, there was an increasing belief in state-dominated economic development.² All over the world, state intervention seemed to have record success (e.g. the Marshall Plan and the growth of welfare states), while the market-led economy and capitalism were regarded as a failure and a cause of the Great Depression which started in the late 1920’s. With support of donor countries, states had become involved in virtually every aspect of the African economy by the end of 1960.³

With the growth of the state in Africa, institutional weaknesses were rising and growing as well. For most part, the states did not posses the needed administrative capacity, which caused that public goods and services were not provided in the most cost-effective way. The traditional, undiversified export sector appeared vulnerable which worsened the balance-of-payments situation. However, weaknesses remained hidden as long as (donor) resources were available. With the debt crisis, plunging oil prices, and collapse of the Soviet Union (which revealed state-failure) in the late eighties and early nineties, a fundamental change took place in the development co-operation. The previous short-term and stand-by lending agreements of the IMF were transformed in medium-term programme and adjustment lending mechanisms,

¹ A reaction during an interview with Mr. Sagnon of the union Confédération Générale du Travail Burkina (CGTB)
³ World Bank (1997), p. 23
with specific macro- and sectoral policies directed at stabilisation and structural adjustment. Donor support became conditional. African governments had to adopt Structural Adjustment Programmes resulting in policies to improve the state’s monetary and fiscal policy, to reduce its intervention in the economy, and to reform its own institutions. The latter resulted in Civil Service Reforms.

The shift from the state-dominated economy towards the minimalist state appeared a radical one, especially in Africa. Efforts to establish a balance-of-payments were uncoordinated, which caused both a cut in bad, as well as good, government practices. The provision of infrastructure and water supply declined under the Structural Adjustment Reforms. Basic social services were the main victim of the budget cuts or freezes. While ill health care and education could cause an unaffordable loss of human resources, a loss of capacity, for the African economy.

Both donors and African governments seemed to have ignored one thing in the first round of structural adjustment: (a qualitative) service delivery. State-dominated development may have failed, however state-less development will fail as well. There is a need for an effective state in the development of Sub-Saharan Africa.

Civil Service Reform

In the era of state-domination, African civil services were characterised by unclear mandates and guaranteed jobs (e.g. for graduates), often based on political connections instead of competencies and performance. Unclear mandates and guaranteed jobs resulted in a growing number of civil servants. This, together with the levelling and at the same time upgrading of salaries, caused the increase of wage bills. The civil service was consuming an ever-growing part of the government’s budget. Furthermore, unclear mandates and guaranteed jobs, which resulted in unskilled and unmotivated civil servants, caused an inefficient public goods and

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6 World Bank (1997), p. 25
service delivery.

In the context of Structural Adjustment Programmes, Civil Service Reforms were initiated. The first generation of reforms was merely focused on reducing the public expenditures. Main objectives were to limit the role of the state, to retrench civil servants, and to bring down the size of the wage bill.\footnote{Lienert, I. and Modi, J. (1997), p. 6} During these first generation reforms it appeared that too much attention was given to financial measures and the reduction of the size of the civil service, while too little attention was given to questions regarding the role of the state and the need for a (qualitative) service delivery. The second generation of Civil Service Reforms, therefore, was focused on reducing the costs of the civil service as well as increasing its quality. Main objectives were professionalisation of staff, transparent and performance-related personnel policies and the improvement of the service delivery.\footnote{Idem, p. 8-9}

*The Guiding Principles on Civil Service Reform*

In the 1980's, the Special Programme of Assistance for Africa (SPA) was introduced. SPA is a group of aid agencies (UNDP, World Bank, International Monetary Fund, European Union, African Development Bank, and most bilateral donors) that meet to co-ordinate balance-of-payments and other support to Sub-Saharan African countries undergoing economic reform programmes. At the October meeting in 1993, SPA members agreed on including Civil Service Reform in the SPA-objectives.

The SPA Civil Service Reform Working Group considered it important to review of Civil Service Reform experiences and to draw lessons from these reviews. In 1995, this resulted in the development of the Guiding Principles on Civil Service Reform, which are based on six case studies in Sub-Saharan Africa, other existing studies and evaluations and collective experiences of the donors that form part of the Working Group.

\footnote{Lienert, I. and Modi, J. (1997), p. 6} \footnote{Idem, p. 8-9} \footnote{Idem}
The purposes of the Guiding Principles are:

- To provide general guidance to donors wishing to assess the viability of Civil Service Reform programmes;
- To provide guidance to assist aid donors contemplating an involvement in Civil Service Reform to design more effective aid interventions;
- To identify areas of weakness in existing Civil Service Reform programmes.

The Guiding Principles have been developed to provide guidance on the overall requirements for effective Civil Service Reform and on the critical issues that need to be considered in appraising Civil Service Reform programmes for possible donor support. By this, the Guiding Principles are presented a best practice or checklist for effective Civil Service Reform in Sub-Saharan Africa based on lessons learned.

The eventual goal of the Guiding Principles is to have better-aimed and more consistent donor support to new Civil Service Reform initiatives of recipient countries, which may lead to more effective donor support. The Guiding Principles are developed by donors and for donors. They represent a common viewpoint of donors towards the process of Civil Service Reform in Sub-Saharan Africa and how support should be given to this process of reform.

According to the Guiding Principles, Civil Service Reform derives from and is influenced by the changing role of the state. The ultimate goal of Civil Service Reform is ‘to improve effectiveness and efficiency of the civil service, in order to raise the quality of the public services, and to enhance the capacity to carry out core government functions’.

Combining principles such as Downsizing and Capacity Building, the Guiding Principles seem to correspond to the second generation of Civil Service Reforms. However, the inclusion of principles on decentralisation and governance reveals a more comprehensive view on Civil Service Reform.

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11 Idem
Case of Burkina Faso

From the 1980's on, the government of Burkina Faso has been actively involved in Civil Service Reforms. In 1986 and 1988 statutory changes took place in the civil service in order to promote universality and justice and to bring down its financial burden. During the National Convention on the Role and the Missions of the State in 1997, the statutory changes of the eighties were referred to as strict Civil Service Reform, since they only addressed the human support of the public administration. Civil Service Reform, as it was carried out in Burkina Faso in the eighties, can be grouped under the first generation of Civil Service Reforms. The results of the reforms, however, were merely disappointing.

In view of the adoption of the Structural Adjustment Programme, the need for more a comprehensive Civil Service Reform arose in Burkina Faso, which resulted in the adoption of a Public Administration Reform programme. The main focus of this first Public Administration Reform was capacity building. During the National Convention on the Role and the Missions of the State in 1997, the public administration has been described as “a complex of human, material, financial, organisational and procedural elements combined in a dynamic interaction in relation with a given political, economical, social, historical (etc.) setting in order to satisfy the general interest of a country, and by this its development”. According to this definition, Civil Service Reform forms part of the Public Administration Reform. With objectives of improving (human resources) management and decentralisation, Public Administration Reform was thought to be the key solution to decrease the size of the wage bill of the civil service and increase the effectiveness and efficiency within the overall public administration. However, due to a lack of capacity in the public administration the results of the reform were again meagre.

After a year of consultation with several groups of participants in the development of the country (representatives of local governments, trade unions, and the media), the government of Burkina Faso developed new programmes for Public Administration Reform in 1998. Although the need to build capacity was again emphasised, the focus of the reforms was not concentrated on capacity building. Actually, the reforms were enlarged with comprehensive
plans for good governance, decentralisation and institutional development. The Burkinabé Public Administration Reforms seem more extensive and complicated than ever before. However, it seems unlikely that the needed capacity to carry out the comprehensive reforms now exists.

The Guiding Principles and the Case of Burkina Faso

The main objective of this study is to assess the Guiding Principles in view of the case of Burkina Faso. For this assessment, the Guiding Principles will be used for what they have been developed for: an instrument to review Civil Service Reform experiences. For the present study it means that the Guiding Principles will be used as an instrument to review Civil Service Reform experiences in Burkina Faso.

The Civil Service Reform experiences in Burkina Faso seem very interesting, since past reforms have hardly been effective due to a lack of capacity. Since the capacity-problem has not been solved, the prospects for effectiveness of the new reforms of 1998 are not positive as well. It is already mentioned that the Guiding Principles are presented as overall requirements (which seems to imply a necessity) for effective Civil Service Reform. In Burkina Faso, there thus seems to be a task for the Guiding Principles. However, both the necessity of the Guiding Principles and the effective reforms they are focused on can be questioned. The objectives of a Civil Service or Public Administration Reform will depend on the existing need in this civil service or public administration, which often depends on the existing problems or the (country-specific) context involved. General Guiding Principles may not correspond to the context of (or existing problems in) a specific civil service of a country (like the lack of capacity in the Burkinabé public administration).

The main research question, therefore, is:

*Do the Guiding Principles, as developed by the Special Programme of Assistance for Africa Civil Service Reform Working Group, form an appropriate instrument to review Civil Service Reform experiences in Burkina Faso?*
1.2 Operationalisation of Main Research Questions

Crucial in answering the main research question is defining what is meant by ‘Civil Service Reform experiences’. The latter can be divided into two parts:

- Civil Service Reform
- Reform experiences

Two considerations need to be made in defining Civil Service Reform. Firstly, by including principles such as Decentralisation and Governance in the Guiding Principles, the focus of the Guiding Principles has become wider than both the second generation of Civil Service Reforms and the definition of the civil service given during the Burkinabé National Convention on the Role and Missions of the State in 1997. Secondly, the focus of the reform programmes in Burkina Faso has explicitly been extended from the civil service towards the public administration. Although different concepts are used, which is confusing, the Burkinabé Public Administration Reform seems to be quite in line with the Civil Service Reform in the Guiding Principles. Therefore, Civil Service Reform, as well as Public Administration Reform, will not be further demarcated for this study. The two concepts will be used interchangeably. Civil Service Reform will thus be regarded in its most extensive form.

Among the purposes of the Guiding Principles are the provision of guidance to donors wishing to assess the viability of Civil Service Reform programmes and the identification of areas of weaknesses in existing Civil Service Reform programmes. Referring to these purposes, ‘reform experiences’ in the Guiding Principles seems to relate to the reform programmes in a country and the development of these programmes. However, this is a very restricted demarcation of ‘Civil Service Reform experiences’. In practice also the progress made, the problems encountered (both in the public administration in general and in the reforms), and the context involved are part of the total of reform experiences in a country. Therefore, these will be included in the definition of ‘reform experiences’ of this study.
Limitations to this Study

With including the existing problems, the progress made, and the context involved in the public administration of Burkina Faso, the scope of the comparison between the Guiding Principles and the Burkinabé reform experiences (and this study) becomes very wide. Although an in-depth, qualitative study on all the aspects of the above comparison may be desirable to give an answer to the main research question (and in the end, for a good evaluation of the Guiding Principles), for time and financial boundaries of a final thesis it is impossible to do so. Therefore, it has been decided to limit the in-depth and qualitative study to one aspect in the comparison. In such a study on one aspect, especially the context can be better reviewed. In dialogue with the Netherlands embassy in Ouagadougou the gender-aspect has been chosen.

‘Gender’ appears to be a very suitable example in the comparison between the Guiding Principles, the Burkinabé reform experiences. It occupies an important place in the Guiding Principles, while the Burkinabé reform programmes pay no attention to gender at all. And although statistics prove an under-representation of women in the civil service, in interviews it is said that gender-related problems do not exist in the public administration of Burkina Faso. Many contradictions are thus encountered when regarding ‘gender’.

1.3 Methodology

The present study takes place in the context of the project on the evaluation of the Guiding Principles carried out by the Netherlands Ministry of Foreign Affairs. The overall project will be a comparative research of the recommendations for the Guiding Principles based on the results of evaluations of the Guiding Principles in light of Civil Service Reform experiences in several Sub-Saharan African countries (case studies). Recommendations that concern in most cases will become the main recommendations for the Guiding Principles. The more case studies are carried out in the above project on the evaluation of the Guiding Principles, the more generally received in Sub-Saharan Africa the recommendations for the Guiding Principles.
Principles will be. This refers to generalisability of the research outcome.12

Research Design

This study is concerned with one single case study: the evaluation of the Guiding Principles on Civil Service Reform focused on Sub-Saharan Africa by exploring the Civil Service Reform experiences in Burkina Faso. Civil Service Reform experiences are sub-divided into reform programmes, progress made by preceding programmes, problems encountered (during the reforms or in the civil service/public administration in general) and the context involved.

In order to have as much relevant data as possible for writing this paper, both a desk study in the Netherlands and a field research in Burkina Faso have been carried out. The field research turned out to be a very important addition to the desk study, since it yielded information and documents which had not been available in the Netherlands. Furthermore, the field study helped forming an image of the context in which the Burkinabé Civil Service Reforms take place.

Validity and Reliability

Field research also knows some weaknesses. Since field research most often is a qualitative research, which is the case in this study as well, problems (can) appear in the validity and especially the reliability.13 The often slightly personal measurements and conclusions of a qualitative research can cause reliability problems in a field study. Since a field research provides the researcher a comprehensive view of the studied object, the danger of invalidity can often be decreased. In this context, the mixture of tradition and industrialising administration should be considered when studying the administration in developing

12 Generalisability is concerned with “whether specific research findings apply to people, places and things not actually observed” (Babbie, E. (1992), p. 306).
13 Validity is refers to “the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration (measuring what is intended to measure)”, while validity is concerned with “whether a particular technique, applied repeatedly to the same object, yield the same results each time” (Babbie, E. (1992), p. 129 and 132).
Sources of Data

Four main sources of data have been tapped in carrying out this study. Firstly, the Guiding Principles on Civil Service Reform developed by the SPA Working Group on Civil Service Reform formed the starting point of this study. By using them to review the Civil Service Reform experiences in Burkina Faso, the Guiding Principles themselves are evaluated as well.

Secondly, programmes, reports and other documents concerning the Burkinabé Public Administration Reforms formed the basis of mapping out the Civil Service Reform experiences in Burkina Faso. However, since progress reports were not available, the (non) progress and problems have been determined by using other sources of data (e.g. UNDP reports, Introductory Reports of the National Convention on the Role and the Missions of the State, and a contribution of former Minister of Civil Service Bonkoungou).

Thirdly, other relevant publications on Burkina Faso, Civil Service or Public Administration Reform, and Gender have been used to describe the context in which Civil Service Reforms in general and Public Administration Reform in Burkina Faso in particular, as well as gender issues in or related to Civil Service or Public Administration Reforms. For reasons of reliability, these publications have been used to subscribe conclusions drawn from the review of programmes, reports and other documents concerning the Burkinabé Public Administration Reforms as well.

Finally, interviews have been held. The main purpose of these interviews was to give an overview of the context in which the Burkinabé Public Administration Reforms are involved. To increase validity, interviews have been held with representatives of both the government

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14 This need has also been noticed by Riggs, which led him to develop an explicit model of transitional societies and their administrative sub-systems in the study of comparative administration: the ‘sala’ model (Riggs, F.W.)
of Burkina Faso and donors.
Chapter 2
Analytical Framework

Despite its growing importance and considerable track-record, Civil Service Reform is plagued by questions of definition, strategy, and operational effectiveness.\textsuperscript{15}

In this study, the Guiding Principles on Civil Service Reform will be used as an instrument to review the Civil Service Reform experiences in Burkina Faso. With this, the content of this paper builds on the study ‘Guiding Principles on CSR: necessary but applicable?’ of 1998 of I.V. Halvers, which was a pilot study in the project on the evaluation of the Guiding Principles of the Netherlands Ministry of Foreign Affairs.

2.1 Comparing the Guiding Principles

In the pilot study, a tool has been developed to compare the content of the Guiding Principles with ongoing Civil Service Reform programmes of Kenya: the Guiding Principles Assessment Tool. This tool distinguishes three phases in the assessment of the Guiding Principles in Civil Service Reform Programmes of countries:

1. Can the Guiding Principles be recognised in the Civil Service Reform Programme and the donor projects? If no, give possible reasons. If yes, turn to phase two.

2. Are attempts made to implement the contents of the Guiding Principles? If no, give possible reasons. If yes, which attempts have been made? Turn to phase three.

3. Conclusions whether recipient governments and donors complied with the Guiding Principles.

In the Guiding Principles Assessment Tool, the Guiding Principles form the starting point in

\textsuperscript{15} Girishankar, N. (1999), p. 1
the evaluation. Based on the reform programmes, it is assessed whether recipient countries and donors complied with the Guiding Principles. This tool does not question the Guiding Principles, only the reform programmes in Kenya. In the present study, however, both the Guiding Principles and ongoing reforms in Burkina Faso will be questioned. Therefore, the Guiding Principles Assessment Tool appears not to be an appropriate tool for this study.

In the Terms of Reference of the project for the evaluation of the Guiding Principles, the following figure has been set forth.

Figure 2.1: Comparing the Guiding Principles with the Actual Reform Situation

<table>
<thead>
<tr>
<th>Step 1</th>
<th>Guiding Principles</th>
<th>Actual Situation</th>
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<tr>
<td>Step 2</td>
<td>- Overlap</td>
<td>- Gaps</td>
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<td></td>
<td>- Additions</td>
<td></td>
</tr>
<tr>
<td>Step 3</td>
<td>Explanation</td>
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Figure 2.1 represents a comparison between the Guiding Principles and the actual situation in a country. Such a comparison seems more objective than the Guiding Principles Assessment Tool. Both the Guiding Principles and the actual situation are valued the same, and neither one has to comply with the other. Therefore, it appears to be a convenient tool for the present study. However, two remarks need to be made.

The first remark is on ‘actual situation’. As mentioned in paragraph 1.1 (under *The Guiding Principles and the Case of Burkina Faso*), this paper is concerned with the review of the reform experiences by the Guiding Principles. Reform experiences includes the progress made, the constraints encountered and the context involved. ‘Actual situation’ will therefore be replaced by ‘reform experiences’.

The second remark is concerned with a conceptual matter. In the second phase of figure 1, the overlap, gaps and additions need to be described. The meaning of overlap is clear. It is concerned with those principles and objectives of the Burkinabé reform programmes that have the same content. Problems occur with describing gaps and additions. It is e.g. not clear whether ‘gaps’ refer to something missing in the Guiding Principles or the reform
programmes. Furthermore, the meaning of gaps and additions is not clear. When the Burkinabé reform programmes contain an objective that is not included in the Guiding Principles, does this automatically refer to a gap in the Guiding Principles or is it (just) an addition of the reform programmes? To avoid these conceptual problems in this study, ‘gaps’ and ‘overlap’ will be replaced by the more neutral ‘differences’. Furthermore, a concept will be added in the description of the comparison. The Guiding Principles are compared to both the Burkinabé reforms of the early nineties and the reforms of 1998. Over the years, changes in the objectives will have taken place in these reforms. Therefore, the concept ‘trends’ will be added in order to describe the changes in the reforms of Burkina Faso in relation to the Guiding Principles.

When ‘reform experiences’, ‘differences’ and ‘trends’ are added to figure 2.1, the following figure occurs.

Figure 2.2: Comparing the Guiding Principles with the Reform Experiences

![Figure 2.2: Comparing the Guiding Principles with the Reform Experiences](image)

The handle provided by figure 2.2 will be used in this study to make a comparison between the Guiding Principles and Civil Service Reform experiences in Burkina Faso.

### 2.2 Selection and Arrangement of the Guiding Principles

The title ‘The Guiding Principles on Civil Service Reform’ makes a demarcated number of principles likely. However, the opposite is true. In fact, the Guiding Principles contain nine pages of written text. Although there is a division in chapters and headings, which could be

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16 See annex II
demarcation of the principles, this does not completely overlap the main points in the text. For the comparison between the Guiding Principles and the Burkinabé Public Administration Reform it is necessary to select individual Guiding Principles.

79 Guiding Principles?

In the pilot study, Halvers encountered the need for selecting individual Guiding Principles as well.\(^\text{17}\) She selected 79 principles. Two questions can now be raised. Firstly, how was the number of 79 principles achieved? And, secondly, is it desirable for the comparison between the Guiding Principles and existing reforms to have 79 selected principles that need to be taken into account?

The achievement of the number of 79 selected principles has not been explained in the pilot study. When comparing the selected principles with the text of the Guiding Principles, it seems that arbitrarily parts of the text have been skipped, combined or divided, which resulted in 79 principles. Just as arbitrarily more, as well as less, principles could have been selected.\(^\text{18}\)

In an early stage of the present study, it has been tried to compare the 79 principles with the reform programmes of Burkina Faso. However, it often occurred that only a part of a selected principle could be found in these programmes. An example is the selected principle ‘Downsizing, strengthening of revenue collection & capacity building should be key components of CSR & given high priority for donor support’.\(^\text{19}\) In the Burkinabé reform programmes, the capacity building-aspect could be found, however, the aspects of downsizing and strengthening of revenue collection were unfindable. Should the answer on the comparison of this principle with the Burkinabé reform programmes be "YES, it can be found in the programme“ or "NO, it cannot be found in the programme“? It would be more precise if these kinds of principles were divided into several principles.

\(^{17}\) Halvers, I.V. (1998), p. 47
\(^{18}\) Halvers already indicated in her study that there may be some overlap between selected principles (Halvers, I.V. (1998), p. 47)
Striking is, although it is not mentioned anywhere, that the selection of 79 principles appears to have caused the same difficulties in the pilot study as well. An example is the selected principle ‘CSR should promote professional integrity & accountability’. In appendix 6.2 of the pilot study is described that the reform programme of Kenya does mention accountability, but does not mention anything on professional integrity. Still it is decided that the programme meets the content of that principle.

The lack of explanation for the selection of 79 Guiding Principles in the pilot study and the difficulties the selected principles cause in the comparison with existing reform programmes makes it hard to defend this selection of principles for the present study.

The desirability of 79 Guiding Principles (or an even larger number) can be discussed as well. Assuming that donors who participated in the SPA Working Group on Civil Service Reform regarded the Guiding Principles as a best practice for Civil Service Reform, would they be helped with a large number of individual (selected) Guiding Principles? More principles could mean less emphasis on crucial or most important principles that should be taken into account when reforming the civil service. Suppose donors review ongoing Civil Service Reform in a country by using the 79 Guiding Principles. The situation can arise that the Civil Service Reform programme of this country reflects 70 out of the 79 principles. However, the remaining 9 principles where the most crucial to the donors...

Concerning the latter, it should be mentioned that, although the original text of the Guiding Principles may not be very clear and orderly, a division between crucial principles and less important variables does seem to exist (e.g. the division in chapters and headings). This, in combination with the remarks on the 79 selected principles outlined above, has led to a revision in the selection and arrangement of the individual Guiding Principles for the present study. The focus has been on what seemed to be the main characteristics of the Guiding Principles.

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19 Idem, Appendix 6.2
20 Idem
21 What ‘crucial principles’ are depends on the donors (for the Guiding Principles are developed by and for donors). Since the Guiding principles are also based on six case studies in Sub-Saharan Africa and other reform experiences in the region, ‘crucial principles’ also depends on what is regarded important by the recipient
Principles, assuming that this would reflect the most crucial principles as well.

Selecting and Arranging the Guiding Principles

In the selection of the main characteristics of the Guiding Principles, each selected main principle will embrace a set of (small) variables. In the end, all the small variables will be covered by the selected principles.\footnote{An example will clarify this. The selected principle "vision of reform strategy" consists of several (small) variables. Among these variables are vision of the goal of the reform, programmatic framework and sequencing, realistic timeframe and process approach.}

From the Guiding Principles it appears that each principle can have a different function. However, in the Guiding Principles this distinction in function between the principles is not explicitly made. The functions of the principles can be divided into three main groups:

I  Principles addressing one particular phase in the process of the reform;
II  Principles that need to be taken into account in (nearly) all phases in the reform process, the cross-cutting issues;
III  One principle, not directly addressing the process of the reforms, concerned with donor co-ordination.

The process of the reform (group I) can subsequently be divided into three phases. The first phase deals with the design and organisation of the reform. The second phase is concerned with the actual reform (its purposes). The last phase in the process of the reform is focused on control, evaluation and monitoring.

In figure 2.3, the arrangement of the selected principles is set forth. The number of principles has been reduced to 19.
Striking in figure 2.3 is that both Gender and Governance have two different functions in the Guiding Principles. Although, this distinction in function of the two concepts is not explicitly made in the Guiding Principles, they appear to be used both as a purpose of the reform (e.g. to raise the employment for women in the civil service) and an integral aspect addressing all phases of the reform (e.g. a gender-specific analysis in every phase of the reform).

**Operationalisation of the Guiding Principles**

When comparing the Guiding Principles with reform programmes in Burkina Faso it is necessary to clarify what is meant by a certain principle. The principles need to be opera
tionalised. A problem with the operationalisation of the selected principles is that the original document of the Guiding Principles is not exuberant with defining all the concepts, and thus principles, used in that document. It often occurs that concepts are used in a sentence or as a heading without an explanation or definition. However, with the operationalisation it has been tried to stay with the letter of the Guiding Principles as much as possible.

**Principles of Group I: Reform Process**

**Phase A: Design and Organisation**

*Diagnosis of Situation before Design of Reform*

The Guiding Principles are clear about this principle. Prior to the actual reform there is a need for an analysis of the current situation.

*Vision of Reform Strategy*

The Guiding Principles are also clear about the content of this principle. Before the reform, the nature of the civil service that is to be developed and how needed changes have to be implemented (while meeting the needs of men, women and disadvantaged groups) has to be known. The focus should be on a vision of the goal of the reform, a programmatic framework & sequencing, a timeframe and a process approach.

*Management of Reform*

The Guiding Principles are very clear about what should be included in the Management of Reform: inter-ministerial co-ordination and policy dialogue located by the central agency responsible for the management of the civil service. However, these concepts are not further specified.
Phase B: Actual Reform (Purposes)

Ministerial Restructuring and Decentralisation

The Guiding Principles are quite clear about the content of this principle. It refers to needed changes in the role of the central government and any shift in the division of responsibilities between central and local government and between the public and private sectors and Non Governmental Organisations (NGO’s). Related to Ministerial Restructuring is the improvement of resource management.

Downsizing

The meaning of this concept becomes clear in the Guiding Principles, namely bringing down the size of the civil service and thus retrenchment of civil servants. Especially in relation with downsizing it is said that the necessity of this principle depends on the context of a country.

Reform of Pay and Incentives System

In the original text of the Guiding Principles it is made clear what should be done when reforming the pay and incentives system. Examples of concrete recommendation are the movement towards a Minimum Living Wage, performance-related payment and monetising benefits. These concepts, however, are not further explained.

Capacity Building

The Guiding Principles do not further specify this concept than the need for training programmes that would help to develop skills (in order to build capacity). Capacity Building is a specific objective of the reform. It should strengthen civil service management.

Taking Account of Gender 1
The Guiding Principles do not really explain the concept ‘gender’. However, it does become clear that the inclusion of gender as a purpose of Civil Service Reform is to raise the participation of (and employment, performance and training opportunities for) women in the civil service.\(^{23}\)

Gender should not only be taken into account in (the composition of) the civil service, but also in relation to the improvement of service delivery: “The needs of men, women and disadvantaged groups should be met”. It can be questioned whether ‘men’ and ‘women’ should be mentioned in one breath with ‘disadvantaged groups’. However, it is clear that concerning the improvement of the service delivery, the Guiding Principles also specifically address other target groups than women.\(^{24}\)

**Taking Account of Governance 1**

In the development co-operation, (good) governance always turns out to be a subject of discussion. The original text of the Guiding Principles seems to avoid this discussion by simply not giving a clear definition of good governance. According the Guiding Principles, good governance is a purpose of the reform since it should “establish a more professional civil service with stronger emphasis on performance and less influenced by patrimonialism and ethnic loyalties”.\(^{25}\)

**Phase C: Control, Evaluation and Monitoring**

**Survey of Service Delivery**

The Guiding Principles are not very clear about the content of this principle. It is said that

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23 What is meant with ‘gender’ will be further elaborated in chapter 7
24 ‘Disadvantaged groups’ is a concept which can only be specifically defined within the context of a country. This may have been a reason for the Working Group on Civil Service Reform for not further explaining those concepts in the text of the Guiding Principles.
studies of the service delivery standards and the level of involvement, utilisation and access to public services need to be done. All these concepts are also not further defined.

**Review of Progress and Impact of main Programme Components**

The meaning of this principle speaks for itself, but the Guiding Principles are not very clear about how the review should be done. Recommended are monitoring systems and progress reporting. No explanation is given on these concepts.

**Principles of Group II: Cross-cutting Issues**

**Existence of Leadership, Commitment and Ownership of Reform**

The Guiding Principles do not further specify the concepts used in this principle. However, it appears that the essence of this principle revolves around the existence of (high-level) political and administrative support for Civil Service Reform. It should appear that there is an interest in the reform. This interest should be present in all phases of reform.

**Existence of Technical Capacity**

The Guiding Principles are not clear about what exactly is meant with ‘technical capacity’. However, there need to be (sufficient) technical capacity to manage and implement Civil Service Reform, as well as that the design of the reform should be matched to the level of capacity available. Somewhat contradictory with the latter is that “if performance is to improve, all (...) aspects need to be simultaneously addressed in a comprehensive reform programme…”.

**Efficient Use of Available Finances**
The Guiding Principles describe how the content of this principle should be reached. In developing Civil Service Reform programmes, there should be a consistency with overall public expenditure plans. Planned improvements in the civil service terms and conditions are partly dependent on the availability of recurrent finances.

*Taking Account of Participation*

Participation is mostly linked to the involvement of all stakeholders in the reform process. Often it is said that things should be done "in a participative way", without further explanation.

*Taking Account of Gender 2*

It is said before, that the Guiding Principles do not specify ‘gender’ very clear. However, in every phase of the reform gender-specific analysis is aimed for. How this should be arrived is not explained.

*Taking Account of Governance 2*

Said before as well, (good) governance is not further defined by the Guiding Principles. However, it is an integral aspect and in ever phase of the reform openness, objectivity, transparency and accountability should be taken into consideration. These concepts are not further defined in the Guiding Principles as well.

*Donor Support*

The content of this principle is quite clear. In the Guiding Principles is mentioned that donors should support every step taken in the reform process when there is a need for. This can be done in the form of financial support, technical assistance and capacity building. Carefully designed conditionality (jointly developed and negotiated with the recipient) can also

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stimulate reform action. The Guiding Principles do not further define all these concepts.

**Principle of Group III: Donor Co-ordination**

The content of this principle is also quite clear. In the Guiding Principles is mentioned that donors should help co-ordinating every step taken in the reform process when there is a need for it. This can be done in the form of consultation, policy dialogue, advocating and diagnosing problems. However, the Guiding Principles do not further define these concepts.

### 2.3 Research Questions

The Guiding Principles will serve as an instrument to review Civil Service Reform experiences in Burkina Faso, in the course of which a comparison will be made between the Guiding Principles and the Burkinabé reform experiences. In the end, the comparison has to lead to answers to the main research questions, as discussed in chapter 1.

**Do the Guiding Principles, as developed by the Special Programme of Assistance for Africa Civil Service Reform Working Group, form an appropriate instrument to review Civil Service Reform experiences in Burkina Faso?**

To achieve a clear comparison, some manageable research questions will be made.

In chapter 3, the Burkinabé Civil Service Reform experiences will be outlined. An overview will be given of the reform programmes and purposes, supplemented with administrative problems and context considerations.

The first research question, for chapter 3, is:

**What is the outline of Civil Service Reform experiences in Burkina Faso?**
a What was the reason for Public Administration Reform in Burkina Faso?
b What are the main objectives in the Burkinabé Public Administration Reform program-

c What progress has been made by the reforms?
d What problems have been encountered?
e How can c and d be assessed?

In chapter 4, the Guiding Principles are introduced. The chapter outlines the comparison between the Guiding Principles and the outline of the Civil Service Reform experiences in Burkina Faso. The comparison is divided into two parts. The first part of the comparison is concerned with the definition of ‘reform experiences’ used by the Guiding Principles: the reform programmes (including the development of these programmes). The second part of the comparison is concerned with an outline of the whole set of ‘reform experiences’ in the way it is defined for this study: the reform programmes, the progress made, the problems encountered and the context involved.

The second research question, for chapter 4, is:

**To what extent do the Guiding Principles reflect the outline of Civil Service Reform experiences in Burkina Faso?**

a What is the outcome of a comparison between the Guiding Principles and the outline of Burkinabé reform programmes (including the development of these programmes)?
b What is the outcome of a comparison between the Guiding Principles and the outline of the whole of Burkinabé reform programmes, progress, problems and context?
c How can (differences between) a and b be assessed?

**Gender Issues**

In chapter 3 and 4, an outline of the Burkinabé reform experiences and the comparison of this
An outline with the Guiding Principles is given. In chapter 5 the discussion will be applied to one concrete aspect. A more qualitative and in-depth study will be carried out on gender issues.

The third research question, for chapter 5, is:

**To what extent do the Guiding Principles reflect gender issues in the Civil Service Reform experiences in Burkina Faso?**

a What do gender issues in the context of Civil Service Reform mean?
b What are gender issues in the Burkinabé Civil Service Reform experiences (programmes, progress, problems and context)?
c What is the outcome of a comparison between the Guiding Principles and gender issues in the Burkinabé Civil Service Reform experiences?

**Recommendations**

Finally, in line with the main objective of this study, recommendations based on the outcomes of research questions 1, 2 and 3 for the Guiding Principles will be made in chapter 6.
Chapter 3
Civil Service Reform Experiences in Burkina Faso

It is common in Ouagadougou for civil servants – who begin work at 7 am – to leave the office at around 10 am to purchase brochettes (grilled meat) from street corner vendors. Many do not return to the office until after lunch break which runs from noon to 3 pm. After three, there usually is one more hour of effective work, after which it becomes increasingly difficult to find someone in his or her office.

Situated in the Sahel in West Africa, Burkina Faso is one of the poorest countries in the world. It was ranked 169th of the 174 countries on the Human Development Index of 1995, while the GNP per capita did not exceed the US$230 following the CFA Franc devaluation of 1994.  

After years of French colonial rule Burkina Faso became an independent country in 1960. Like in many former French colonies, the political system remained centralised. Given the large agricultural sector and, partly due to this, the lack of initiative in the private sector, a strong public administration was seen as the most appropriate instrument to economic and social development of the country.

The private sector remained weak, although trade activities were growing. A first reason for this is a lack of comparative advantages. Burkina Faso is land locked and without enormous resources (besides labour) to create a large industry. The import of means of production would be more expensive than the import of final products. A second reason for a weak private sector is that many Burkinabé have a traditional way of living. About 90% still lives from agriculture, mostly for own consumption. Both the first and the second reason are influenced by a third reason responsible for a weak private sector. Over the years, Burkina Faso had to deal with a succession of dictatorial political leaders, protests of trade unions, revolutions and military coups. Especially the socialist regime of president Sankara (1983-

27 Economic Intelligence Unit (1990), p. 43
29 Bonkoungou (1997), p. 115
31 Idem, p. 43
1987) after the revolution of 1983 caused a strengthening of the public sector. The ideal of the revolution was a self-providing and planned national economy. Both the production and distribution of all goods and services were placed under state control. Agriculture was seen as the driving force of the economy.\textsuperscript{32}

Nowadays, the civil service is still important for the country, particularly as a source of employment. However, compared to other African countries the size of the civil service is quite small. The unweighted average of the civil service employment as a percentage of the population of 24 Sub-Saharan African countries dropped from 1,3\% in 1991 to 1,0\% in 1996. In 1996 the number of civil servants did not exceed the 40,000, which is about 0,4\% of the population. This percentage has been the same since 1988.\textsuperscript{33}

In spite of the relatively small number of civil servants, the government wage bill continues to consume a large part of the national budget. The following table gives an overview over the period from 1986-1996.\textsuperscript{34}

| Table 3.1: Wage as a Percentage of Current Expenditures 1986-1996 |
|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|
| Burkina Faso     | 54,4  | 58,9  | 64,3  | 66,3  | 53,7  | 57,4  | 54,3  | 44,1  | 44,4  | 46,7  | 47,5  |
| Unweighted average of 32 Sub-Saharan African countries | 37,9  | 37,5  | 37,6  | 36,9  | 36,6  | 38,6  | 37,7  | 37,2  | 33,8  | 35,1  | 35,3  |

Table 3.1 reveals two things. Firstly, in Burkina Faso the wage bill consumes a much larger part of the current expenditures than the average of 32 Sub-Saharan African countries. Although this size of the wage bill not necessarily is ‘wrong’, in Burkina Faso the effectiveness of the civil service was backward as well. The latter emphasised the size of the wage bill. Secondly, the Burkinabé percentage is very fluctuating over the years. These fluctuations seem to be related to governmental programmes and donor initiatives addressing Civil Service Reform.

\textsuperscript{32} Kafandi, T. (1990), p. 124
\textsuperscript{33} Lienert, I. and Modi, J. (1997), p. 44
3.1 The Initiative for Civil Service Reform

In 1986 the first Civil Service Reform in Burkina Faso was materialised by establishing the General Statute of Public Employees, the *Statut général des agents publics*. This Statute was concerned with the legal classification of the notion ‘civil servant’, narrowing the salary range and the adoption of a new wage scale (which in some cases implied a wage consolidation for 15 years or more). The reform of 1986 was heavily criticised, especially by the civil servants for not having an eye for their interests. The criticism apparently negatively influenced the (expected) results of the new Statute.

In 1988 a new reform was announced, establishing the General Statute of the Civil Service, the *Statut général de la fonction publique*. Although this reform remained within the scope of the reform of 1986, it contained some innovations: it applied only to civil servants in the strict sense of the word (excluding for example military personnel, judges, staff of public institutions) and it made attempts to establish a more satisfactory balance between the interests of the administration and those of its employees.

In spite of the reforms, the civil service still continued to suffer from inefficiency, which was revealed for instance by inadequate day-to-day personnel management, the absence of forward planning in human resources management, an inefficient performance evaluation system and a lack of a coherent regulatory framework that clearly defines the powers and responsibilities.

3.2 Modernising the Administration

In the early nineties it became more and more clear that something needed to be done to re-establish the overall macro-economic balance in Burkina Faso. Under pressure of the International Monetary Fund and the World Bank, the Burkinabé government adopted a Structural

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34 Idem, p. 39
Adjustment Programme in 1991. The aim of the programme was to restore the domestic as well as the external financial equilibrium and to carry out structural reforms in order to consolidate the basis for sustained and durable growth.37

The size of the wage bill and the inefficiency resulted in a government not being capable to perform the objectives of the Structural Adjustment Programme and national Development Plans well.38 Several documents examine the problems in the Burkinabé public administration of that time.39 Most problems are encountered in the management of the civil servants: unreliable baseline data, lack of forward-looking management, uncertainty about the division of competencies in the management, inadequate procedures and working methods and a complicated and demotivating system of remuneration. Other shortcomings are the lack of an overall framework of the management and control of the public services, the lack of a coherent system of capacity building, the lack of an effective evaluation system and an unclear division of competencies. There appeared to be an urgent need for a reform programme focusing not only on the short term (like the statutory reforms of 1986 and 1988), but also on the long term. This accelerated the introduction of a Public Administration Reform programme.

**Action Plan for the Modernisation of the Burkinabé Administration**

In 1991, the Action Plan for the Modernisation of the Burkinabé Administration (*Plan d'action de la modernisation de l'administration Burkinabé*), was adopted. The overall purpose of the Action Plan was “to establish an efficient public administration capable to pilot the Burkinabé society towards the objectives of development pursued by the Burkinabé government and with the help from a decentralised planning.” Objectives were to create an institutional framework of the public modernisation, to renew both the work methods and management techniques

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37 Ministry of Planning and Co-operation (1991), p. 1
39 To describe the shortcomings use has been made of the following documents: United Nations Development Programme (1992); Ministère de la fonction publique (1993); Virapatirin, M. and Demey, R. (1995); Bonkoungou, J. (1997)
of the administration and to support ministerial restructuring and decentralisation. The adoption of the Action Plan coincided with the creation of the Ministry of Civil Service and Modernisation of the Administration. Together they reflected a new political commitment to administrative reform.

The Action Plan has been divided into two components: the actual programme, concerned with all the objectives that need to be achieved by the reform, and the ‘strategy’ behind the programme, concerned with issues that need to be taken into account when carrying out the programme.

**UNDP Programme to Support the Modernisation of the Public Administration**

In the late eighties, the government of Burkina Faso had requested the assistance of the United Nations Development Plan (UNDP) in the reform of the public administration. This resulted in 1991 in the UNDP programme Support to the Modernisation of the Public Administration (Appui à la modernisation de l'administration publique), which complements the Action Plan of the government. The overall purpose of the UNDP programme was “to modernise the organisation and management of State structures, rehabilitate the management of human resources and improve the working methods and management techniques of the administration in order to increase productivity.” Objectives were to improve the management system of the civil servants, capacity building and ministerial restructuring and decentralisation.

The UNDP programme appears to be the practical elaboration of the Action Plan of the Burkinabé government. It e.g. gives a time-schedule, an overview of the costs and an outline of the evaluation practice. These issues were not mentioned in the Action Plan.

### 3.3 Progress and Problems in Modernising the Administration

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40 Strategy-examples are the need for leadership, commitment and ownership of the reforms and an efficient use of available finances.
Progress

It is argued that the reform of 1991 certainly led to some positive results. As part of the management of the civil servants, improvement was seen in the availability of base-line data, which had been possible because of the computerisation of the data. Other progress had been made with the development of software for the management of the personnel. This software had still to be introduced into the Directorate of Administrative and Financial Affairs, the Direction des affaires administratives et financières. Further, the identification and description of jobs had been completed.

Improvements were also made in the area of capacity building. Workshops were given to develop technical aspects for job description and the identification of training needs. Target groups were the directorates for administrative and financial affairs, directorates for public employment, and personnel managers. Furthermore, training cycles in public management were held for secretaries-general and general directors of departments, and at decentralised level. Training cycles in human resources management were held for employees of the Ministry of Civil Service and all other human resources managers. Up to 1998, capacity building has, thus, been limited to only a small group of (senior level) civil servants.

Further, from 1994 on, organisational audits covering all ministerial departments and institutions were carried out, as well as an inventory of administrative structures (ministries, departments, divisions, and workstations).

Although any progress may be important, it should be noticed that the above points of progress merely remain restricted to the technical aspects of the Action Plans of 1991. Controversial actions have certainly not been taken.

Problems

41 For the description of the progress use has been made of: Bonkoungou (1997), p. 119/120; United Nations Development Programme (1995), p.45-50; Plan directeur de développement à la composante administration
Returning to table 3.1, it appears that the reform programmes initiated in 1991 may have had some positive impact on the size of the wage bill.\textsuperscript{42} The percentage the wage bill consumed of the current expenditures dropped over 13%. However, in spite of this result, the size of the wage bill again started to increase after 1993.

Bonkoungou, former minister of Civil Service, argued that the Action Plan of 1991 coincided with the establishment of democratisation process.\textsuperscript{43} Constitutional, presidential and parliamentary elections took place in 1991 and 1992. Three transitional governments were installed in the initial period of the Action Plan. Bonkoungou acknowledged that democratisation in itself is a positive development, however, the uncertainties within the administration raised by the transitional period, made it difficult to implement far-reaching measures of the Action Plan.

Although transitional governments do bring along implementation problems, there have to be more reasons for lacking to achieve almost all the objectives of the Public Administration Reforms of 1991.

From interviews with the European Commission, the World Bank, and General Director of the Modernisation of the Administration (Ministry of Civil Service) Ouédraogo appeared that a second fundamental problem seems to have existed in the early nineties as well: the lack of political will to carry out the reforms. As Ouédraogo mentioned it: "time had not been ripe for carrying out extensive reforms".

Furthermore, UNDP describes two fundamental problems on a macro-level undermining overall administrative practices and reform objectives: under-estimation of the volume and complexity of tasks and over-estimation of administrative capacity and structures.\textsuperscript{44} Concerning the latter it is interesting to know that in 1995, the World Bank has carried out a

\textsuperscript{42} Table 1, chapter 3, p. 27
\textsuperscript{43} Bonkoungou (1997), p. 121
\textsuperscript{44} UNDP (1998), p. 2-3
National Capacity Assessment in Burkina Faso. Since capacity problems were assumed, the Burkinabé public administration was part of this assessment. Main causes for the capacity problems appeared to be a lack of co-ordination, unclear responsibilities, informal working procedures, a lack of performance evaluation, a mediocre system of (professional) education and training, a problematic circulation of information, and an inefficient management of human resources.

The above problems on macro-level may have been the main reason for not achieving the purposes of the reforms of the early nineties and general shortcomings of the public administration in the same period.

Firstly, there were problems addressing the missions, structures and procedures in the public administration. The concentration of the decision-making power and overlapping tasks and responsibilities led to an inefficient use of available staff and a lengthy decision-making process. Difficulties with the dissemination of information within the central administration and between the central and deconcentrated administrations led to an insufficient access to information.

Secondly, besides that several consultation-rounds had been held, the objective of decentralisation had not been reached.

Thirdly, a set of problems was concerned with personnel management. In spite of the importance of the management of the civil servants in the reform programmes of the early nineties, there were still problems such as the inexistence of an integrated vision of administrative structures and needed human resources, a poor division of human resources between ministries and the lack of a forward-looking management of human resources.

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45 Banque Mondiale, 1996, p. 8-13
46 Ministère de la fonction publique et du développement institutionelle (1997), p. 7-15
Fourthly, the public administration had to deal with the out-dated system of performance evaluation that was characterised by a lack of objectivity.49

Together, the above problems and not-achieved objectives caused an ineffective and inefficient Burkinabé public administration. According to Bonkoungou, former Minister of Civil Service, there appeared to be a need for an even more comprehensive and forward-looking approach when truly reforming the Burkinabé public administration: Public Administration Reform based on effective governance.50

3.4 Introduction of Governance

In June 1991 the population had voted by referendum for a new Constitution containing measures to create a law-based government. To connect the wish of the Burkinabé with the need for a new approach in the administrative reform, the dimension of good governance was added to the Public Administration Reforms. Initially, this resulted in the Action Plan for the Modernisation of the State Machinery and the Burkinabé Administration (Plan d'action de la modernisation de l'appareil d'Etat et de l'administration Burkinabé) of 1994.51 This Action Plan of 1994 was an enlargement of the Action Plan of 1991 with the notion ‘good governance’.

In the Action Plan of 1994, good governance at a political level was introduced as the reinforcement of the organisation and management of the State machinery (more specifically the legislative, the executive and the judiciary), in order to increase the effectiveness of the management of its institutions and services. The ultimate goal would be to consolidate the rule of law.52 According to the Action Plan, the meaning of good governance for the administrative level is to reinstate its capacity to take strategical decisions, to translate

49 Idem
50 Bonkoungou (1997, p. 121
51 This Action Plan has also been discussed in chapter 4
52 Plan d'action de la modernisation de l'appareil de l'Etat et de l'administration Burkinabé (1994), p. 2
political plans into action programmes and to define the direction and means for a durable human development.\textsuperscript{53} The more normative aspects of good governance such as transparency, accountability, and legitimacy are not mentioned.

When she introduced good governance in the context of Public Administration Reform, former Minister of Civil Service Bonkoungou also referred to another aspect of good governance: the consultation of critical components of a democratic state, such as judicial and legislative branches, labour unions and press, consumer, and human rights organisations, in the process of the design of the reform\textsuperscript{54} Since the major objective of the administration is first and for most social development of, and effective service delivery towards, the population, "any credible programme designed to modernise the administration cannot ignore the entities that are supposed to represent or protect the interests of the population".\textsuperscript{55}

\textit{Assises Nationales}

With a Governmental Seminar held in October 1996, in which plans for new public administration reform were specified, the process of consultation of representatives of the government with political partners and representatives of the civil society was set in motion. During 1997 national public and private press, unions, mayors, high commissioners and town counsellors were invited to take part in the discussions on new public administration reform, based on the outcome of the ministerial audits, and to make recommendations. The conclusions of these discussions were presented to the second session of the Social and Economic Council in November 1997.

In scope of the global reform of the public administration, a National Convention on the Role and the Missions of the State (\textit{Assises Nationales sur le rôle et les missions de l'Etat}) was

\textsuperscript{53} Idem
\textsuperscript{54} Bonkoungou (1997), p. 122
\textsuperscript{55} Idem
held in Ouagadougou in December 1997. In his opening speech, Minister of Civil Service and Institutional Development Yonli made clear that the Burkinabé public administration was not functioning sufficient for the modern, complex and interdependent world in which Burkina Faso takes part. This has led to a decreasing confidence of the population in the public services, which can only be resolved by the development of a transparent and effective public administration. In addition to this, Yonli stated that it is necessary for the government to redefine the roles and responsibilities of the state and other actors in the development of the country.

Prime Minister Ouédraogo also stressed in his opening speech of the National Convention, that time had come to reconsider the role of the state, as well as the role of other actors involved in national development. Ouédraogo states that the Burkinabé themselves are capable to find solutions, which exactly had been the reason for the organisation of the National Convention: to give the opportunity to all groups of the society to express their ideas, hopes and recommendations on the Public Administration Reform and the changing role and missions of the state.

Both Yonli and Ouédraogo thus confirmed the (relatively) weak capacity of the Burkinabé public administration and stressed the need to reconsider the role of the state and new initiatives for Public Administration Reform.

### 3.5 More Extensive Public Administration Reforms

In 1998, the new Public Administration Reform was adopted by Parliament. Before describing the programmes of this reform, a remark has to be made. Contrary to one comprehensive Public Administration Reform Programme of 1991, the reform programme of 1998 consists of several individual acts, plans and programmes concerning one aspect of what used to be the comprehensive programme. Apparently, individual aspects of the Public Administration Reform have gained in importance (e.g. decentralisation and good
governance). Together the individual acts, plans, and programmes, constitute the overall Public Administration Reform of Burkina Faso.

**Master Plan for Institutional Development**

In January 1998, the first plan concerning the new Public Administration Reform was adopted: the Master Plan for Institutional Development of the Public Administration 1998-2000 (*Plan directeur de développement institutionnel spécifique à la composante administration publique 1998-2000*). The overall purpose of this Master Plan is “to improve fundamental systems of the public management, in particular the structures, human, financial and material resources and the reinforcement of national capacities in order to determine key functions of the administration (planning, programming, analysing and the interpretation of sectorial and global situations)”. This purpose has to be reached by the reinforcement of management capacities of the public administration, administrative decentralisation and deconcentration, the promotion of good governance and the creation of a functional system of human resources management, as well as an effective and transparent system of financial and material resources.

Besides the objectives above, in the Master Plan it is also stated that objectives of the Action Plan of 1991 that have not yet been achieved, will continue to be a matter of concern. However, it does not become clear what these objectives exactly are. They are not mentioned in the Master Plan. Furthermore, there are no governmental progress reports concerning the Action Plan of 1991 from which the not achieved objectives can be gathered. For this reason, the present study will only take into account the objectives of the Master Plan of 1998 that are explicitly mentioned in this Plan. The not-achieved objectives of the Action Plan of 1991 will not be considered as objectives of the Master Plan of 1998.

**National Plan of Governance**
The overall purpose of the National Plan of Governance in Burkina Faso, *Plan national de gouvernance au Burkina Faso*, adopted in February 1998, is “to increase the contribution of different social and political actors and institutions to good governance”. This National Plan is divided into four parts, each addressing a different actor of the state:

- The executive, with a focus on decentralisation and deconcentration and the reinforcement of management capacities of the administration;
- The Parliament, with a focus on organisational audits, training of the members of Parliament, control of public expenses, creation of structures of expertise and the increase of the credibility of the electoral process;
- The judiciary, with a focus on improving judiciary structures, rereading legislation and adapting the legislation to the new political context and improving the management of material and human resources of the judiciary;
- The civil society, with a focus on increasing the role of the press and the media (including the use of it to inform the people) and establishing co-operatives to prevent conflicts and corruption and to supervise elections and observe democracy.

*Acts 010, 013 and 020*

In April and May 1998 the Parliament of Burkina Faso adopted three acts to support the Public Administration Reform:

1. Act 010/98/AN concerning the Method of State Intervention and the Division of Competencies between the State and (other) Actors in the Development (*Loi 010/98/AN portant modalités d'intervention de l'Etat et répartition de compétences entre l'Etat et les acteurs du développement)*;

2. Act 013/98/AN concerning the Juridical System applicable to the Employment and the Employees of the Civil Service (*Loi 013/98/AN portant régime juridique applicable aux emplois et aux agents de la fonction publique)*;

3. Act 020/98/AN concerning the Norms of the Creation, the Organisation and the
Management of the Structures of the State Administration (*Loi 020/98/AN portant normes de création, d'organisation et de gestion des structures de l'administration de l'Etat*).

Act 010, adopted April 21 1998, has been divided into two major components. The first component is the determination of the core and secondary missions of the central government. The second component is concerned with the determination of the division of competencies between the state and other actors in the development of Burkina Faso (local authorities, NGO’s and the private sector), which seems to imply a move away from the interventionist state. However, many of the formulated tasks of the local governments, NGO's and the private sector are executive or in support of the national government.

Of the three acts, the most consternation arose about act 013. This consternation had a history. For long the management system of the civil service of Burkina Faso had been based on the principle of career service which was governed by a statute and which guaranteed job security. In 1996 the government introduced proposals entailing the replacement of this system by a system based on merits. However, these proposals were rejected by the parliament, which requested a more comprehensive reform package.56

On April 28 1998, the Assemblée Nationale adopted the new act 013 on the determination of ‘civil servant’, the employment of civil servants and a new merit-based promotion system of civil servants. This time, especially the unions were very opposed to the new act. Two main complaints of the unions were the merit-based promotion system and, following from the first complaint, the contractualisation of the civil service. According to the unions, these two measures endangered the life-long career in the civil service, especially because the performance evaluations have to be conducted by the employees’ immediate superiors. The unions charged that this system will be open to arbitrariness, favouritism and political interference from the presidential and leading party, the *Congrès pour la démocratie et le progrès*. The unions state that all this may imply a weakening of the public-sector job
security. According to several representatives of the Ministry of Civil Service it is just another complaint of the unions, since they are always opposed to everything.

Finally, act 020 was adopted on May 5 1998. The act determines the norms concerning the creation, organisation and management of the central and deconcentrated structures of the state.

*Texts Concerning the Orientation of Decentralisation*

In August 1998 the Texts concerning the Orientation of Decentralisation in Burkina Faso, *Textes portant orientation de la décentralisation au Burkina Faso*, were adopted by Parliament. This document consists of several acts concerning different aspects of decentralisation. They are adopted to determine the objectives of decentralisation and deconcentration, the relation between the state and local authorities, the relation between local authorities, the organisation and competencies of local authorities, the controlling power of the state and the transfer of powers and resources.

### 3.6 Overview and Conclusions

Like in many countries in Sub-Saharan Africa, Civil Service and Public Administration Reforms in Burkina Faso were implemented to solve existing problems in the civil service and the public administration. Nowadays, Burkina Faso has gone through several stages of Civil Service Reform. The contents and scope of the reforms have become more and more extensive over the years. However, until so far the results of the reforms have been meagre.

Table 3.2 provides an overview of the main objectives of the reform programmes, the main

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56 International Monetary Fund and International Development Association (1997), p. 9
57 The Economic Intelligence Unit (1998), p. 8
58 Interviews
progress made and the main problems encountered. 59

Table 3.2: Main Characteristics of Burkinabé Civil Service Reform Experiences

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td></td>
<td>No problem</td>
<td>Problems</td>
<td>Objectives</td>
<td>Progress</td>
</tr>
<tr>
<td>Number of Civil Servants</td>
<td>X</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Size of Wage Bill</td>
<td>-</td>
<td>X</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Ministerial Structures/Decentralisation</td>
<td>-</td>
<td>-</td>
<td>X</td>
<td>x</td>
</tr>
<tr>
<td>Division of Missions, Powers and</td>
<td>-</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>Responsibilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Capacity (Building)</td>
<td>-</td>
<td>X</td>
<td>Capacity</td>
<td>x</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>building is overall reform purpose</td>
<td></td>
</tr>
<tr>
<td>Governance</td>
<td>-</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>Management of Human Resources</td>
<td>-</td>
<td>X</td>
<td>X</td>
<td>x</td>
</tr>
<tr>
<td>Management of Financial Resources of the</td>
<td>-</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>State and Decentralised Activities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Overall of Management System</td>
<td>-</td>
<td>X</td>
<td>X</td>
<td>x</td>
</tr>
<tr>
<td>Quality of Service Delivery</td>
<td>-</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>Leadership, Commitment and Ownership</td>
<td>-</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>Participation</td>
<td>-</td>
<td>-</td>
<td>X</td>
<td>-</td>
</tr>
</tbody>
</table>

About the notation:  
- = characteristic not present as a main reform objective, a main problem or a point of progress or data not available  
x = only some progress concerning this main reform objective has been made  
X = present as a main reform objective, a main problem or a point of progress  
X = emphasised as a main reform objective

The main characteristics Division of Missions, Powers and Responsibilities in the Public Administration, Governance, and the Quality of Service Delivery seem to summarise the Burkinabé Civil Service Reform experiences in table 3.2. Before the reforms of 1991, problems concerning these characteristics were acknowledged. Objectives addressing these problems were included in the reforms of 1991, however no (or hardly any) progress has been
made. Problems continued to exist and, again, objectives addressing the problems were included in new reforms. However, what results can be expected from these new reforms?

As mentioned before, the moderate results can be explained by the lack of political will, the over-estimation of the Burkinabé administrative capacity and structures, and the under-estimation of the volume and complexity of the reform tasks. During the National Convention on the Role and the Missions of the State in 1997, Minister of Civil Service Yonli and Prime Minister Ouédraogo have confirmed the weak national capacity. The public administration in Burkina Faso appears not to have had the needed capacity to effectively carry out the comprehensive reform programmes of 1991. The government of Burkina Faso saw a solution in more and more comprehensive reform programmes with a focus on capacity building (which is emphasised in the main purposes of the new reform programmes). However, also in the early nineties, the government of Burkina Faso seemed to be very much aware of the capacity problems in its public administration, since capacity building was emphasised in the main purpose of the Action Plan for the Modernisation of the Public Administration in 1991 as well. This Action Plan could not effectively be carried out. It is unlikely that the needed capacity in the public administration to effectively carry out the comprehensive reforms of 1998 exists at this moment. Why would there be an expectation of success of the reform programmes of 1998?

Although both the European Commission and the World Bank remain somewhat sceptic, they argue, together with General Director of the Modernisation of the Administration (Ministry of Civil Service) Ouédraogo, that after the consultation rounds and the National Convention on the Role and the Missions of the State of 1997, there exists a political will to carry out the new reform programmes. As yet, there seems to be no reason to question this political will. However, even with a political will and a settled government (instead of a transitional government) it still is conceivable that the results of the new reforms will be meagre again due to a lack of capacity.

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60 Bonkoungou, J. (1997), p. 121; interviews with representatives of the European Commission and the World Bank, and General Director of the Modernization of the Administration (Ministry of Civil Service) Ouédraogo;
Given the lack of capacity as the main problem of the Burkinabé public administration, the main question is how this problem can be solved. The answer to this question will depend on the causes of the lack of capacity. Solutions for the lack of capacity in the public administration should be the focus of policy reforms of the government of Burkina Faso. Attention could then be concentrated on this specific policy reform within the Public Administration Reforms. When e.g. problems in the education system appear to be the most crucial problem causing the lack of capacity, Public Administration Reform has to focus on improving the education system. Such a ‘concentrated’ reform may be needed first before adopting a more comprehensive Public Administration Reform. The success of the latter may depend on the success of the reform of the education system.


Some causes have been revealed by the National Capacity Assessment of the World Bank (see paragraph 3.3).
Chapter 4

The Case of Burkina Faso and the Guiding Principles

Guiding Principles on Civil Service Reform? I have never heard of them. But could you send me a copy because I am curious about these principles...

4.1 A Review of the Burkinabé Reform Programmes

To compare the Guiding Principles with the Burkinabé Public Administration Reform programmes (including the development of these programmes), the main objectives of the latter have been selected and arranged into the same phases of reform as the Guiding Principles.\[^{63}\] It has also been tried to hold on to the concepts used for the selected principles as much as possible. Only when it was not possible to fit a certain main objective under one of the selected principles, this main objective has been added to the total of selected principles. Together, the selected principles and the main objectives give an overview of the most important reform characteristics based on the combination of the Guiding Principles and Public Administration Reform programmes in Burkina Faso.\[^{64}\]

\[^{62}\] One of the most frequent reactions during the interviews I held for this study.

\[^{63}\] For practical reasons the ‘development of the reform programmes’ will be included in ‘reform programmes’.

\[^{64}\] In this paper, ‘characteristics of the reform’, are the selected Guiding Principles, the main objectives of the reform programmes of Burkina Faso, as well as the combination of these two.
Table 4.1: Main Characteristics of the Guiding Principles and the Burkinabé Reform Programmes

<table>
<thead>
<tr>
<th>MAIN CHARACTERISTICS</th>
<th>Reform Programmes 1991</th>
<th>Reform Programmes 1998</th>
<th>Guiding Principles</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>I. PROCESS OF THE REFORM</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Phase A: Design and Organisation</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Diagnosis of Situation before Design of Reform</td>
<td>-</td>
<td>D</td>
<td>X</td>
</tr>
<tr>
<td>Vision of Reform Strategy</td>
<td>X</td>
<td>D</td>
<td>X</td>
</tr>
<tr>
<td>Management of Reform</td>
<td>X</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td>Phase B: Actual Reform (Purposes)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministerial Restructuring and Decentralisation</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Downsizing</td>
<td>-</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td>Reform of Pay and Incentives</td>
<td>-</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td>Capacity Building</td>
<td>Overall reform purpose emphasises capacity building</td>
<td>Overall reform purpose emphasises capacity building</td>
<td>X</td>
</tr>
<tr>
<td>Taking Account of Gender 1</td>
<td>-</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td>Taking Account of Governance 1</td>
<td>X</td>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>Improvement of Management of Human Resources (including Pay and Incentives)</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>Improvement of Management of Financial Resources</td>
<td>X</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Improvement of overall Management System</td>
<td>X</td>
<td>X</td>
<td>-</td>
</tr>
<tr>
<td>Reinforcement of Quality of Service Delivery</td>
<td>X</td>
<td>X</td>
<td>Ultimate goal of the Guiding Principles emphasises improvement of quality of service delivery</td>
</tr>
<tr>
<td>Phase C: Control, Evaluation and Monitoring</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Survey of Service Delivery</td>
<td>X</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td>Review of main Programme Components</td>
<td>X</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td><strong>II. CROSS-CUTTING ISSUES</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Existence of Leadership, Commitment and Ownership of Reform</td>
<td>X</td>
<td>D</td>
<td>X</td>
</tr>
<tr>
<td>Existence of Technical Capacity</td>
<td>Overall reform purpose emphasises capacity building</td>
<td>Overall reform purpose emphasises capacity building</td>
<td>X</td>
</tr>
<tr>
<td>Efficient Use of available Finances</td>
<td>X</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td>Taking Account of Participation</td>
<td>X</td>
<td>D</td>
<td>X</td>
</tr>
<tr>
<td>Taking Account of Gender 2</td>
<td>-</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td>Taking Account of Governance 2</td>
<td>-</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td>Donor Support</td>
<td>X</td>
<td>-</td>
<td>X</td>
</tr>
<tr>
<td><strong>III. DONOR COORDINATION</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>X</td>
<td>-</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

About the notation:  -  = not present as a main characteristic in (the development of) the reform
programmes and/or the Guiding Principles

D = addressed during the development of the programmes
X = present as a main characteristic in (the development of) the reform programmes and/or the Guiding Principles
X = programme(s) specifically concerned with this main characteristic

Two main characteristics in table 4.1 need special attention: Taking Account of Governance 1 and 2. Since the concept ‘governance’ is a fairly new concept in the development co-operation, it could not literally be found in the Burkinabé Public Administration Reform programmes of 1991. In case these programmes did deal with aspects of (what later is called) governance, these aspects have been incorporated into the governance-principles.

More clarification about the X and X-notations may be needed as well. The X-notation is used when the Guiding Principles or the Burkinabé reform programmes contain a certain variable as a main characteristic. In these cases, one main characteristic is of about the same importance as other main characteristics in the concerned programmes (and Guiding Principles). However, the new Public Administration Reform of 1998 consists of several programmes, plans and acts, most of them specifically concerned with one main characteristic of the reform. In order to make some distinction between e.g. an act of the reforms of 1998 entirely concerned with (aspects of) decentralisation and a reform programme of 1991 in which decentralisation is just one main characteristics, the X-notation is given to reforms of 1998. X emphasises the importance of a certain characteristic within the reforms of 1998.

Overlap, Differences and Trends

Table 4.1 reveals that there is a certain trend in the overlap of the main characteristics of the Guiding Principles and those of the reform programmes of Burkina Faso. The overlap has become less over the years and mainly concentrates on the main characteristics of phase B in the process of the reform. The Public Administration Reform of the early nineties showed much overlap with the Guiding Principles by its concern for all the phases of the reform.

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65 An example is the comprehensive Action Plan for the Modernisation of the Administration of 1991
process as well as most cross-cutting issues. The new reforms of 1998 appear mostly to be concerned with the purposes of the reform. Actually, the Burkinabé reform programmes of 1998 are not concerned with the organisation and control of the reform. Of the cross-cutting issues, only capacity building is receiving much attention, since it is emphasised in the overall reform purposes. However, the design and organisation of the reforms of 1998 have been discussed in length during the consultation rounds and the National Convention on the Role and the Missions of the State in 1997 before determining the reform. Furthermore, during the consultation rounds and the National Convention several (national) actors in the development of the country could actively participate in the development of the new reforms. This whole process seems to have resulted in leadership, commitment and ownership of the reforms. Thus, already three Guiding Principles were lived up to preceding the actual reform and are therefore not included in the reform programmes.

The discussion below will therefore merely focus on overlap, differences, and trends of the main reform characteristics of phase B (actual reform) of the process of the reform.

Regarding the overlap and differences, two selected principles need special attention: Donor Support and Donor Co-ordination. As main characteristics in the process of the reform, they can only be found in the UNDP-programme of 1991. This programme complemented the Action Plan of 1991. Both were official governmental policy, therefore the UNDP programme is included in table 4.1 under the Burkinabé reform programmes of 1991. In the Action Plan itself, (the possibility of) donor support and co-ordination has not been mentioned.

*Ministerial Restructuring and Decentralisation*

The importance of the objective of Ministerial Restructuring and Decentralisation has unanimously been acknowledged by both the Guiding Principles and the Burkinabé reform.

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66 An example is the National Plan of Governance of 1998
67 The Action Plans of 1991 and 1994 have been divided into two components: the actual programme and the ‘strategy’ behind the programme. The cross-cutting issues are elaborated in the ‘strategy’ part and thus separated from the actual programme.
programmes. Only act 13 of the Burkinabé reforms concerning the Juridical System applicable to the Employment and the Employees of the Civil Service did not mention anything about Ministerial Restructuring and Decentralisation, since it completely goes beyond the scope of this specific act.

*Downsizing and Management of Human Resources*

Contrary to the unanimity of the Guiding Principles and the Burkinabé reform programmes on Ministerial Restructuring and Decentralisation, Downsizing has not been a subject of the reform in Burkina Faso at all. The Burkinabé government is more concerned with the management of its personnel. Sub-objectives of the Improvement of the Management of Human Resources are e.g. simplifying the regulation of the personnel, forward-looking management and computerisation of personnel data. Improving the management of the human resources may come close to 'rightsizing', which is a sub-objective of Downsizing in the Guiding Principles, although the first probably contains more. However, hard statements cannot be made since ‘rightsizing’ is not further explained by the Guiding Principles.

*Reform of Pay and Incentives*

The selected principle Reform of Pay and Incentives is a main objective of only one act in the Burkinabé Public Administration Reforms of 1998: Act 013/98/AN on the Regulation for the Employment and Employees in the Civil Service. However, it does return in the sub-objectives of other programmes. It mostly forms a part of the Improvement of the Management of the Civil Servants and is for instance concerned with performance related payment to emphasise the responsibilities of the civil servants and to motivate them to take the responsibilities.

*Capacity Building*
In the reform programmes of Burkina Faso, Capacity Building receives considerable more attention than in the Guiding Principles. Capacity Building is the overall reform purpose of the Burkinabé Public Administration Reforms of 1991 and 1998, while in the Guiding Principles, Capacity Building is only a mean to achieve an improved service delivery. Furthermore, Capacity Building in the form of training on the job is among the sub-objectives of several programmes in the Burkinabé Public Administration Reforms.

Taking Account of Gender

While gender issues do receive considerable attention in the Guiding Principles, the reform programmes in Burkina Faso are not concerned with it at all. Should gender issues be added to the Burkinabé reform programmes? This will be further elaborated in the chapter 5 of this study.

Taking into Account of Governance

There seems to be quite a consensus between the Guiding Principles and the Burkinabé reform programmes on the need for governance objectives. In line with the international concern for governance issues, these issues also grew in importance in the reform programmes of Burkina Faso. The reforms of 1991 had some objectives that would later be ascribed to the concept ‘good governance’, while in 1998 a complete National Plan for Governance has been developed and adopted.

Improvement of Management of Financial Resources

The first Public Administration Reform programmes in Burkina Faso added the Improvement of Management of Financial Resources to the main reform characteristics in table 3. This objective covers reorganising financial (sections of) departments, optimalising the use of financial resources and the reinforcement of the financial control system. The Improvement
of the Management of Financial Resources cannot be found in the main objectives of the new
reforms of 1998. As yet, the reason for this decreasing attention is not quite clear, especially
since it seems to fit in Public Administration Reforms in the way public administration has
been described during the National Convention on the Role and the Missions of the State in
1997.

A better financial management as a purpose of the reform has not been mentioned in the
Guiding Principles, only the efficient use of available finances when developing the reform
programmes (cross-cutting issue).

*Improvement of the Overall Management System*

The Improvement of the Overall Management System is among the main objectives of
several programmes in the Burkinabé Public Administration Reforms. It has to do with
optimalising the use of available resources in general and improving the management of
public service equipment.

The Guiding Principles do mention the improvement of management systems and resource
management, however, this is not further elaborated and only mentioned in context of
Ministerial Restructuring and Decentralisation and Capacity Building.68

*Reinforcement of the Quality of the Service Delivery*

The last addition of the reform programmes in Burkina Faso to group B of the reform
characteristics is the Reinforcement of the Quality of the Service Delivery. In the Guiding
Principles, the raise of the quality of the public services is seen as the ultimate goal of Civil
Service Reform. Since all the principles in the end are focused on improving the service
delivery, this characteristic receives considerable more attention in the Guiding Principles

68 Special Programme of Assistance for Africa, 1995, p. 6-7
than in the Burkinabé reform programmes.

Conclusions

In this paragraph, the Burkinabé Public Administration Reform programmes have been reviewed by the Guiding Principles. The Guiding Principles provide guidance on the overall requirements for effective Civil Service Reform. In line with the purposes of the Guiding Principles (to provide general guidance to donors wishing to assess the viability of and areas of weakness in Civil Service Reform programmes), the following things can be concluded:

1. The reform programmes of 1998 do not take into account principles concerning the design, organisation, control, evaluation, and monitoring of the reforms. Furthermore, cross-cutting issues have hardly been included (except for The Existence of Technical Capacity). However, some of these principles have been addressed during the development of the reform programmes.

Both the reform programmes of 1991 and 1998 are not concerned with downsizing and gender issues. For effective Civil Service Reform, these aspects should be added to the reforms. However, in the Guiding Principles it is already mentioned that the need for downsizing depends on the context of a country. May this also apply for other principles?

The question is whether there is a need to include (all) these principles to the reform programmes in order to have effective reforms. In other words, are the Guiding Principles necessary requirements for effective Civil Service Reform? In the Guiding Principles, this subject is not broached.

2. The Guiding Principles do not seem to be very concerned with management issues. The latter, however, do have a large place in the reform programmes of Burkina Faso. It may be considered to pay more attention to these issues in the Guiding Principles,

69 Special Programme of Assistance for Africa, 1995, p. 2
since the Guiding Principles are (partly) based on reform experiences in Sub-Saharan
African countries.

3. The main point of Civil Service Reform in the Guiding Principles is somewhat
different from the main point of the reform programmes in Burkina Faso. The
emphasis of the first is on the improvement of the quality of the service delivery,
while the emphasis of the latter is on capacity building. However, does this difference
automatically imply that the overall purpose of the Burkinabé reform programmes
needs to be adjusted to the ultimate goal of Civil Service Reform in the Guiding
Principles (or the other way around)? The context in which the Burkinabé reforms
takes place in needs to be considered.

4. Concerning the other main reform characteristics there is overlap between the Guiding
Principles and the reform programmes, as a result no adjustments on these
characteristics to either the Guiding Principles or the reform programmes need to be
made. However, will the appearance of certain characteristics in the Burkinabé reform
programmes automatically lead to positive results, given the context of the public
administration (reforms) in Burkina Faso?

4.2 A Review of Overall Burkinabé Reform Experiences

As appeared from the last paragraph, many questions rise when the Guiding Principle are
strictly used as overall requirements for effective Civil Service Reform in the appraise of (the
development of) the Civil Service Reform programmes in Sub-Saharan Africa. Firstly, it is
doubted whether the Guiding Principles are the (only) requirements for effective Civil
Service Reform. Secondly, it is doubted whether the Guiding Principles should focus only on
reform programmes when reviewing Civil Service Reform. In both cases, it appears to be
necessary to take into account the progress made, the problems encountered and the context
involved.

Whether the Guiding Principles should include management issues will also depend on the emphasis other Sub-
Saharan African countries place on these issues in Civil Service Reform programmes.
Table 4.2 gives an overview of the comparison between the Guiding Principles and the overall Burkinabé Public Administration Reform experiences. In this table, the two columns about problems in the Burkinabé public administration need specific attention. These columns show the problems as they have been mentioned before. A '-' in these columns means that concerning these specific main characteristics problems have not been recognised. It will be assumed that, in these cases, problems do not exist or are regarded less important or less urgent.
### Table 4.2: Main Characteristics of the Guiding Principles and Burkinabé Civil Service Reform Experiences

<table>
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<tbody>
<tr>
<td><strong>I. PROCESS OF THE REFORM</strong></td>
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<tr>
<td>Phase A: Design and Organisation</td>
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<tr>
<td>Diagnosis of Situation before Design of Reform</td>
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<tr>
<td>Vision of Reform Strategy</td>
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<tr>
<td>Management of Reform</td>
<td>-</td>
<td>X</td>
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<tr>
<td>Phase B: Actual Reform ( Purposes )</td>
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<tr>
<td>Ministerial Restructuring and Decentralisation</td>
<td>-</td>
<td>X</td>
<td>X</td>
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<tr>
<td>Downsizing</td>
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<td>- X</td>
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<tr>
<td>Reform of Pay and Incentives</td>
<td>-</td>
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<td>-</td>
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<td>- X</td>
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<tr>
<td>Capacity Building</td>
<td>X</td>
<td>Overall reform purpose emphasises capacity building</td>
<td>x</td>
<td>X</td>
<td>Overall reform purpose emphasises capacity building</td>
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<tr>
<td>Taking Account of Gender 1</td>
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<tr>
<td>Taking Account of Governance 1</td>
<td>X</td>
<td>X</td>
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<td>X</td>
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<tr>
<td>Division of Missions, Powers and Responsibilities</td>
<td>X</td>
<td>-</td>
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<td>X</td>
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<tr>
<td>Improvement of Management of Human Resources (including Pay and Incentives)</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<tr>
<td>Improvement of Management of Financial Resources</td>
<td>-</td>
<td>X</td>
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<tr>
<td>Improvement of Overall Management system</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<tr>
<td>Reinforcement of Quality of Service Delivery</td>
<td>X</td>
<td>X</td>
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<td>X</td>
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<tr>
<td><strong>Phase C: Control, Evaluation and Monitoring</strong></td>
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<tr>
<td>Survey of Service Delivery</td>
<td>-</td>
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<tr>
<td>Review of main Programme Components</td>
<td>-</td>
<td>X</td>
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<tr>
<td><strong>II. CROSS-CUTTING ISSUES</strong></td>
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<tr>
<td>Existence of Leadership, Commitment and Ownership of Reform</td>
<td>-</td>
<td>X</td>
<td>-</td>
<td>-</td>
<td>D X</td>
</tr>
<tr>
<td>Existence of Technical Capacity</td>
<td>X</td>
<td>Overall reform purpose emphasises capacity</td>
<td>x</td>
<td>X</td>
<td>Overall reform purpose emphasises capacity</td>
</tr>
<tr>
<td>Efficient Use of available Finances</td>
<td>-</td>
<td>X</td>
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<td>-</td>
<td>-</td>
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<tr>
<td>Taking Account of Participation</td>
<td>-</td>
<td>X</td>
<td>-</td>
<td>-</td>
<td>D</td>
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<tr>
<td>Taking Account of Gender 2</td>
<td>-</td>
<td>-</td>
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<td>Taking Account of Governance 2</td>
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<tr>
<td>Donor Support</td>
<td>-</td>
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<tr>
<td><strong>III. DONOR COORDINATION</strong></td>
<td>-</td>
<td>X</td>
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</tbody>
</table>

About the notation:
- = not present as a main characteristic in the reform programmes and/or the Guiding Principles
D = addressed during the development of the programmes
x = only some progress has been made concerning this reform objective
X = present as a main characteristic in the reform programmes and/or the Guiding Principles
X = programme(s) specifically concerned with this main characteristic

In the following discussion about table 4.2, the remarks on table 4.1 in paragraph 4.1 will form the starting point.

*Design, Organisation, Control, Evaluation, Monitoring and Cross-cutting Issues*

In Burkina Faso, problems concerning the design, organisation, control, evaluation and monitoring of the reform as well as most of the cross-cutting issues appear not to exist (or at least, other problems are regarded as less important or less urgent). Some are even included in the process of development of the reform programmes. There, thus, may have been no reason to include these principles in the objectives of the reform programmes.

One exception concerning the cross-cutting issues is the Existence of Technical Capacity. The lack of capacity is regarded as a main problem of the civil service. Capacity Building is, therefore, emphasised in the overall reform purpose. However, a lack of capacity was a main cause of not achieving the intended results of the comprehensive reforms of 1991. Since capacity still forms a main problem, it is not very likely that the intended results of the even more comprehensive reforms of 1998 will be achieved.
Downsizing and Gender

The Burkinabé reform programmes are not concerned with Downsizing and gender. The conclusion of paragraph 4.1 was to add these principles to the reform programmes. However, the Guiding Principles already made an exception for downsizing. The need for downsizing depends on the context of a country. From table 4.2 appears that no problems related to downsizing as well as gender were noticed. Downsizing is a very clear example. The number of civil servants in Burkina Faso (about 40,000, which is 0.4% of the population) is not excessively high. Therefore, downsizing is not needed.

In the Guiding Principles, no exception is made for gender. However, from table 4.2 appears that gender issues have not been recognised as a problem in Burkina Faso. Since there is no problem, the need to include the principles on gender in the Burkinabé reform programmes does not seem to exist. The example of gender will be discussed in chapter 5.

Management Issues

In paragraph 4.1 has already been argued that the Guiding principles should consider the explicit inclusion of management issues, since these issues have such a large place in the Burkinabé reform programmes. The need to consider the inclusion of management issues in the Guiding Principles may be confirmed by table 4.2, which shows that many problems in the public administration seem to be related to the management issues. However, one difficulty arises from table 4.2. Since 1991, progress on management issues has hardly been made. How can this be combined with the possible (explicit) inclusion of management issues in the Guiding Principles?

Quality of Service Delivery versus Capacity Building

Among the conclusions of chapter 3 was that capacity forms a main problem in the Burkinabé
public administration. This also appears from table 4.2. The government of Burkina Faso apparently recognised this and made capacity building an overall purpose of the reform programmes (although these programmes are likely to be too comprehensive and probably not address the heart of the capacity-problems). Regarding the capacity-problems in the Burkinabé public administration, the overall purpose of capacity building seems to be a legitimate one. In the Guiding Principles, however, capacity building only forms a mean to achieve the ultimate goal of improvement of the service delivery. The Burkinabé reform programmes and the Guiding Principles, thus, have a different starting point. The Guiding Principles are said to provide general guidance on overall requirements for effective Civil Service Reform, however, how can effective Civil Service Reform be achieved by the Guiding Principles when these principles do not correspond to the main problem in the civil service/public administration of a country?

4.3 Overview and Conclusions

The main difference between the Guiding Principles and the Burkinabé Civil Service Reform programmes appears to be based on the specific context of the public administration in Burkina Faso: the main problem within this public administration. Since this main problem of the Burkinabé public administration is the lack of capacity, the overall reform purposes (capacity building) are different from what should be the ultimate goal of Civil Service Reform according to the Guiding Principles (improvement of service delivery). The lack of capacity in the public administration even caused that the objectives of the reforms have not effectively been achieved as well. Hardly any progress has been made over several years of reform. The comprehensive approach of Civil Service Reform propagated by the Guiding Principles did not result in effective reforms in Burkina Faso.

The question is what differences, as well as overlap, between the Guiding Principles and the Burkinabé reform programmes mean when due to a lack of capacity of the public administration in Burkina Faso i) they both have a different starting point and, thus, different
overall purpose and ii) progress by preceding Burkinabé reforms has hardly been and perhaps hardly will be made. An example of logical reasoning may clarify this:

1. The Guiding Principles are presented as to provide guidance on the overall requirements for effective Civil Service Reform;
2. The principles Ministerial Restructuring and Decentralisation, Capacity Building, and Taking Account of Governance 1 can be found as an objective in the Burkinabé reform programmes of both 1991 and 1998;
3. Those parts of the reform programmes concerned with Ministerial Restructuring and Decentralisation, Capacity Building, and Taking Account of Governance 1 are (will be) effective.

Theoretically, the above may form a perfect syllogism. Through deductive reasoning, premises 1 and 2 leads to conclusion 3. However, in the case of Burkina Faso, Ministerial Restructuring and Decentralisation, Capacity Building, and Taking Account of Governance 1 have not been effective.

The Guiding principles, thus, do not automatically lead to effective reforms. Other forces in the (country-specific) context of a particular civil service or public administration determine whether reforms will be effective. This context appears to be of influence on what kind of reform (with what kind of objectives) is needed in such a country, as well as it is of influence on if reform objectives will be reached or not. Due to a capacity problem, comprehensive Public Administration Reforms (of which the objectives do show some overlap with the Guiding Principles) cannot be effectively carried out. It, first, is necessary to carry out reforms focused on solving the cause of the lack of capacity in the Burkinabé public administration.
Chapter 5

Gender Issues and the Burkinabé Public Administration

The introduction of contractualisation is a positive development. It is good for both one's
curriculum vitae and one's own personality, since it provides challenges. Furthermore, it
can be very favourable for women who also have other responsibilities. I have worked on
a contract basis for many years now: first at different American NGO's and at this moment
at the Ministry of Women's Promotion. In the time I worked for American NGO's, my
husband took care of my child, since I was working far outside Ouagadougou and could
not return to my family in the evening.

In chapter 4, an outline of the comparison between the Guiding Principles and the Burkinabé
Public Administration Reform experiences has been given. Questions have been raised on
whether the Guiding Principles are necessary requirements for effective Civil Service
Reforms, since it appeared that the Guiding Principles do not correspond to the problems in
and context of the Burkinabé public administration. In this chapter, one aspect in the above
comparison will be further elaborated, to show (and emphasise) the importance and influence
of context aspects on a public administration and Public Administration Reforms.

In the Guiding Principles, gender appears to occupy an important place. As a result, two
selected principles are directly concerned with gender. Taking Account of Gender 1, in phase
B of the process of the reform, refers to the needed raise of the employment, performance,
and training opportunities for women in the civil service (issues on women's participation in
the civil service), as well as the improvement of the service delivery meeting the needs of
women. Taking Account of Gender 2, a cross-cutting issue, refers to women's presentation
and gender-specific analysis that should be aimed for in every phase of the reform. A few
examples may clarify this point:

- With the Diagnosis of the Situation before Design of Reform, gender should be taken
  into account to expose the constraints for women in the civil service/public
  administration, in order to tune the reform on these constraints;

- When Downsizing, measures should be taken to affect women least;

71 A reaction during an interview with Ms. Yoda, a progressive General Secretary of the Ministry of Women’s
- When Capacity Building, women should have the same (or maybe more) opportunities to receive the training in order to get higher up in the civil service, as well as that attention should be paid to specific needs for women;
- A Survey of Service Delivery should pay specific attention to changes (progress and decline) in the service delivery to women. The results of the Diagnosis of the Situation before Design of Reform should form the starting point.

From table 4.2 (in paragraph 4.2) appeared that in the Civil Service Reform experiences in Burkina Faso no attention is given to gender issues.

Table 5.1: Outline of Gender Issues in the Guiding Principles and Civil Service Reform experiences in Burkina Faso

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<tbody>
<tr>
<td>Taking Account of Gender 1</td>
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<td>X</td>
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<td>Taking Account of Gender 2</td>
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About the notation: 
- = not present as a main characteristic in the reform programmes and/or the Guiding Principles
X = present as a main characteristic in the reform programmes and/or the Guiding Principles

Gender also appears to be no problem in the Burkinabé civil service. Therefore, it was concluded that the inclusion of principles on gender in the reform programmes is not needed. This conclusion will be further elaborated in this chapter.

5.1 Gender Issues and the Public Administration in Theory

The importance of the contribution of women to (national) development has worldwide been acknowledged over the last decades. Intentions for the advancement of women have been laid down in action plans, resolutions, national laws and international agreements. However, progress has been limited and particularly made in the areas of political and economical rights.
The fact that gender differences in society prevent women from using the same opportunities as men has merely been neglected. Gender refers to “women’s and men’s socially defined roles, which are shaped by historical, political, economic, religious, and cultural factors. As a result of gender characteristics, women and men have different experiences in life, different knowledge, perspectives and priorities.”

Women’s participation in the decision-making process still is disproportionate to the impact of the decisions on them. Women held only a minority of influential posts. However, women have the right (equal to men) to participate (equal to men) in the policy-making, in order to achieve a good service delivery that meets the needs of both men and women. Leijenaar stresses this importance for women to participate on an equal basis with men in the political scene. Firstly, Leijenaar argues that politics goes hand in hand with the power to create the best outcomes for a particular group of people, in this case women. Women have specific needs when it comes to health, education, the family, environment etc. Decisions made in these areas will have an enormous impact on women and can thus best be made, looked after and defended by women. Secondly, women have a different way of working and organising than men. Women have a greater ability to work collectively and they tend to be more democratic and less confrontational and more open to change. For these reasons, women can change the nature and culture of politics. Thirdly, women have different connections than men, they operate in different networks. When a certain number of women participate in decision-making an even larger number of women will have indirect influence on the same decisions. This snowball effect has to lead to a more responsive system of government and more efficient use of human resources. And finally Leijenaar discusses that women simply have the right on a full citizenship, the right to participate in any process that may or may not effect their lives. Although these reasons evolve around the discussion on the political participation of women, they also seem to be applicable to women in the civil service.

73 Brouwers, R. (1993), p. 4
The need for women to participate in the decision-making process may be clear, however, there appear to be many barriers. Among the main barriers are a lack of education, poverty, the lack of time and mobility, the prohibition by the husband or the family, and psychological or legal barriers.\footnote{Brouwers, R. (1993), p. 5; Leijenaar, M. (1998), p. 5, 104-106; Ilboudo, M. (1997), p. 8-10}

Many countries have installed a so-called national machinery for women. Within the existing administration, institutions have been created which have to deal with policy and programmes for women. Two main strategies have been applied with the creation of these institutions:\footnote{Brouwers, R. (1993), p. 3}

- The access or mainstream strategy, with emphasis on including women's interests in regular policy and institutions;
- The parallel strategy, with emphasis on separate policies, programmes, and structures.

A combination of both strategies seems to be necessary to achieve the best policy outcomes for women.\footnote{Idem, p. 13} Through the parallel strategy women will get organised and visible, while the access strategy will bring the claims of women in the mainstream of political, economic and social life.

In a national context, the question is whether the machinery for women and special policy and measures for women have the potential to transform the existing (male-oriented) situation. Three policy approaches have been distinguished:\footnote{Idem, p. 13}

1. Distributive policy, which includes measures to benefit specific groups (other groups will not be hit);
2. Regulatory policy, which has an impact on everyone (its is evident who will gain or loose);
3. Re-distributive policy, which is the most far-reaching and conflict-lade (includes measures to redistribute resources, which implies gains for some and losses for...
Re-distributive policy will advance the position of women in development. However, the success of re-distributive policy also depends on the role women play in development. Re-distributive policy should, thus, have a stimulating effect.

**Good Governance: Renewed Attention for Gender**

The political reforms in the former Soviet Union and Eastern Europe during the late eighties and the early nineties have set in motion a stronger process of democratisation than ever before all over the world. In the context of the democratisation a new concept arose: good governance. Good governance in a technocratic sense refers to ‘good management’ or ‘good administration’, while in a broader sense it is linked to democracy, accountability, transparency, participation, sustainability, legitimacy, equity, and equality. Gender and women’s participation issues are not considered by good governance in the technocratic sense. However, good governance in the broader sense is very much concerned with these issues.

The disappearance of the threat of communism for Western countries specifically had consequences for developing countries, and thus Africa. Western countries were now in the position to make conditions towards (African) countries, without fearing that these countries would desert to communism. Good governance in a broader sense became a central issue in the conditionality negotiations, since it combines all aspects which western countries think are important when exercising power in a country. With the introduction of good governance, the attention for gender and women’s participation issues was renewed.

### 5.2 Gender Issues and the Public Administration in Burkina Faso

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The available figures about women working in the civil service are a little outdated, however they do give an indication of the present situation. The National Statistical and Demographic Institute of Burkina Faso (Institut National de la Statistique et de la Démographie) has calculated that in 1988 21.6% of the public servants was female (6443 women on a total of 29,831 public servants). Almost 60% of these women, however, were working in the executive branches of the public service (secretaries, nurses, and teachers), while only 10.6% worked on a superior level. Although women form 51% of the population, they seemingly do not have equal access to the management of the country.

Relating these percentages to the results of chapter 3 and 4 of this paper, it is very striking that ‘gender’ receives so little attention in the administrative reform programmes of Burkina Faso. Especially a reform of the public administration could form a very appropriate occasion to straighten the inequality in numbers between men and women in different levels of the public service. Striking is that in the ‘Action Plan for the Strengthening of the Role of Women in the Development Process 1991-1995’ and the ‘Action Plan 1998-2000’, the government of Burkina Faso has acknowledged the need to provide the opportunities for women in having access to all services (and deciding over these services) in the country. However, it is not clear what relation exists between the Action Plans and the Public Administration Reform. No references have been made. A parallel strategy seems to have been chosen.

From interviews it appeared that the problem women are facing in the public administration actually has causes outside the public administration. It was said that women do have equal access to the public administration and that there is no discrimination towards women when entering the public service. According to the interviewees, the main reason that Burkinabé women are less represented in the public service is the lack of sufficiently educated women.

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80 Projet de stratégies nationales pour le renforcement du rôle des femmes dans le processus de développement 1991-1995, Ministère des finances et du plan, Ouagadougou, p.5
81 Projet de stratégies nationales pour le renforcement du rôle des femmes dans le processus de développement 1991-1995, Ministère des finances et du plan, p.16; Plan d'action 1998-2000 (version provisoire), Ministère de la promotion de la femme, p. 59
This reason can be linked to the barriers for women's participation in politics, as they have been set forth by Brouwers (et al), Leijenaar and Ilboudo.\textsuperscript{82} Illiteracy and the lack of education are among the main barriers for women's participation. However, it may be of interest to give

a more concrete outline of the position of women in Burkina Faso, since other barriers for women to participate in the decision-making process may also be of influence on the low number of women in the civil service. Specific attention will be given to the education aspect.

\textit{Position of Women in Burkina Faso}

Based on its position on the Gender-related Development Index of 1995 (126th out of 130 countries), the position of women in Burkina Faso appears to be among the worst in the world. However, the country scores equally bad on the Human Development Index of 1995 (169th out of 174 countries). There is a relation between the two indices and the low ranks on both can largely be explained by common causes: Burkina Faso is a country with no coastal access, extensive infertile areas, very limited rainfall which is concentrated in a few months, scarcity of water, tropical diseases, few natural resources, low percentage of scolarisation and a sanitary situation with shortcomings.\textsuperscript{83} These causes, thus, have a negative impact on development in Burkina Faso in general and on the position of Burkinabé women in particular. However, the above causes do not explain everything. There are also specific reasons why Burkina Faso ranks low on the Gender-related Development Index.

A few percentages may give an outline of the existing inequality between men and women in Burkina Faso. In 1991 women formed 51% of the total population (50.1% in the urban regions and 51.3% in the rural areas). Of the Burkinabé population, 86% lived in the rural areas. In 1989, the average degree of illiteracy was 85%, however a division needs to be made between both women and men and the urban and rural regions.\textsuperscript{84}

\begin{itemize}
\item \textsuperscript{83} Ministère des Affaires Etrangères (1997), p. 9-11
\item \textsuperscript{84} Ambassade Royal des Pays-Bas (1991), p. 16
\end{itemize}
Further, in 1991, 49% of the population was under 15 years of age (on the average a woman gives birth to 7.3 children), while 46% was between 15 and 64 years of age and only 4% was 65 years or older. At the same time the largest ethnic group in Burkina Faso were the Mossi (48.6%), which is highly characterised by a hierarchic system. Concerning religion, 52.4% of the Burkinabé is Muslim.85

When translating these first statistical facts into practice, an unfavourable position of women reveals, although there are some nuances between different ethnic groups and influences of the ruling social regime. Burkina Faso has more women than men. Most of these women are not educated and live in the rural areas where, in general, conditions for living are hard (e.g. lack of water, lack of a good working health infrastructure, existence of many diseases). Many women work both on family fields and on small fields for their own (which are often characterised by a low quality and a lack of irrigation). Besides working in the fields, women have numerous other tasks such as the processing of raw materials to consumer goods (according to a World Bank study of 1995 this can form up to 50% of the family income), taking care of the cattle, collecting wood and water, house keeping and raising the children. In the urban regions still 53.8% of the women is occupied with agriculture.86 Further, most of the Burkinabé women are also part of a strict hierarchical organised ethnic group, in which men are the decision-makers. The relation between men and women in general is often characterised by the domination of men. However, the trend is that women are more and more consulted, both on family level as e.g. on state level, because of a greater mobility, urbanisation (more individualism, instable marriages and growth of the social differentiation), women's economical participation and more and better education. Another aspect influencing the position of women in Burkina Faso is the fact that more than half of the population is Muslim, a religion which is not particularly friendly towards women. Finally, most of the

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85 Ministère des Affaires Etrangères (1997), p. 11-15
women have many children to give birth to (e.g. in order to become an ‘ideal wife’), to raise and to take care of, which physically is exhausting.

Compared to other countries in West Africa, Burkina Faso has quite a progressive legislation demanding equality between men and women and assuring women's rights. The juridical environment seems favourable for women. However, a problem is that these laws are not well-known enough as well as that they are not enough applied.

The above description of the position of women in Burkina Faso seems to confirm the existence of the barriers for women to participate in politics, which can also be regarded as barriers for women to participate in the public service as well as any economic activity in the private sector. An exception may be the legal barriers.

Women and Education in Burkina Faso

Since the lack of sufficiently educated women as a reason of the low number of female public servants is mentioned so often in the interviews, special attention will be given to education system in Burkina Faso and its impacts on women.

The education sector in Burkina Faso, like other countries in West-Africa, has some major problems:

- High costs (average of 3-4% of GDP and 20% of national budget);
- More attention for higher education (50% of total education budget in Burkina Faso) instead of primary education;
- Most part of the budget goes to salaries of teachers (70%);
- Education in French (not the mother tongue for 95% of the population).

From 1992 to 1998, the degree of scolarisation has increased from an average of 31.7% to an average of 39.7%. The following table gives an overview of the division of these percentages

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86 Ministère des Affaires Etrangères (1997), p. 16
87 Schellekens (1996), p. 3, 11
over boys and girls.\footnote{\textit{Plan d'action 1998-2000 (version provisoir)}, Ministère de la promotion de la femme, p. 59}
Table 5.3: Degree of Scholarisation (Boys and Girls, 1992-1998)

<table>
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<tbody>
<tr>
<td>Boys</td>
<td>38.0</td>
<td>40.0</td>
<td>42.5</td>
<td>44.7</td>
<td>46.4</td>
</tr>
<tr>
<td>Girls</td>
<td>25.2</td>
<td>27.0</td>
<td>28.5</td>
<td>30.4</td>
<td>32.6</td>
</tr>
<tr>
<td>Average</td>
<td>31.7</td>
<td>33.8</td>
<td>35.7</td>
<td>37.7</td>
<td>39.7</td>
</tr>
</tbody>
</table>

In 1994, the scholarisation degree at a secondary level was only 9.12%. Problems not only exist with the degree of scholarisation. Of the children that go to schools, only 45% finish primary school, in an average time of 12.2 years.

Although a nuance need to be made to table 5 (there are some differences between rural and urban areas), the general degree of scolarisation in Burkina Faso is very low. It is among the lowest of the world. Large groups of both boys and girls cannot go to school because of poverty and because of a lack of schools, teachers, and study material. However, girls are said to be more affected.

In the first place, because of a lack of finances, many parents cannot send all their children to school. In these cases, often the (oldest) son is chosen. There are several reasons why parents have this preference for boys. In the first place, boys are raised with the idea that they will take authority and earn the money later on. Girls, on the other hand, are taught to take care of the housekeeping and child raising, and they have to practice doing this. They can always marry a well-educated man. The latter will provide social connections and respect for girls. Besides, investing in girls means investing in another family, since girls will leave the family when they get married. Investing in boys, means investing in one’s own family, since they will remain in the family after a marriage.

In the second place, the education system is not functioning well. Classes are in French (while

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89 Schellekens (1996), p. 5
90 Idem, p. 8
91 Idem, p. 6
it is the mother tongue of less than 5% of the population) and do not correspond to daily life. Scholarisation is seen as a loss of cultural values. Parents do not see the use of sending their children to these kind of schools, especially not their daughters since they can be much more useful (for the family) when staying at home.\footnote{Idem, p. 15}

In the third place, many parents are afraid that their daughters will become victims of sexual abuse in school. Parents would prefer separated school for girls.\footnote{Idem, p. 16}

In the fourth place, schools are often far from the small villages. Since there also is a lack of good infrastructure, a long distance can demand extreme physical efforts to get to school. Girls can better use these efforts at home.\footnote{Interview Ms. Konate, Netherlands Embassy Ouagadougou}

The Burkinabé Ministry of Primary Education and Literacy has recently made a ten-year plan on education, with priorities such as to double the degree of scholarisation, to stimulate the education of girls, to diminish regional differences and to improve the quality of education.\footnote{Ambassade Royal des Pays-Bas, 1998, p. 20}

The Netherlands embassy in Ouagadougou regards the ten-year plan as very ambitious, especially since there is an extremely weak institutional capacity on every level within the Ministry of Primary Education and Literacy. However, this Ministry has acknowledged its own weaknesses and carried out a SWOT-analysis (Strengths, Weaknesses, Opportunities, and Threats) which resulted in recommendations in order to develop its institutional capacity.\footnote{Zwam, L. van der (1998)} Further, many donors are active in the field of education. Together, the above may result in sustainable investment, provided that there is mutually harmony and agreement on education policy.\footnote{Schellekens, L. (1996), p. 18-28}

\textit{Ministère de la promotion de la femme}
In 1997, a parallel strategy concerning the national machinery for women became formalised by the establishment of the Ministry of Women’s Promotion (Ministère de la promotion de la femme). This ministry is charged with the putting into operation of government politics for the socio-economic promotion of women. Its responsibilities are:

- To evaluate the strategies of the promotion of women;
- To follow the programmes of the education and formation of women and girls;
- To promote the equality of women’s rights for reproducting health care;
- To inform and build awareness of women rights;
- To co-ordinate the actions of other ministries and international organisations and donors which are in favour of women and the structures in which those actions take place;
- To evaluate the impact of actions of Non Governmental Organisations and Women’s Associations.

Until so far, the role of the Ministry of Women’s Promotion has been limited. The main reason for this is a lack of means.

5.3 A Review by the Guiding Principles

Women have the right to participate in the civil service. When women participate, they can influence the quality of the service delivery by explicitly taking into account specific needs for women and girls. In the Guiding Principles, principles are included to achieve these objectives. Although the Burkinabé reform programmes do not include gender-related objectives, the need for women’s participation (in the realisation of qualitative service delivery) does not seem to be argued as well. The low number of women in the civil service is explained by the lack of (sufficiently) educated women. However, considering the low percentages of

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100 Article 24, Décret No 97-468 /PRES/PM portant attributions des membres du Gouvernement (1997), Le Président du Faso, Ouagadougou
scholarisation of both men and women and the unfavourable position of women in the Burkinabé society (paragraph 5.2), the lack of educated women probably forms only one of the many barriers women have to deal with before entering the civil service.

Women are, thus, very often confronted with barriers before actually entering the civil service. However, entering the civil service only forms a part of the problems. Even when women have entered the civil service, this is not a guarantee for success of a qualitative gender-based service delivery. It is expected that most success will be achieved for the national women machinery when combining a parallel with an access strategy. Women have to get (visibly) organised after which their claims are included in the mainstream of political, economical and social policy. Furthermore, the best outcome of gender-based policy for women will be achieved when this policy is re-distributive. However, as mentioned before, re-distributive policy is the most far-reaching and conflict-lade.

In Burkina Faso, the national women machinery appears to be situated in a parallel strategy. It seems to exist on an island, which has been formalised by the establishment of a Ministry of Women’s Promotion without assigning sufficient means. It is not clear whether true re-distributive gender-based policy exists in Burkina Faso, however, in the context of this study, no indications have been found. Education is just one of the many sectors (which also contains specific gender-related issues) in which the government of Burkina Faso is involved. Considering the many problems in this particular sector (also addressing women), it would not be unreasonable to expect the same problems in other sectors as well. Some are probably even interrelated. With a weak Ministry of Women's Promotion, prospects for a future re-distributive policy are uncertain.

Based on the above, the remark that gender-related problems in or related to the Burkinabé public administration do not exist has to be rejected. By elaborating the context of the Burkinabé public administration it appeared that gender-related problems do exist. A conclusion could be that the two Guiding Principles on gender should be included in the Burkinabé reform programmes. The question is, however, whether these principles will have
the intended effects in Burkina Faso.

The objectives of Taking Account of Gender 1 are women’s participation and the improvement of a gender-based service delivery, without giving any handles on how to achieve this. Regarding the many gender differences (barriers) in the Burkinabé society, other policy reforms than Public Administration Reform will probably have more effects on women’s participation in the public administration (especially when there really is no discrimination towards women when they want to enter the civil service). A more qualitative and effective education system may, e.g., lead to more educated women, which may result in an equal participation of women (compared to men) in the public administration. However, regarding the weak national machinery for women in Burkina Faso, Public Administration Reform may be the right instrument to improve a gender-based service delivery. In theory, Public Administration Reform may provide some handles to let take place organisational and procedural changes in the public administration which may result in a stronger and more effective national machinery for women. However, the Guiding Principles do not seem to provide these kind of handles. Again, they do not seem to correspond to existing problems and the context involved.

Some considerations need to be made. The first consideration has to do with the non-existence of discrimination for women when entering the civil service. Will this be the same when e.g. in twenty years women are equally to men educated? By including objectives concerned with gender equality in the Public Administration Reform programmes, an impediment for future discrimination may be formed.

The second consideration concerns the lack of capacity in the Burkinabé public administration. As mentioned before, the lack of capacity appears to be the main problem in the Burkinabé public administration. This lack of capacity probably will lead to less effective reforms, especially when reforms are (too) comprehensive. The Public Administration

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101 Sectors that are strongly related to one another are e.g. education, health, sanitation, infrastructure.

102 May result in an equal participation of women, since there appeared to be so many more barriers for women when entering the civil service.
Reforms of 1998

are such comprehensive reforms and may not result in the improvement of a gender-based service delivery, even when this objective is included in the reforms. It seems to be necessary to resolve the capacity-problem first. After that, the focus can be moved towards a more comprehensive Public Administration Reform.

The objective of Taking into Account of Gender 2 is the gender-specific analysis in every phase of the reform. Whatever reform there is needed in the Public Administration in Burkina Faso (e.g. focused on capacity building), a gender-specific analysis can always be carried out. In the context of good governance and qualitative Public Administration Reform, such an analysis is desirable as well.
Chapter 6
Conclusions and Recommendations for the Guiding Principles

Civil Service Reform is not a science. Committed reformers within the concerned government know best what they need, and how to get there. 103

From the previous chapters appeared that the review of the whole of the Civil Service Reform experiences in Burkina Faso by using the Guiding Principles is very complicated. The comparison between the Guiding Principles and the Public Administration Reform programmes (including the development of the programmes) does not raise many problems, although the quality of the conclusions can be questioned. However, problems do arise when the problems in or related to the Burkinabé public administration, the progress made by the reforms, and the overall context are included in the comparison. Both the objectives of the reform programmes and the (possible) progress made by the reforms depend on the problems and context of the public administration. Since ‘effective Civil Service Reform’ in a particular country depends of so many variables, the question has been raised whether (all) the Guiding Principles can be regarded as overall requirements for effective Civil Service Reform. The Guiding Principles are presented as a checklist or best practices in the area of Civil Service Reform, however, the context in which a public administration acts, the problems encountered and the (non) progress made by preceding Public Administration Reforms seem to go beyond the scope of the Guiding Principles. Therefore, the present Guiding Principles do not form an appropriate instrument to review the Civil Service Reform experiences in Burkina Faso.

Below, more concrete remarks on and recommendations for the Guiding Principles are made.

6.1 The Guiding Principles in General

Demarcation

Before actually using the Guiding Principles for the review of the Burkinabé reform programmes, difficulties arose with demarcating individual principles. The original Guiding Principles on Civil Service Reform contains nine pages of written text, without a clear arrangement of individual principles, except from a division in chapters and paragraphs which does not (completely) overlap the main points in the text.

When reviewing reform experiences it has to be clear what should be reviewed. What are the Guiding Principles that need to be checked? A first recommendation for a future version of the Guiding Principles is to make a clear arrangement of individual Guiding Principles, perhaps supplied with sub-principles.

*Operationalisation*

Another problem concerning the Guiding principles revealed before the actual review of the reform experiences in Burkina Faso. Many of the concepts used in the Guiding Principles on Civil Service Reform have not been operationalised. It has not been explained what is meant by a certain concept.

Again, when reviewing reform experiences it has to be clear what should be reviewed. What exactly is looked for in the reform experiences? A certain concept is not necessarily mentioned in the same words in a reform document. For reasons of transparency, clarity, reliability, and objectivity, a concept needs to be defined. A second recommendation for a future version of the Guiding Principles is to operationalise the used concepts. References can be made to existing (authoritative) documents in which concepts are defined.

*Attaching Values*

Regarding the Guiding Principles on Civil Service Reform, it seems that all main characteristics (which have been selected as an individual principle in this study) are of the same importance. When the purpose of the Guiding Principles is to provide overall requirements for effective Civil Service Reform, it needs to be clear whether all the
individual principles need to occur in the reform experiences in order to make the reform effective, and whether effectiveness is the only hallmark. Perhaps some principles may be of more importance than other principles. Examples are the Existence of Technical Capacity and Taking into Account of Gender. For an effective Civil Service Reform, the existence of technical capacity is of great importance (the Public Administration Reform in Burkina Faso has not been effective because of a lack of capacity). Considering gender does not (necessarily) make the reform more effective, however, it can give the reforms more quality. What is regarded important?

Also for reasons of transparency, clarity and, reliability, a third recommendation for a future version of the Guiding Principles is to attach values to the individual principles, which also implies a clear purpose of the Guiding Principles as a whole.

6.2 The Guiding Principles and the Case of Burkina Faso

The question now is whether (all) the Guiding Principles are necessary requirements for effective Civil Service Reform. Based on the outline of the case of Burkina Faso, the answer to this question would be ‘no’, simply because the objectives of the reforms that correspond to the Guiding Principles did not have the intended effects. The comprehensive reform propagated by the Guiding Principles did not result in effective reforms in Burkina Faso. What necessary requirements for effective Civil Service Reform are, depends on what the main objective of Civil Service Reform is, which in turn depends on the main problems in the civil service. Actually, in Burkina Faso, none of the reform objectives had the intended effects. It has been argued in this study that the Burkinabé reform programmes have been (and are) too extensive to solve the main problem. The Guiding Principles may form necessary requirements when the main objective of the Civil Service Reform is improving the service delivery. However, in Burkina Faso there appears to be a more urgent problem in the public administration: the lack of capacity!
The Guiding Principles have been developed to review Civil Service Reform experiences. It cannot have been the meaning of the authors of the Guiding Principles that a Public Administration Reform focusing on capacity building (because the lack of capacity is the main problem in this particular public administration) cannot be reviewed by the Guiding Principles, only because the Guiding Principles are too much focused on improving the service delivery. Besides, capacity building in Burkina Faso does correspond to the selected principle Existence of Technical Capacity (cross-cutting issue), in which is argued that prior to the Civil Service Reform there should be a sufficient technical capacity to carry out the reform. Civil Service Reform can, thus, take many shapes and the Guiding Principles themselves also give cause for this.

A fourth recommendation for the Guiding Principles would therefore be not to specifically focus on the contents of Civil Service Reform such as the particular objective of improving the service delivery. Civil Service or Public Administration Reforms should correspond to a particular problem in and the context of the civil service or public administration in a country. This scope for policymaking of a country should be included in the Guiding Principles. The Guiding Principles should not be a checklist for Civil Service Reform focused on improving the service delivery, it should provide a framework for any needed reform in the public administration. Such a framework could include handles or points of particular attention (not requirements) that should be considered in any (phase of) Public Administration Reform.

Adjusting the Guiding Principles into a framework as described above does not (necessarily) require large changes. In fact, except for the principles of phase B of the reform process (the actual reform and its purposes) and the principle Survey of Service Delivery, all the principles seem to be quite general and applicable to any reform in the public administration. Though, based on the Civil Service Reform experiences in Burkina Faso, an addition needs to be made to the cross-cutting issues. In any phase of the reforms, the progress made by preceding reforms should be taken into account.

Figure 6.1 shows the arrangement of the Guiding Principles providing a framework for Public Administration Reform.
Any needed reform concentrated on (specific aspects of) capacity building in the Burkinabé public administration could be reviewed by the Guiding Principles, when these Guiding Principles provide a framework for Public Administration Reform.
Epilogue

Burkina Faso and its Civil Service Reform experiences forms just one of the cases in the evaluation of the Guiding principles on Civil Service Reform initiated by the Netherlands Ministry of Foreign Affairs. The recommendations for the Guiding Principles, given in chapter 6 should be seen in this context. While the recommendations are based on the case of Burkina Faso, the Guiding Principles are focused on entire Sub-Saharan Africa. In order to increase the generalisability of the recommendations (and perhaps also the number of recommendations), more case studies on the assessment of the Guiding Principles are needed.

In light of the recommendations for the Guiding Principles given in this paper, an interesting event took place recently. In April 1999 the Netherlands Ministry of Foreign Affairs hosted a Workshop on Civil Service Reform. The group of participants to this Workshop consisted of many of the donors formerly involved in the SPA Working Group on Civil Service Reform. One of the objectives of this Workshop was “to ensure that Civil Service Reform remains a top priority among donors, e.g. by amending the Guiding Principles on Civil Service Reform”. The latter received much support of the participants. As a result, in the continuation of the Workshop the attention was mainly focused on the revival of the SPA Working Group on Civil Service Reform and the revision of the Guiding Principles. Concerning the contents of the Guiding Principles, the main conclusions of the Workshop were:

1. To widen the concept of Civil Service Reform towards Public Service Reform: “Public Service Reform is concerned with improving the capacity of public institutions to make policy and deliver services in an efficient, effective and accountable manner. This could include a range of reform measures such as Civil Service Reform, Financial and Fiscal Reform, Sectoral Reform and Decentralisation”.

2. The Guiding Principles should reflect best fits and lessons learned. ‘Best fits’ refers to the (context) differences between countries which influences the kind of reform that is needed

\[^{104}\] Gonggrijp (1999), p. 1
and the effectiveness of the reforms: what works in one country may not work in another. Best fits are the contrary of best practices (the way in which the Guiding Principles have been presented in 1995). Relevant Civil Service Reform experiences of ‘lessons learned’ in a country will determine the ‘best fit’ of a country.

3. The Guiding Principles should consist of \textit{as little principles as possible}.

The resemblance between the conclusions of the present study (based on one case study) and the conclusions of the Workshop is striking. With a revived and motivated Working Group on Civil Service Reform supporting the adjustment of the Guiding Principles, this study may serve as one of the lessons learned.
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APPENDICES
Appendix I

List of Interviewees

Mr. Bonaventure  UNDP
Ms. Goetze  World Bank
Ms. Ilboudo  Faculté du droit, Université de Ouagadougou
Mr. Kamberé  Directeur de la productivité publique, Ministère de la fonction publique
Ms. Konate  Netherlands Embassy Ouagadougou
Ms. Leinonen  European Commission
Mr. Leroy  European Commission
Mr. Ouattara  Commission Nationale de la Décentralisation
Ms. Ouédraogo  Conseiller, Ministère de l’action sociale et de la famille
Ms. Ouédraogo  Directeur Général de la modernisation de l’administration, Ministère de la fonction publique
Mr. Ouédraogo  Programme Officer, UNDP
Mr. Poley  Netherlands Embassy Ouagadougou
Mr. Sagnon  Confédération Générale du Travail du Burkina (CGTB)
Mr. Suin  Mission Française
Mr. Toe  Directeur Général de la fonction publique, Ministère de la fonction publique
Mr. Traoré  Gestionnaire des ressources humains, Ministère de la fonction publique
Ms. Yoda  Secrétaire Générale, Ministère de la promotion de la femme
Appendix II

The Guiding Principles on Civil Service Reform

(next pages)