STRATEGIC FRAMEWORK FOR MAINSTREAMING CITIZEN ENGAGEMENT IN WORLD BANK GROUP OPERATIONS

Engaging with Citizens for Improved Results

EXTERNAL CONSULTATIONS SUMMARY

**Strategic Framework for Mainstreaming Citizen Engagement in World Bank Group
Operations: External Consultations**

1.   As an integral part of the development of the Strategic Framework to Mainstream Citizen Engagement, the World Bank Group held global consultations from February to June, 2014. More than [300] organizations— representing stakeholders from government, civil society, the private sector and academia among others— around the world commented on the development of the Strategic Framework in 10 meetings (see Annex 1), while another 22 submitted written comments through the on-line survey. The majority of organizations were from Part II countries (Figure 1).

Organizations Taking Part in Consultations

- Part I
- Part II
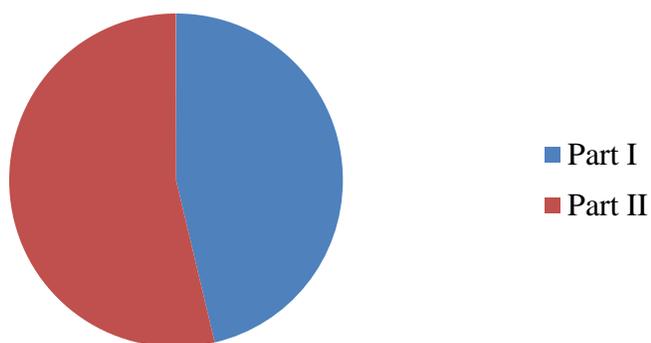
2.   The consultations process was supported through the World Bank's Consultations Hub. The website included materials such as the concept note, power point presentation, issue brief, schedule of meetings as well as on online survey. Key materials were translated into English, Spanish, Portuguese and Arabic. Stakeholders had the opportunity to submit formal written comments to a dedicated email account, or through an online survey. Through the consultations, views were sought from stakeholders in the following areas:

- Where have you seen citizen engagement contribute to development outcomes? In which sectors has it worked best? What types of engagement mechanisms were used?
- Can you share examples of citizen engagement with impact in the following areas: service delivery; public financial management; governance and anti-corruption; social inclusion and empowerment; and natural resource management?
- In what ways have you seen the private sector effectively engage citizens to improve product and service delivery and benefit the wider society?

- In your experience, what contextual factors—such as civil society, political society and global dimensions—are critical to make Citizen Engagement efforts work effectively to enhance results?
- Where have you seen citizen engagement efforts fail? What happened? What lessons would you draw from these experiences?
- What mechanisms and context can best contribute to sustainable mechanisms for engaging citizens in service delivery, policy making, and other development activities?
- Where do you see gaps in what we know about the contribution of citizen engagement in achieving development outcomes that could inform the future research agenda?

3. Throughout the consultations, it was evident that there are a range of views on the challenges and priorities in mainstreaming citizen engagement in World Bank Group Operations.

4. What follows is a summary of feedback received during these consultations. A more detailed summary of each meeting, as well a summary of written online submissions are available on the website.

Summary of Feedback from Stakeholders

Area	Summary of Feedback
Where have you seen citizen engagement contribute to development outcomes? In which sectors has it worked best? What types of engagement mechanisms were used?	**Elements of successful citizen engagement** • Communities are mobilized and there is good awareness on the issues to be addressed. Citizens engage on issues they care about most and real capacity to engage and motivation to engage are built. • Citizens receive the relevant information in a timely manner. Making project information available in local languages is important, including providing simultaneous interpreters or translators whenever needed. • Local context is analyzed and taken into account, including information, capacity and context-adapted tools. • Citizen engagement is effective when mechanisms are used from the beginning that allow citizens to identify their roles and responsibilities, taking them up, and agreeing on their own indicators of achievement. • Citizens are part of the project design. Involving them is

Area	Summary of Feedback
	important to make sure the project caters to their needs. Citizens should be asked how they want to be engaged. • Closing the feedback loop is critical. In order to stay engaged, citizens need to feel their inputs are valued and translate into real outcomes. • Citizen engagement contributes to development outcomes when genuine listening and willingness to adapt occurs. • Focused and responsive citizen engagement can play an important role in moving the project ahead on time and on budget in a way that reflect the interests and aspiration of local communities. • Sector-oriented strategies can contribute to effective participation. • Successful citizen engagement taps into local knowledge, including that of local civil society organizations. **Successful citizen engagement mechanisms** • Participants shared examples of approaches used by civil society organizations. One of them was the social accountability model, 'Citizen Voice and Action' (CVA) has improved key social indicators and helped to strengthen health and education systems. This model builds policy and advocacy recommendations based on evidence gathered from citizen engagement approaches, participatory public expenditure monitoring, information campaigns and civic education. • Citizens can actively engage by using campaigns and actions, online media and TV debates, round-table negotiations with decision-makers, and petitions. • Face-to-face citizen engagement is useful to gather qualitative data, build relationships and align goals and aspirations. • Consultative dialogue meetings provide opportunities for citizen involvement. • Social audits can be effective in public oversight to reinforce audit recommendations and add pressure for compliance. • External audits of private firms can be linked to citizen engagement strategies. • ICT platforms, linked to mobile technology, are a useful way to collect citizen feedback and close the feedback loop.
Can you share examples of citizen	**Service delivery** • Increased citizen engagement has been used to improve the

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engagement with impact in the following areas: service delivery; public financial management; governance and anti-corruption; social inclusion and empowerment; and natural resource management?	quality of education and health care services in many developing countries. In countries like Uganda and Ghana, citizen engagement has also helped in increasing the effectiveness of educational expenditures. In Tanzania, a civil society run project involves citizens in the planning, delivery and monitoring of basic services (health care, water and education). • Participants shared successful examples in the education sector. Community involvement in Ghana to address lack of toilet facilities in schools—a key constraint in ensuring girls school attendance. In Sierra Leone, an effective education project organized community leaders into community management teams at chiefdom and district levels, then provided technical support and links with the Ministry of Education for government assistance. • One example provided was from Northern Canada, where Aboriginal and non-Aboriginal front-line health care practitioners were brought together to identify challenges and opportunities related to delivering health and social well-being services in northern communities working to adjust to multiple major resource projects. The information was shared with all levels of government, participating agencies and key resource companies. The data will be used to develop health baselines and indicators. • Community Development Projects were highlighted as good examples of working with local NGOs to deliver services. • In the water sector, citizen engagement can help build and maintain infrastructure in small communities. **Governance and anti-corruption** • Increased citizen engagement has resulted in decreased mismanagement and corruption often associated with the delivery of health services, in countries such as Cameroon and Kenya. • One example mentioned involved civil society tracking of budgetary allotments to the Public Sector Investment Plan in Liberia, which led to an increased rate of implementation. • One area for further engagement is monitoring of legislative governance. In Sierra Leone, the public is now invited to participate in the preparation of the national budget, and civil society is also involved in tracking government expenditure. • Citizen engagement can contribute to development outcomes

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	by ensuring public oversight. In particular, creating channels for interaction between audit institutions and civil society can help overcome constraints such as a lack of independence and low impact of audit recommendations. **Inclusion and empowerment** • Several participants noted successful examples where children had been incorporated into citizen engagement processes in the areas of child labor, health and education. • Citizen engagement is effective in promoting reforms related to pro-poor policies. Participants mentioned examples of social protection projects. • One example was shared where the participation of a vulnerable group in audit reports, in this case disabled persons, helped strengthen the pressure to implement the recommendations. • Another example described how a project to promote youth employment in Sierra Leone, created ownership and a high level of participation through community oversight committees, which increased the sustainability of project outcomes. **Public financial management** • Public financial monitoring can have real impact in reducing corruption and improving expenditures. • One participant noted that announcing the government budget at the local level had a positive impact on development results at the community level. **Natural resource management** • There were examples where citizen engagement has worked well in the protection of forests through the creation of forest management committees including the local communities. • In one example in this area, focus groups enabled aligning the project outcomes with the regional community goals—and avoided a mistake which could have eroded community support. • Participants mentioned the Ghana EITI mechanism as a successful example of successful citizen engagement in natural resource management. The strong relationship between the Ministry of Energy and the CSO Oil and Gas platform was also mentioned.

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	Other areas: • A further area for consideration where citizen engagement is prevalent is after disasters. Thousands of volunteers are always ready to share their resources in the aftermath of a disaster.
In what ways have you seen the private sector effectively engage citizens to improve product and service delivery and benefit the wider society?	**Citizen engagement and the private sector** • There is room to learn from the experience of the private sector in engaging its clients. • Some participants asked how the concept of citizens was going to be applied in WBG work with the private sector. It was noted that the private sector generally focuses on stakeholders, which includes suppliers, wholesalers and beneficiaries. • It was suggested that citizen engagement for private sector operations could be linked with the concept of 'shared value.' Some corporations are integrating sustainability into their value chains and this concept is strongly related to citizen engagement. • Some participants noted that the private sector could be more transparent and accountable. There were questions on how to create the right incentives to make the private sector more socially accountable. **Public-Private partnerships** • It was suggested that citizen voice should be included in public-private dialogues, such as the Bangladesh textile industry, where IFC is bringing together citizens and the private sector. • There is a need to make the public and private sector accountable by working with them in partnership. **Private sector and service delivery** • The private sector has successfully used ICT to get feedback from consumers, and is showing good results in responding to service and product related queries. • One participant remarked that private sector engagement with citizens in improving service delivery is fairly limited, although firms engage with citizens in the area of corporate philanthropy on addressing specific issues, often through smaller ventures. • Another participant noted that there is no oversight of service delivery mechanisms in the private sector and hardly any

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	independence verification of the impact of citizen complaints/concerns about their products and services. • In this area, the WBG should focus more on how projects affect communities and social justice, rather than focusing on private sector development.
In your experience, what contextual factors—such as civil society, political society and global dimensions—are critical to make Citizen Engagement efforts work effectively to enhance results?	**Trust** • Trust between the state and citizens is a key factor for citizen engagement and is important to establish buy-in for national citizen engagement programs. • Citizen engagement is strongly affected by the degree of trust not just with the government, but throughout society in general. Building trust may be difficult in countries undergoing transitions. **Social mobilization** • In countries with higher degrees of social mobilization, citizen engagement mechanisms are smoothly introduced and can achieve better results over time. • Civil society organizations play a key role in building an active citizenship. There needs to be a diverse civil society which operates effectively in alliances/networks. • CSOs can play an important role in citizen engagement, in explaining processes to citizens. • Civil society needs to build trust with citizens; that they will advocate for what is in their best interest. • A lively public debate, including independent media and press freedom are also important factors. It is necessary to understand gaps related to laws and policies, and how they affect participation. **Citizen and CSO capacity to engage** • Depending on the level of education and other factors, it may be necessary to provide citizens with training and capacity building so that they can clearly communicate their needs. • Building the capacity of CSOs is also important. In some countries, CSOs are relatively young. While there is good will, they may lack in experience and know-how. **Political will** • Governments have to be willing to have a dialogue, receive

Area	Summary of Feedback
	feedback and be responsive. • There needs to be understanding and acceptance that active citizen engagement and even opposition are healthy and appropriate. **Good governance and institutionalized mechanisms** • Good governance and effective institutions are precursors to effective citizen engagement. Transparency of decision-making is needed. • Legal frameworks are the foundation for the promotion of citizen engagement. The legislative environment and guarantees, such as freedom of assembly, and government willingness to engage are important for successful citizen engagement. • One participant stressed the importance of formal and informal institutions and the need for tracking citizen responses, possibly with the help of ICT. Several examples of such tools were mentioned, including the National Solidarity Program in Afghanistan, ipaidabribe.com and developmentcheck.org. • A functioning justice systems and access to justice are important, as well as ability of the justice system to tackle corruption. **Transparency/Access to Information** • Timely access to information that is presented in a way that is accessible to citizens is critical to facilitate engagement. • Freedom of information, and how this information is disseminated, is an important part of citizen engagement. This includes Right to Information (RTI) Acts. **Other important factors:** • All relevant people should be engaged, particularly vulnerable citizens. Participants in citizen engagement are easier to identify in the context of a local or regional level projects, but can be difficult at the national level. In such cases, it is important to ensure that not just one region or group captures the process. • Ethnic tensions need to be considered. • Access to the internet and other technologies is important. • Gender-related aspects should be considered in citizen engagement. Looking at the legal role of women at the local and

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	national level is important. The interests of poor and marginalized women should receive particular attention, and efforts should be undertaken to increase their participation. • Effective knowledge hubs are necessary for citizens to share global, regional experiences and best practices.
Where have you seen citizen engagement efforts fail? What happened? What lessons would you draw from these experiences?	**Poor Design—lack of response to feedback** • Citizen engagement fails when it is based on a prescriptive framework that does not allow time for participants to process and accommodate complex and multi-dimensional issues. • Citizen engagement fails when citizens' feedback is not heard and responded to. • Lack of strategic leadership. • Lack of field management mechanisms, lack of research and power and context analysis, and lack of local knowledge of local cultures, norms and sensitivities. • Genuinely accommodating the results of the engagement is difficult for many organizations – and it is often there that engagement fails. **Lack of civic space and low CSO capacity** • Citizen engagement fails when there is little operational 'space' for civil society protected by law, including space for movements as well as 'professionalized' civil society. • Where citizens feel threatened or intimidated to participate in citizen engagement activities, low levels of social accountability and active participation are likely. • Participants shared some examples of failures in supporting social organizations, due to weaknesses in their capacity and internal accountability. • Lack of qualified staff to manage finances is a challenge for many local organizations, which may affect the sustainability of the project. **Shifting resources and counterparts** • Citizen engagement efforts may produce immediate results, but shifts in resources may hamper sustainability. Participatory mechanisms may start to fade when resources decrease. • One example described how initially governments helped promote citizen engagement within projects, but efforts failed

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	once the authorities were removed. It went on to suggest developing the capacity of citizens and organizations, to overcome what is sometimes perceived by civil society as 'parternalistic' management by government.
	Political Inference and Elite Capture • High levels of corruption or impunity among public officials makes citizen engagement difficult to sustain. • Some initiatives start off well, but eventually lose momentum or are captured by the elite. • One participant mentioned an example where citizen engagement failed several times recently due to lack of political will, oligarchic interests, and weak mobilization of citizens due to low awareness on the issue. • Some political leaders heavily influence the citizen engagement mechanisms in their areas.
	Violence and conflict • A certain level of stability is necessary for citizen engagement.
What mechanisms and context can best contribute to sustainable mechanisms for engaging citizens in service delivery, policy making, and other development activities?	**Long-term sustainability** • Citizen engagement is a long-term process and cannot be seen within a shorter-term project cycle. • Resources for citizen engagement must be sustained over time, as some types of citizen engagement require training in oversight activities or personnel dedicated to these duties. • The WBG should be cognizant of how citizen engagement in the context of a project impacts government-citizen relations at the country level, which is necessary for opportunities to scale and sustainability. • Almost every aspect of poverty reduction requires behavioral change, which can be catalyzed by positioning people as the primary actors of poverty eradication. One example are the health and agriculture "animators," i.e. volunteer community members that help amplify the impact of health or extension services. **National systems** • Broader enabling environment – a supportive policy (supporting transparency and participation), legal, and regulatory environment, such as Freedom of Information and non-restrictive CSO legislations.

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	• Some felt that citizen engagement worked best when international actors did not interfere in national systems, and should left to the country to resolve, while others felt that citizen engagement worked best when international actors such as the WBG worked with countries to improve national systems and empowered CSOs. • WBG should work through established structures and institutions such as multi-stakeholder forums, national and local structures, etc. to avoid duplication of efforts, ensure sustainability and enhance ownership. One participant cautioned that the WBG citizen engagement processes should be careful not to replace established democratic institutions such as parliaments. • Decentralization is an essential factor in citizen engagement and requires capacity building of stakeholders and local actors who will in turn network locally. • A technology and communications infrastructure is necessary. • Mechanisms need to be developed which engage, not only citizens, but also the private sector and the government. Ensure regular citizen engagement, flexibility in methods, and constant attraction of new members.
Where do you see gaps in what we know about the contribution of citizen engagement in achieving development outcomes that could inform the future research agenda?	**Monitoring and evaluation** • Need to develop effective Monitoring, Evaluation, Accountability & Learning (MEAL) mechanisms. • Appropriate indicators to measure success, including general and context-specific indicators on how citizen engagement strategies are important. • More research on the impact of citizen engagement on development outcomes, as well as on the quality of the engagement. **Citizen motivation** • Participants suggested more research on how and why citizens decide to get involved in the life of the nation (or their city) and also on models of successful citizen engagement. These can be made into case studies to allow analysis by all sectors of society that are interested in harnessing such citizen activism for development. • In addition, research could focus on real barriers hindering citizen mobilization, apathy related to growing civil society

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	strength, as well as the fear of the political system to fully engage CSOs in development processes. • There is need to better understand the values and motivations of formal and informal elites in order to develop their commitment to citizen participation. • More understanding is needed on the role of identifying local leadership actors that have promoted social and economic development. **Political will** • Political will – to what extent do we understand the reason why political leaders do not show the willingness to engage and respond to citizens' demands. **ICT and data management systems** • More adequate tools for gathering feedback should be developed, including online tools. • Data management systems are in their infancy and need further development. There are gaps in the practice of participatory research when it comes to using data to formulate polices and plans. **Fragile contexts** • There is need for more knowledge on methods of citizen engagement in fragile and conflict-affected situations. **Engaging poor and marginalized** • There is insufficient documentation of good practices of engaging with poor and marginalized communities. **Knowledge Sharing** • A major gap lies in the absence of mechanisms that enable citizens from different countries to share experiences and lessons learned, support one another, and advocate for reform at regional and global levels.
Additional feedback:	**Definitions** • There was general agreement with beneficiary feedback being defined as a subset of citizen engagement. • Some participants expressed reservations with term beneficiary. One participant recommended the WBG remain consistent with

Area	*Summary of Feedback*
	the UNDP concept of development 'partners,' which implies greater ownership than the word beneficiary.*
	• Citizens should be defined as the primary owners and actors of development.
	• There should be agreement on the definition of citizen engagement between international financial institutions (IFIs).
	• Participants requested clarity on the term 'national systems.'
	• It should be explained how civil society, academia, researchers, community activists, student and labor unions, and women associations fit within the definition of civil society. Cooperatives and labor unions should also be included as they also represent citizens.
	Approach/methodology
	• Citizen Engagement should be mainstreamed in all WBG operations, regardless if the link between citizen engagement and development results is explicit or not. It is often difficult to see how citizen engagement contributes to development outcomes in the short-term, as building engaged citizenry is a long-term process.
	• WBG should take a comprehensive framework approach to mainstreaming citizen engagement.
	• In several consultations it was recommended to consider a rights-based approach to citizen engagement.
	• The strategic framework should look at how citizen engagement can be developed over the long-term. The WBG should consider how it will help client governments improve citizen engagement within national systems. The WBG can play a meaningful role in this area, helping governments overcome capacity and resource constraints.
	• WBG citizen engagement should be broader, deeper and more systematic than ad hoc consultations. The question is how to move from existing examples of citizen engagement in WB projects to real systematic policy committed to community participation. Citizen engagement needs a clear process and real commitment.
	• The strategic framework should include a discussion of how the concept of citizen engagement has evolved since the 1990s.
	• The strategic framework should include measurable targets for citizen engagement, in particular in the context of the post-2015 agenda.

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	• Some participants asked about the relationship between the strategic framework and the WB safeguards.
	• Documents related to the strategic framework should be translated into other languages.
	• Citizen engagement by the WBG at the national level should receive more attention. Citizen engagement should also be included in country strategies and development policy lending, where beneficiaries are more difficult to identify.
	• Participants asked how WBG was going to develop staff capacity and incentives to mainstream citizen engagement in its operations.
	• The WBG should learn from experiences, such as the Global Partnership for Social Accountability.
	• Participants recommended the WBG to learn from academic studies and experience from civil society.
	Feedback on existing WBG beneficiary feedback mechanisms
	• The Bank should provide in advance a list of all persons registered to participate in a particular event or consultation, as well as the staff or specialists directly responsible for the particular operation or policy.
	• Citizen engagement is included in WBG projects in rural areas, but not as systematically in urban projects.
	• There is a consultation fatigue among CSOs especially when the organizations consulted are not informed of the next steps after consultations happen. The Bank should help close the feedback loop and report back to parties consulted on the decisions taken.
	• The WBG could provide more information on activities from start to implementation, and sustain engagement throughout.
	• Consultations should be more inclusive, advertised in a timely manner, and conducted at times when citizens are able to participate.
	• Some participants felt that vulnerable groups are able to engage in the context of WBG operations, but not in independently-led government processes.
	Results indicators
	• Some possible results indicators suggested during the consultation include: media coverage, sustainability of the mechanisms, shifts in governmental/private actors' decisions,

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	changes towards improvement on service delivery, and others should also be considered.
	• Important to define baselines for citizen engagement and conditions at country, regional and global level.
	• One way to measure success is how much original plans change as a result of the agreement.

* http://www.undp.org/content/undp/en/home/ourwork/partners.html

Annex 1 – Consultations Meetings

Society for International Development Civil Society Working Group	February 11, 2014
Dialogue with Europe-based CSOs	February 17, 2014
Multilateral Development Bank Aid Effectiveness Working Group	February 24, 2014
Dialogue with DC-based CSOs Hosted by Interaction	March 27, 2014
WB/IMF Spring Meeting The Parliamentary Network	April 9, 2014
WB/IMF Spring Meeting Civil Society Policy Forum	April 10, 2014
Dialogue with Ghana, Liberia & Sierra Leone	April 24, 2014
Dialogue with Lebanon, Jordan and Tunisia	May 12, 2014
Dialogue with Egypt	May 14, 2014
Dialogue with Peru	June 5, 2014