CHAPTER 4:

CHARACTERISTICS OF EFFECTIVE CIVIL SOCIETY-LED GOOD GOVERNANCE PROGRAMS

To illustrate the evidence presented in Chapter 3, we have selected and reviewed programs that use a well-defined approach based on a theory of change, operate at grassroots level, are led by CSOs in developing countries, and cover more than one country. The programs selected are:

- *Citizen Voice and Accountability Process* of World Vision

- *Community Score Card (CSC) Program* of CARE

- Global Partnership for Social Accountability

- *Community Mobilization to Combat Corruption, Citizens Fighting Corruption, Citizens Against Corruption, Enhancing the Impact of Citizen-Led Transparency Initiative for Good Governance,* and decade long good governance and anti-corruption programs in Mongolia and the Philippines of PTF

These examples are intended to demonstrate that a foundation for expanding CSO-led social accountability and civic engagement programs already exists. Due to space and time constraints we have selected only four multi-country programs. Yet in reality hundreds of such programs exist at community and sub-national level in most countries where enabling environment permits CSOs to engage.

CITIZEN VOICE AND ENGAGEMENT PROGRAM OF WORLD VISION

World Vision is one of the world's leading humanitarian organizations implementing programs of community development, emergency relief and promotion of justice in 100 countries, with some 40 000 total (including part-time and temporary) staff.

World Vision's *Citizen Voice and Action (CVA) Process* aims through collaborative, non-confrontational dialogue between service providers and users to empower users to monitor, seek accountability and take collective responsibility for improved service delivery. The program gives citizens opportunity to express their own opinions about what makes a good school, clinic or government service and to generate their own indicators of what constitutes a good service.[50]

CVA programs generally take place in three phases:

- The first phase enables **citizen engagement** through a process of sensitizing citizens on how to engage productively. This involves guiding citizens in understanding policy options and objectives and their engagement rights. These initial steps then lead to further education and building of networks.

- The second phase is a process of broader ***engagement via community gatherings***. This process involves establishing CVA working groups, developing and monitoring of standards (e.g. teacher pupil ratios), voting on scorecards, and having interface meetings with service providers. The latter are aimed at building issue recognition, agreed actions to address those issues and trust between service users and suppliers. If all goes well a SMART Action Plan is agreed with Specific, Measurable, Actionable, Realistic and Time-bound actions.

- ***Improving services and influencing policy*** constitutes the third phase of the process. Obviously executing the Action Plan is fundamental, key to which is individual responsibility for "doing" specified follow-up. It is important that the CSOs involved lead the monitoring and reporting process. During the activity, further building of networks takes place with input solicited from the service providers or relevant authorities. Through this iterative process citizens develop trust between themselves, the users, and the providers of services, placing the users in a stronger position to advocate change and influence policy decisions.

Through these programs, World Vision has concluded that civic engagement can accelerate development effectiveness, sustain gains, reduce inequity and better connect citizens and programs. World Vision briefs indicate that a number of accountability tools are effective, including score cards, social audits, and public expenditure tracking. CVA programs highlight the importance of interface meetings with authorities to encourage performance and build trust.

World Vision has evaluated a number of CVA programs across the globe. For example, the CVA programs in Uganda have resulted in a 9 percent increase in test scores, an 8-10 percent increase in pupil attendance and a 13 percent reduction in teacher absenteeism. Regarding health, the CVA programs contributed to a 33 percent drop in mortality rates in under 5-year-olds and a 20 percent increase in out-patient services. World Vision concludes that by putting citizens at the center of their own development ,rather than allowing national authorities or international organizations to lead, results in increase of 16 percent in program success and sustainability.[51] Other countries where this program has been implemented and evaluated include Armenia, Kosovo, Romania, Pakistan and Lebanon. [52]

COMMUNITY SCORE CARD – CARE

CARE is an INGO operating in 94 countries with 1,000 poverty-fighting development and humanitarian-aid projects.

CARE has adopted a *community score card (CSC) approach*[53] which utilizes citizen participation to help insure the effectiveness of the programs it supports. A key

conclusion it has reached on reviewing its scorecard programs in Ethiopia, Malawi, Rwanda and Tanzania is the importance of adapting the scorecards to the national context.[54] Some of the key findings of its programs were:

- The need to provide for an "accountability sandwich." "Demand-side" activities originating from citizen voice and/or user demands require a willingness and responsibility to respond on the "supply side." Depending on context, the supply side response may need "top-down" pressure to get change to happen. Top-down pressure in Rwanda proved particularly important.

- Buy-in from decision makers needs to be secured early and maintained. Nevertheless, the CARE assessment indicates that such buy-in can be co-opted by the State as was the case in Ethiopia. In Malawi, the training of local health teams was essential to securing and maintaining that buy-in.

- Multi-stakeholder partnerships are key to achieving impact. The CARE evaluation notes that discrete interface meetings are not enough to achieve results. Program managers and citizens need to ensure the ongoing maintenance of relationships with authorities and other stakeholders. Other stakeholders could include academics or third-party champions that have the clout and status to have their voices heard.

- Solving collective action problems that involve distinct individual groups often requires third party actors to bring them together. For example, clients/users, services providers and suppliers of materials often cannot work together unless local organizations or leaders intervene to encourage them to work towards a common goal and solve coordination failures.

- Finally, the review concluded that there was evidence of tangible impact in service delivery improvements, with positive effects witnessed in responsiveness and community empowerment. There was no evidence of institutional impact. This is not to say community action does not have a transformational impact, but the causal chains are too long to demonstrate this with any certainty.

PARTNERSHIP FOR TRANSPARENCY (PTF)

The Partnership for Transparency (PTF) seeks to advance innovative citizen-led approaches to improve governance, increase transparency, promote the rule of law and reduce corruption in low income and emerging countries. Alongside CSOs, PTF has mobilized expertise and resources for 246 projects in the last 15 years.[55] Many of these projects have had an important impact and all have provided valuable lessons for effective civil society participation.

A central tenet of PTF philosophy is that governance will only improve if citizens organize themselves to demand reform. The contention is that governments have a greater tendency to correct failings in the face of legitimate pressure from those it serves. PTF aims to help CSOs acquire the knowledge, skills, abilities and tools to advocate and monitor for improved delivery of public (and private) sector policy, services and processes.[56]

PTF also helps development agencies to better assist CSOs to have voice and to encourage government agencies to respond constructively to the demands of citizens. PTF emphasizes constructive engagement between CSOs and the authorities.

Some notable PTF supported programs include:

- *Community Mobilization to Combat Corruption program* (2008–2013) covering 42 projects in 22 countries and distributing $1.2 million in grants.[57]

- *Citizens Fighting Corruption program* (2009–2010) in India covering 12 projects and distributing $330 000 in grants.[58]

- *Citizens Against Corruption program* (2003–2013) covering 27 projects and distributing $692 000 in grants.[59]

- *Enhancing the Impact of Citizen-Led Transparency Initiative for Good Governance* (2012–2014) covering 5 projects and distributing $200k in grants.[60]

- *Decade long good governance and anti-corruption programs in Mongolia[61] and the Philippines (2003-ongoing)[62]*

A review of these programs indicate the following five categories of results.

1) **Improved transparency.** Through a variety of tools, including community score cards, social audits, and participatory budgeting, CSO-led projects were able to improve transparency. Improved transparency led to more accountability, which in turn had an impact on reducing corrupt activity. With reduced corruption, money was saved and results improved. This progression illustrates the importance of prioritizing transparency, by revealing information and engaging productively with that information. For example, transparency campaigns in India resulted in Right to Information (RTI) laws in over 1,000 villages and in over 2,000 RTI applications. In Croatia, citizens successfully lobbied for a new Public Procurement Act and a digital public procurement database was established which got 6,000 searches per month. Transparency International India persuaded India's largest State Owed Enterprises to sign Integrity Pacts, which among other outcomes has resulted in 6 successful prosecutions.[63]

2) **Reduction in Waste and Corruption.** CSO-led projects generated measurable reductions in corruption and waste. Examples include the reduction of medicine

prices and their timely delivery in 28 hospitals in the Philippines resulting in an estimated saving of $750 000. Waste was estimated to fall from 30 to 10 percent in a large university in Cameroon through budget monitoring, greater transparency and more disciplined procurement. In Latvia, budget monitoring led to construction costs in the National Library being reduced by some €5.5 million. In Azerbaijan, civil society monitoring revealed $17 million resources missing in the Azerbaijan Oil Fund with some of these resources returned and the Fund negotiating an Extractive Industries Transparency Initiative (EITI) code of ethics. The same CSO exposed a $10.4 million discrepancy in a railway construction project.[64]

3) *Improved Responsiveness of Public Officials.* PTF partners were able to interact and build relationships with governmental officials by incorporating constructive engagement. These officials, be they incentivized by reputational gains, fear of exposure from accountability mechanisms or other motivations, often responded by seeking to fix service delivery problems which CSOs brought to their attention. Such an approach enhances the probability of project sustainability by establishing 'champions' on the inside. Examples include the better use and maintenance of public vehicles in the Philippines by local government officials following monitoring and engagement by a local CSO. The use of data and results of a survey by an Argentinian CSO allowed local government officials and legislators to enact and deliver on specific reform initiatives.[65]

4) *Participation and Inclusion of Citizens.* PTF supported projects have resulted in a large number of citizens being sensitized and trained in a panoply of good governance and ant-corruption initiatives. The resulting awareness and heightened education has resulted in localized culture changes with better informed citizenry, more responsive governments and more efficient public services. Examples include the training of 70 volunteers in a conditional, cash transfer (CCT) program in the Philippines, which benefited and informed 4,616 households.[66] In Kenya, Social Auditors were carefully selected and trained to monitor constituency development funds.[67] In Mongolia, training has benefited both the Independent Anti-Corruption Commission and the CSOs with which they engage.[68]

5) *Improved Public Service Delivery.* PTF supported projects resulted in timelier, less costly and better quality public services. In the Philippines, textbook delivery to students increased to 95%, whereas prior to the program 40 percent of textbooks procured did not reach their final destination. Moreover the medicines distribution chain from central warehouses to clinics around the Philippines was made more efficient through reduced waste, fraud and errors and helped deliver medicines to patients in a more accurate and timely manner.[69]

GLOBAL PARTNERSHIP FOR SOCIAL ACCOUNTABILITY (GPSA)

The Global Partnership for Social Accountability (GPSA) was established in 2012 by the World Bank to empower citizen voice and support government capacity to respond effectively. The GPSA is centered around constructive engagement between governments and civil society to create an enabling environment in which citizen feedback is used to solve fundamental problems in service delivery and to strengthen the performance of public institutions. To achieve its goals the GPSA aims to provide strategic and sustained support to CSOs and governments for social accountability initiatives aimed at strengthening transparency and accountability. GPSA builds on the World Bank's direct engagement with public sector actors as well as a network of partner organizations.[70]

Fifty-two countries have opted-into the program. The GPSA currently has 30 projects in 27 countries. GPSA provides grants to CSOs (and networks of CSOs) working on social accountability, for institutional development and for knowledge generation and dissemination activities. Grants focus on specific programs that help governments and public institutions solve problems through social accountability processes that involve citizen feedback and participation, with a special emphasis on the extreme poor and marginalized populations.[71]

As of May 2018, the GPSA has thirteen projects in the education sector, eleven in health, two in water, two in social protection and one each in extractives and agriculture.[72] The World Bank-defined themes that these projects cover are: decentralization (72%), local government (67%), budget monitoring (51%), conflict prevention (15%), and public procurement and human rights each (5%).

Notable examples of outcomes are:

- *Moldova -Accountability in Education.* GPSA provided a grant for $697,000 to support efforts over the 2014 to 2018 period, covering 80 schools and some 7 300 participants from parents, school administrators, pupils through to CSOs and local councilors. The result is that 1,200 school administrators, teachers and parents in local coalitions are holding school managers accountable by participating in budget monitoring, scorecards and public hearings. Moreover, a user-friendly website has been launched to share experiences and performance indicators with both participating and non-participating schools.[73]

- *Tajikistan – Improving water quality and sanitation services.* A project led by Oxfam Tajikistan from 2014 -2018 with a grant of $850,000 supported improved social accountability in water supply and sanitation services in 8 districts and Dushanbe. The support has resulted in consumers now being aware of their water rights and a common standard for drinking water supply and sanitation being agreed between civil society and the authorities. Moreover, 80% of water service

providers receive customer feedback and it is reported that customer complaints are properly recorded and followed up.[74]

- *Malawi – Education transparency.* A project led by CARE from 2014-2019 with a grant of $950,000 supports civil society efforts to reduce teacher absenteeism and promote greater transparency in the procurement and delivery of education materials. Results to date indicate a 15 percent drop in teacher absenteeism. There has been a 30 percent increase in community participation in schools and 7 650 community members have been trained in procurement principles and monitoring delivery of education materials and teacher absenteeism.[75]

- *Ghana – Budget accountability in health and education*. A 2014 -2018 project with $850,000 of GPSA support covering 30 districts has led to important social accountability reactions from authorities. After persistent requests, the government has doubled education grants and increased health investments, which has decreased out of pocket expenses for students and increased access to immunization and family planning services. Seven thousand six hundred and twelve citizens were made aware of local and national budgets and participated in budget planning and implementation. Moreover 90 percent (of the 350) District Citizens Monitoring Committees are now versed on budget analysis.[76]

GPSA's social accountability approach[77] has four key elements to their program operation:

1) *A solution driven approach.* GPSA supported activities focus on citizen feedback to better understand causes and develop appropriate solutions to address specific governance and service delivery problems that affect citizens' well-being.

2) *Context-based.* GPSA places a lot of emphasis on understanding the context of the actors, institutions and processes that are already involved in solving governance problems to minimize duplication of ongoing initiatives while targeting what is needed in additional support.

3) *Constructive engagement.* GPSA supported activities aim to ensure that the feedback that is generated from social accountability is shared and discussed with the public-sector institutions involved, particularly those with the decision-making power to translate the feedback obtained into actual changes.

Multi-stakeholder coalitions and partnerships. The GPSA recognizes that complex governance and service delivery issues call for concerted action of various actors that have direct or indirect interests in supporting resolution.

Mobilizing and supporting CSOs. The projects supported by World Vision, Care, PTF and GPSA are just a few examples among many. The illustrate that CSOs around the world can make a major contribution to the accomplishment of SDG16 governance targets when mobilized and supported effectively.