

Report No: ACS21818

Middle East and North Africa

Middle East and North Africa Citizen Engagement

KTF Middle East and North Africa Citizen Engagement TA

June 13, 2017



GSU05

MIDDLE EAST AND NORTH AFRICA



Standard Disclaimer:

This volume is a product of the staff of the International Bank for Reconstruction and Development/ The World Bank. The findings, interpretations, and conclusions expressed in this paper do not necessarily reflect the views of the Executive Directors of The World Bank or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Copyright Statement:

The material in this publication is copyrighted. Copying and/or transmitting portions or all of this work without permission may be a violation of applicable law. The International Bank for Reconstruction and Development/ The World Bank encourages dissemination of its work and will normally grant permission to reproduce portions of the work promptly.

For permission to photocopy or reprint any part of this work, please send a request with complete information to the Copyright Clearance Center, Inc., 222 Rosewood Drive, Danvers, MA 01923, USA, telephone 978-750-8400, fax 978-750-4470, <http://www.copyright.com/>.

All other queries on rights and licenses, including subsidiary rights, should be addressed to the Office of the Publisher, The World Bank, 1818 H Street NW, Washington, DC 20433, USA, fax 202-522-2422, e-mail pubrights@worldbank.org.

Contents

I.	Introduction	4
II.	Context	5
III.	Mainstreaming CE in FCV countries in MENA— Then and now	6
IV.	KTF TA activities	9
A.	Overview.....	9
B.	Regional Activities.....	9
C.	Activities and outputs by country	10
V.	Conclusions and Lessons learned.....	16
VI.	NEXT STEPS	19

KTF Middle East and North Africa Citizen Engagement TA

Summary of Outputs

I. Introduction

1. More than 1.2 billion people live in places affected by fragility, conflict and violence. Established in 2009, the Korea Trust Fund (KTF) for Economic and Peace-building Transitions has been instrumental in supporting innovative approaches to the challenges in fragile and conflict-affected environments. The goal of the KTF is to support measures that improve governance and institutional performance in fragile settings, and support reconstruction and development in these contexts.
2. **Starting in 2014 about two percent of KTF approved grants were allocated to the MENA region to support the Middle East and North Africa Citizen Engagement TA.** Led by the MENA Citizen Engagement (CE) team and in collaboration with country management units (CMU), this TA aimed to amplify citizens' voice — in particular those of marginalized groups — in policy-making decisions and public service provision with the ultimate aim of improving development outcomes. The KTF TA – which focused specifically on FCV contexts - was considered a pilot program, given limited experience in the application of CE to these areas.
3. **The primary focus of the KTF TA was “To identify CE entry points and design CE mechanisms that are tailored to post-conflict/fragile countries.”** Key indicators focused on strengthening design and implementation capacity on CE, and disseminating best practice. At its core, the KTF in MENA supported the use of innovative technologies to empower citizens to demand better services and monitor the use of public resources.
4. The KTF TA comprised three types of activities: (a) analysis and inputs at the strategic level, including in the MENA Regional Strategy; (b) technical support directly to the task teams working on the integration of CE mechanisms in their projects in FCV countries in the MENA region and (iii) feeding lessons into the dissemination of best practice. The operations were identified in close collaboration with the CMU and Practice Managers and were subsequently endorsed by the respective Country Directors. The CE MENA team provided technical support to these operations during the preparation and implementation phase — helping to identify CE entry points and supporting the design of CE mechanisms tailored to specific contexts. The targeted countries included: Iraq, Yemen, West Bank and Gaza, and Libya. In the second year of implementation, Lebanon was also targeted as it was included in the list of fragile states.
5. **The level of mainstreaming of citizen engagement in MENA FCV Bank operations has increased, as has the level of knowledge on CE approaches among clients and Bank staff.** In addition, a number of innovative approaches have been designed and implemented (from one-stop Citizen Service Centers in West Bank Gaza to the use of ICT in community monitoring to combining ICT and non ICT Grievance Redress Mechanisms (GRM) in the Lebanese health sector).

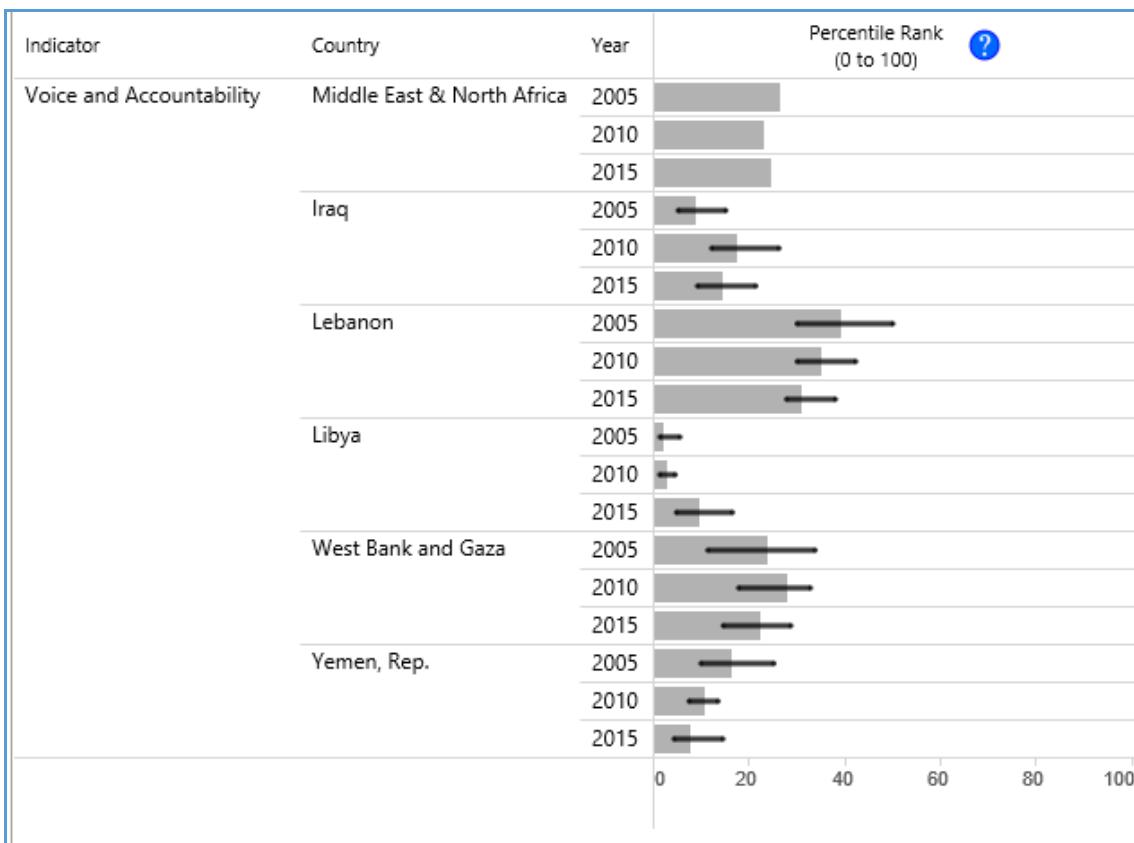
6. **The activities carried out under the KTF have provided lessons for the design and implementation of CE in FCV settings as crystallized in an analytical note which led to the scale up of CE approach under the social contract pillar of the MNA strategy.** The challenges and adjustments required to promote greater CE in fragile contexts, were evident in some of the country programs (Yemen, Iraq). In others, in spite of significant challenges (West Bank and Gaza) the adoption of CE approaches reinforced transparency and citizens voice throughout project implementation. These lessons, will be reflected upon and further disseminated during a multi-stakeholder dissemination event scheduled for September, 2017.
7. The note starts by reviewing the impact of the KTF TA in terms of the narrow definition of whether this had an impact on mainstreaming CE in the MENA FCV portfolio and on raising awareness of internal and external audiences on the value of CE approaches in improving development results. The next section summarizes the analytical and strategic inputs that emerged from the lessons learned in the pilots and that fed into the MENA regional strategy. The third section reviews activities and outputs carried out in specific countries supported by the KTF TA. Annex 1 provides a list of projects supported through KTF along with the selected outputs that are being circulated together with this summary note. This note is based on review of the outputs, discussions with Task Teams that benefitted from support, and a review of citizen engagement in the portfolio vis-à-vis the corporate targets.

II. Context

8. **The development community has reached a consensus that CE can play an important role in fragile and conflict affected countries.** Yet, as the region with the lowest Voice and Accountability Scores in the World, the challenges to realizing this potential are substantial. Further, FCV countries such as Iraq, Yemen, Libya and West Bank and Gaza rank low even within the region, making this a particularly difficult environment. Thus, achieving sustained change even within the relatively limited set of operations funded by the World Bank in this region represents a difficult task. Existing interests, incentives and political contexts can and often work against clients' level of openness to such approaches or citizens' willingness to engage. Governments are rarely neutral, and not always benign and opening avenues for increased feedback in a factionalized environment may even exacerbate conflict, or lead to retribution. Further, FCV countries have to overcome the challenges of the lack of state legitimacy, broken state-society dynamics, low capacity on CE, and social fragmentation.¹ In this context, if certain groups have captured state institutions or civil society itself, simply embedding CE may include more risk than reward. Last, the specific needs of these countries may prompt governments/service providers to view CE efforts as less immediately relevant as they face pressing needs for short-term, quick-disbursing mechanisms to deliver urgent humanitarian aid.

¹ McLoughlin, C. (2009), 'Fragile States: A Topic Guide', Governance and Social Development Resource Centre (GSDRC), University of Birmingham, Birmingham

Figure 1: World Bank Governance Indicators - Voice and Accountability



9. While participation of citizens can tend to take a lower priority in FCV settings, adapted approaches such as those piloted in the KTF TA, can play a crucial role in starting the process of incrementally building trust and state legitimacy. Civil society can often represent the voice of and access to communities that may be isolated because of ongoing conflict. Mechanisms such as scorecards or improved grievance redress can improve the articulation of and responsiveness to the social contract even by weak states, thereby contributing to incrementally building trust in local institutions, a critical factor in minimizing an underlying driver of fragility. Independent citizen feedback and grievance redress can play a key role in providing a check against corruption or fraud, and in providing transparency and pressure for the timely delivery of essential services. Community-level feedback mechanisms that reinforce rather than replace existing institutions, facilitate the type of regular interaction between local authorities/service providers and citizens that is at the core of building trust and state legitimacy. Engaging citizens in participatory planning processes can help to build empowerment that can so easily be defeated during times of conflict

III. Mainstreaming CE in FCV countries in MENA— Then and now

10. Since the launch of the CE mainstreaming initiative in MENA, there has been a significant increase in the number of World Bank projects incorporating CE mechanisms; the KTF TAs support has been indispensable in achieving this level of mainstreaming in FCV countries. As of FY17 Q3 100% of IPFs in MENA FCV countries had integrated at least one CE mechanism.² As shown in the tables below, over the

² The corporate definition only includes Investment Project Finance. However, the one TA project in West Bank and Gaza that did not have its own indicators was part of a suite of projects in the local government sector, and noted that it was using the systems of citizen engagement

last 3 years since the inception of the KTF in MENA region a high percentage of projects have at least one component of CE. These numbers indicate that the KTF TA has met its stated objective of mainstreaming CE in MENA FCV operations. In some cases, the integration of CE at the project level has helped to plant the seeds for further integration of CE in country systems. This, for example can be seen in West Bank and Gaza, as well as in Lebanon.

Figure 2: Citizen Engagement-related Progress in Select MENA FCV IPFs, FY14 – Q3 FY17*

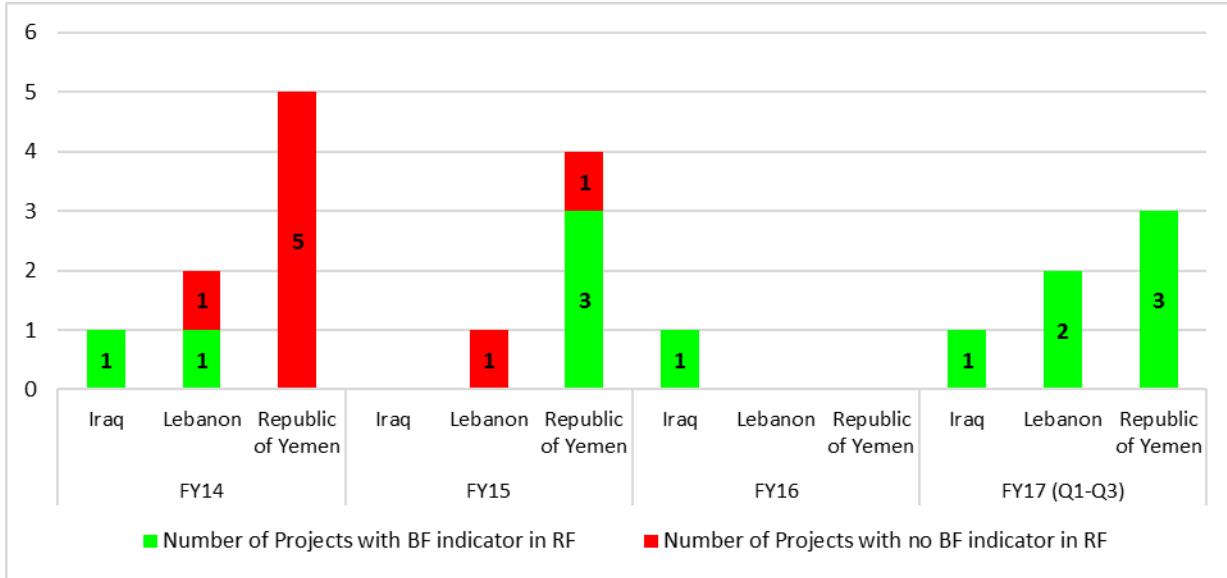
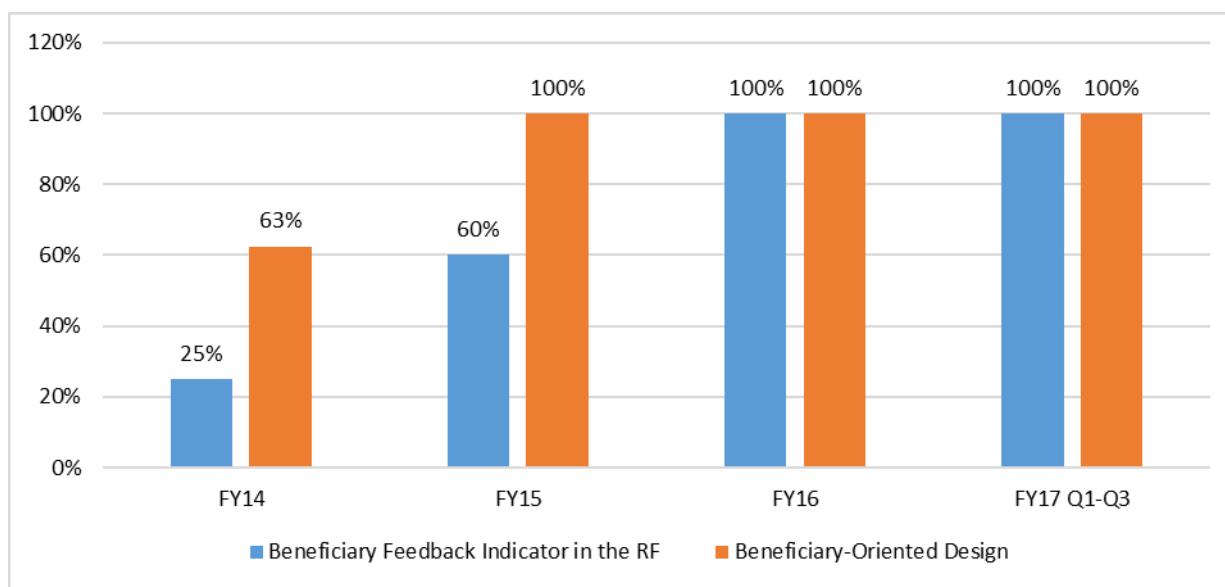
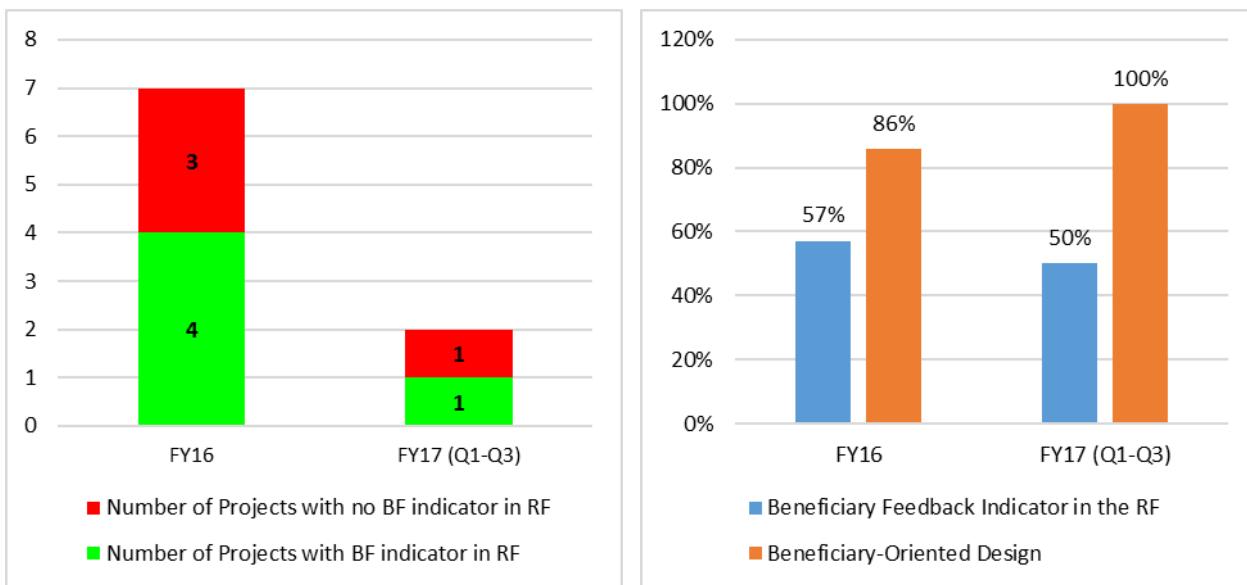


Figure 3: Citizen Engagement-related progress in MENA FCV IPFs*, FY14 – Q3 FY17



at local government level being supported by the other operations. In this respect, while technically without an indicator, because it works as part of a package of operations it should not count as not including CE.

Figure 4 and Figure 5: Citizen Engagement-related progress in West Bank and Gaza projects, FY16 – Q3 FY17*



* The one project in FY17 that did not have a specific beneficiary feedback indicator does not strictly count, because it was a technical program for municipalities which already had robust feedback mechanisms in the other two local government operations and the PAD noted that it would rely on these existing systems instead of creating a parallel system. The MENA region's CE analysis also considered all West Bank and Gaza projects; these projects are financed by grants and are therefore not included in the corporate CE portfolio.

11. **The more significant question of the degree to which project-specific CE led to shifts in Clients' understanding and openness to CE (and ultimately its sustainability) varied across countries.** This will be a topic of further reflection during an upcoming dissemination workshop which will bring together Clients, task teams and others in September 2017. As outlined below, in places such as West Bank and Gaza, the multi-pronged approach across the local government sector, together with strong buy-in from other donors has led to a shift in how the Client views CE and led to steps to integrate into country systems. In other countries (Yemen) the resumption of violent conflict has halted some promising initiatives to improve dialogue and partnerships with civil society; yet the emergency operations now include third party monitoring and beneficiary feedback as a key risk mitigation mechanism.

12. **Where there were sufficient conditions for CE to contribute substantively to improve outcomes (i.e. West Bank and Gaza local government sector, Lebanon Health Sector GRM, West Bank and Gaza Conditional Cash Transfer GRM), success tended to breed demand across different Ministries for replicating the experience.** In other countries (Yemen, and to some degree Iraq) resumption of conflict has interfered with the ability to bring some of these activities to fruition.

13. Annex II provides more detailed data on the mainstreaming of various CE approaches in individual countries.

IV. KTF TA activities

A. Overview

14. **The KTF TA provided analytical/strategic support, technical assistance and capacity building for both Bank task teams and clients.** A significant proportion of the KTF TA supported diagnostics and capacity building of Grievance Redress Mechanisms (GRM) or Complaints Handling Mechanisms (CHM). This included diagnostics, recommendations for improvement and/or design of a) CHM for Social Fund for Development in Yemen, b) CHM for Lebanon's Emergency Health Care Restoration Project, c) Lebanon's National Poverty Targeting Program, and d) CHM for Cash Transfers Project in West Bank and Gaza. The assessment of CHM for Lebanon's Emergency Health Care Restoration project and the West Bank and Gaza's Cash Transfers Project were also followed up by GRM training.

Table 1: KTF TA Overview of Activities

	Strategy Input	Internal Training	Client Training	TA GRM	TA Third Party Monitoring	TA ICT Enabled CE
Regional	✓	✓	✓	✓		
West Bank and Gaza			✓	✓		✓
Yemen				✓		
Iraq					✓	✓
Lebanon				✓		
Libya			✓			

15. Strategic inputs included a background paper on citizen engagement that informed the MENA regional strategy and a note, associated blog, and a Learning Series (in March and April, 2016) on “CE Entry Points in the Country Systems in MENA Fragile and Conflict Countries.” Training and capacity building activities were carried out at the regional level, as well as at the country level in West Bank and Gaza, Lebanon and Libya.
16. The KTF TA also supported the development of a third party monitoring system for Iraq’s Emergency Services Project using ICTs and digital platforms. The use of innovative technologies was also facilitated by KTF TA in the Cash Transfers Project in West Bank and Gaza to improve citizens’ access to CHM, as well as to improve information management in the government offices.

B. Regional Activities

17. **The KTF TA provided resources to allow the full integration of CE into the MENA regional strategy.** Entitled “Economic and Social Inclusion for Peace and Stability in the Middle East and North Africa: A New Strategy for the World Bank Group”, the new strategy was published in 2015, and aims to address not only the urgent consequences but also the underlying causes of conflict and fragility through development interventions

that foster inclusion and shared prosperity. Instead of simply working around conflict and fragility, the new strategy places the goal of promoting peace and social stability at its core, with a pillar dedicated to renewing the social contract. The input paper also puts forward concrete steps through which the World Bank Group in particular and development organizations in general can work toward systematically mainstreaming CE in development operations.

18. **The prominence of CE in the regional strategy has increased over time – in part because of some of the inputs from this KTF TA funded work.** For example, in FY17 the regional strategy was updated to include a series of additional indicators related to the institutionalization of citizen engagement and to tracking overall country indicators on voice and accountability. This represents an important indicator of the maturation of the agenda in the region. MENA is the only region to track these additional indicators at the regional level.
19. **The KTF TA also supported the publication of a note on “CE Entry Points in Country Systems in MENA Fragile and Conflict Countries.”** The note provides an overarching approach for task teams to integrate CE activities in operations by identifying contextual factors (political, economic, legal, and socio-cultural) that mediate the effectiveness of citizen engagement activities. Specifically, the note analyzes the political and social context in four countries (Yemen, West Bank and Gaza, Libya, and Iraq), reviews extensive experiences with CE in FCV countries to gather lessons learned, and identifies the most effective CE entry points with a focus on sectors that are targeted by the country portfolio.
20. Finally, the KTF TA facilitated the participation of the MENA CE team in two clinics on “New Frontiers in Mainstreaming Citizen Engagement in MENA”, as part of Learning Series on CE in Complex Political and Security Context. The first clinic was held in March, 2016 on the topic of Scaling up CE at strategic level in MENA, and discussed current strategies and lessons learned from the integration of CE in MENA. The second clinic held in April, 2016 discussed the integration of CE in various lending instruments (IPFs, DPLs, and P4Rs). It highlighted the entry points available and lessons learnt from past practice. These clinics were attended by task teams from various projects.

C. Activities and outputs by country

21. **As noted above, the KTF TA selected five countries for support: West Bank and Gaza, Yemen, Lebanon, Libya and Iraq.** Within these countries, the priority operations were selected based on (i) the scale-up potential of the projects; (ii) the potential impact on country systems for more sustainability; and (iii) the ability for a critical mass of beneficiaries to provide feedback throughout the implementation of the projects. These operations were discussed and confirmed with CE focal points in the different CMUs. Technical support and specific CE guidance were provided to task teams on an as-needed basis while integrating CE mechanisms with clear indicators in operations under preparation.
22. **Despite the challenging environment for CE in MENA FCV, the Bank’s engagement in these countries has highlighted the importance of CE.** For example, the latest Country Partnership Framework (CPF) for Lebanon places citizen engagement at the center of its strategy to build and strengthen relationship between the state and its citizens. Similarly, the 2013-2016 Country Partnership Strategy (CPS) in Iraq emphasized CE as an important part of its efforts to support efficient governance and accountable institutions.

It is expected that CE will retain its emphasis in the upcoming CPS for FY18-23. In Libya as well, after the World Bank re-engaged in October 2011, it emphasized the need for CE and government accountability. The KTF TA supported activities have helped fulfill these goals and raised awareness among various political and economic as part of the national dialogue.

23. The following paragraphs provide an overview of activities by country.

Yemen

24. **The KTF TA supported integration of CE in two projects — the Labor Intensive Public Works project - Additional Financing (LIPWP-AF) and the Yemen Social Fund for Development (SFD).** For LIPWP, a diagnostic CE study was conducted with the aim to distill lessons learned about the effectiveness of citizen engagement around ongoing LIPWP activities. The project design integrates citizen engagement in multiple ways. Communities are engaged in identification, prioritization, implementation and maintenance of sub-projects. It also employs a Complaints Handling Mechanism where communities can register any grievances they have regarding the project. Indicators that assess various aspects of CE (e.g. effectiveness of CHM) are also part of the results framework of the project. The study collected project specific information and analyzed the current levels of community participation and community satisfaction with the project's provision of basic infrastructure and temporary employment. The study found that the CE mechanisms are adequately embedded within the projects. However, it suggested that women's participation is low and could be increased. The study provided operational recommendations to improve women's participation. As the team prepared to implement these recommendations the security situation in Yemen deteriorated, and the project was subsequently cancelled when violent conflict broke out in the country.
25. In the meantime, inspired by the diagnostic study, the Public Works Project (PWP) — a unit of the Yemen's government — conducted a pilot to digitize the CHM. The objective was to make the CHM more effective and responsive to the citizens. However, the security situation in the country hindered the full rollout of the digitized GRM.
26. **The KTF's support to the SFD in Yemen focused on enhancing the existing complaints handling mechanism (CHM).** While the SFD was in the process of migrating from a manual, paper-based CHM system, the support from KTF helped conduct the assessment of existing CHM and informed the final design of the digital CHM platform. The digital CHM platform allows simultaneous entry of complaints from all branch offices, online complaint tracking, notifications, inter-departmental collaboration, and analysis and report generation. The diagnostic study made a number of recommendations. Some of the recommendations were incorporated in the design of the digital CHM (for example reducing the number of data-entry fields, assessing the advance time required for entering a complaint etc.). Other recommendations were identified to be implemented in the medium term to further improve the system (such as recommendations relating to communication strategy, uptake and investigation of complaints, and capacity building). However, the conflict and subsequent cancellation of World Bank's portfolio in Yemen prevented the implementation of these recommendations.

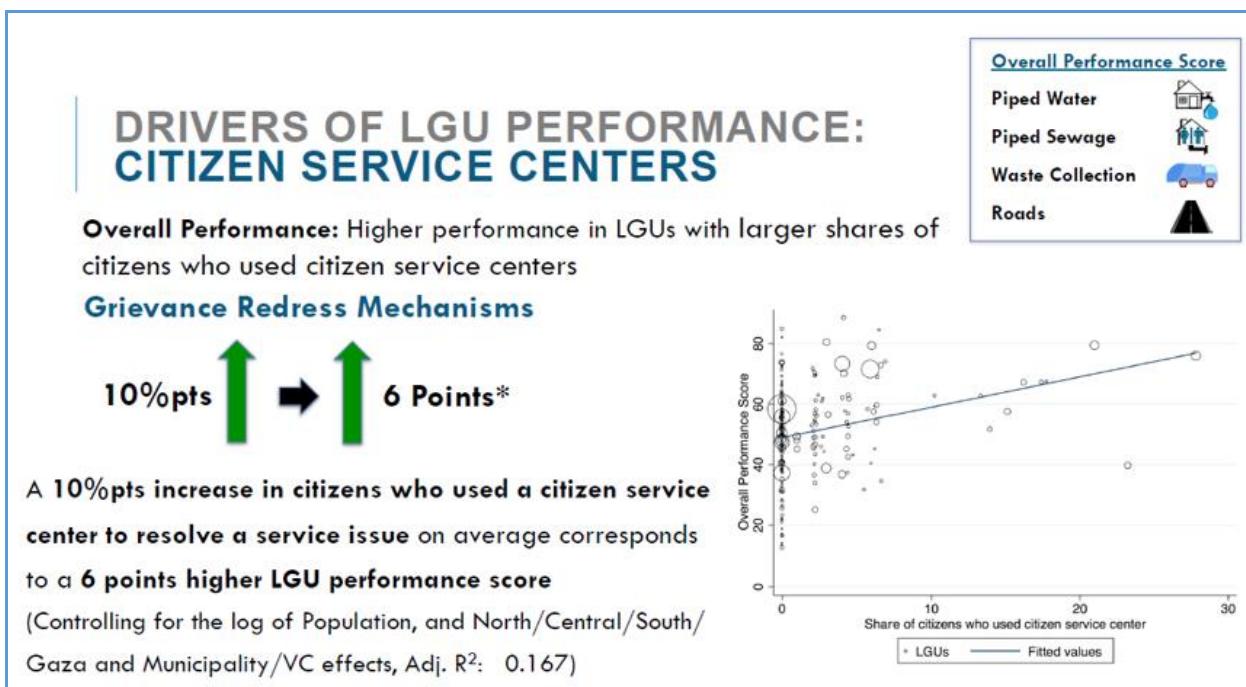
27. **The KTF TA's support played an invaluable role in integrating CE in the Cash Transfer Project (CTP) in West Bank and Gaza.** The KTF TA, complemented by funding through the CTP wherever possible, supported a wide range of activities that aimed at improving effectiveness and increasing efficiency of targeting and implementation of the CTP. As part of these activities, a rapid diagnostic of the existing CHM was conducted to identify constraints and areas for improvement. The Ministry of Social Affairs (MoSA) implemented some of these recommendations including development of communication and training materials for CHM, and delivery of a number of capacity building workshops. In the process, MoSA also developed a CHM operation's manual and piloted the new CHM system in two governorates, and received additional support for implementing changes from a complementary trust fund.
28. In addition, as part of the efforts to engage beneficiaries and other citizens, the CTP has held consultations with beneficiaries, civil society organizations, and other stakeholders; established a two-way communications line with the beneficiaries through text messaging in order to proactively share project related information, receive feedback and respond in a timely manner; and linked the CHM and project MIS as well as its poverty mapping GIS to identify grievance hotspots. Furthermore, MoSA has been active in communicating with its beneficiaries through a revamped website and social media (e.g., Facebook). More recently, 38 tablets for social workers were procured through the KTF to facilitate beneficiary outreach and timely feedback.
29. **Given the success of mainstreaming citizen engagement in the CTP and the good results from piloting the improved complaints handling system in the two governorates of Jenin and Abu Dees, plans are currently underway to implement the system in all governorates under the Ministry of Social Affairs (MoSA).** Further, this demonstration effect contributed to expanding the approach to strengthen the complaints handling mechanism of Ministry of Health (MoH) as part of the Health System Resilience Strengthening Project (HSRSP). The KTF TA support to HSRSP included six Grievance Redress Mechanism training events for regional MoH staff. A complaint manual was developed and endorsed by the Minister and disseminated within the MoH units. A GRM case study on the Palestine Medical Complex was also conducted to showcase a successful case of GRM. In addition, communication materials (for example posters) to inform beneficiaries of the right to launch grievances, as well as informing them of various channels where they can launch complaints were also developed and disseminated to MoH units. These activities were informed by MoSA's experience of integrating GRM in the Cash Transfers Project, as the project allowed for extensive cross-fertilization of ideas.
30. **The KTF TA was able to leverage both project and Development Partner resources in the West Bank and Gaza Second and Third Municipal Development Projects (MDP2 and MDP3).** A holistic approach to reinforcing transparency, accountability and participation was pursued in MDP2 and MDP3 in an overarching effort to improve trust and build state legitimacy in local governments. The Ministry of Local Government (MOLG) had identified a lack of trust between citizens and LGUs as a key issue. MDP2 and MDP3 promoted: (a) the disclosure of important budget data as well as their Strategic Development and Investment Plans (SDIP)s; (b) improved articulation of citizen rights and the norms of service; (c) grievance redress and the creation of 22 citizen service centers/one-stop shops; and (d) systematic feedback via citizen

³ P127163, 10.0, Active, May 23, 2013.

satisfaction surveys as a core management process. Building on these activities, the KTF TA supported dialogue on the integration of ICT based CE approaches including an e-governance initiative, which will support the implementing agency (MDLF) in 4 pilot municipalities, utilizing an Internet based system for delivering services and information to the citizens, and an online portal to complement the CSCs. On these portals, municipalities can post information regarding service delivery and provide information about SDIPs and their budgets.

31. Furthermore, two manuals were developed in Arabic: (i) Citizenships Guidelines, which illustrate the rights and duties for municipalities and citizens; and (ii) Outreach and Communication that suggests ways in which municipalities can engage with citizens.
32. **The MDP series of projects progressively linked municipal performance to block grants; in MDP2 incentives were provided on budget disclosure and as a result at the end of the MDP2 95% of municipalities had disclosed their executed budget and all of them had disclosed their SDIPs (compared to very limited disclosure prior to the MDP projects).**
33. **By MDP3, functional grievance redress and increased budget transparency (including for a citizen/readable budget) were included in the definition of core municipal performance as a Key Performance Indicator and thus embedded in the conditional block grant system for all municipalities.** This reflected an evolution in the Client perception of CE from a pilot program to a core marker of municipal performance and accountability and the World Bank support was done in close partnership with bilateral partners such as GIZ, Danish Cooperation, Swiss Cooperation and others. Moreover, development partners (USAID, GIZ, French Development etc.) have also increased the focus in their own operations on supporting the scaling up of the Citizen Service Centers and grievance redress mechanisms at the municipal level.
34. **The positive experience with the citizen engagement approaches in this sector, has led to MOLG applying similar approaches to other projects it supports.** The MDLF recently shared experience on their approach to citizen engagement and grievance redress to a training for PIUs in Egypt and the Ministry of Local Government has created a National Working Group on Social Accountability in Local Government.
35. **Last, a recent national survey demonstrated the correlation between functional citizen service centers/grievance redress and improved municipal performance:** A 10 percent increase in citizens who used the service centers to resolve a dispute corresponded with a 6-point increase in the overall performance score of the municipality on service delivery (Figure 5); the municipal performance score feeds into financial grants to municipalities thus aligning incentives. The Client's own citizen surveys (Figure 6) also showed that citizen perception of services improved after the establishment of the service center.

Figure 5: Municipal Performance and Citizen Service Centers



Source: Forthcoming Local Government Performance Assessment: Philipp, Lechtenfeld and Blattner

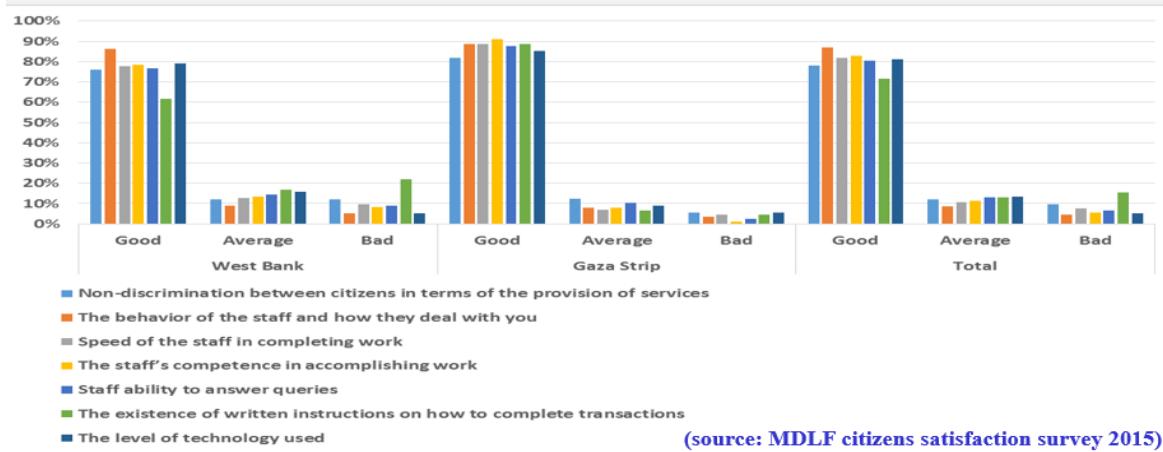
Further, the Client's own satisfaction surveys demonstrated the following:

Figure 6: MDLF Citizen Feedback on Citizen Service Centers

Analysis, Results, Citizens Feedback

Citizens Feedback on the CSCs

- Among the municipalities that have a citizens services center in their premises, only **42.8%** of the interviewed citizens heard about citizens services center (**49.6% WB, 35.1% GS**).
- From those who have heard of the public service center at the Municipalities, more than half (**56.4%**) have visited it (**58.7% WB, 52.7% GS**), with 88.3% percent reporting satisfaction with the center.
- The vast majority of respondents (**88.3%**) declared that the municipal services after the establishment of the citizens service center is better than it was before establishing the center (**86.1% WB and 92.1% GS**).



36. Given the scaling up of these practices by the Client and development partners across all municipalities, the Ministry of Local Government in collaboration with the World Bank and other Development Partners sponsored a national workshop on social accountability at local government level to share lessons from this rich program.

Lebanon

37. **In Lebanon, the KTF supported the rapid assessment of Complaints Handling Mechanism (CHM) system under the Lebanon Emergency Health Care Restoration Project.** The objective of the assessment was to identify key areas of strengths and challenges in the current CHM and to suggest areas of potential improvement. The team reviewed documents related to the existing CHM; analyzed data made available by the Primary Health Care (PHC) Department; visited a PHC center (health facility managed by a CSO/Foundation) and interacted with the management and the teams in charge of the health facility. A workshop was also conducted following the assessment where a number of government officials participated. Following the assessment, a CHM manual was prepared. The MoPH also took steps to streamline the grievance redress process. For example, they contracted out a private firm to administer a hotline where citizens can register their complaints. A more pro-active method of soliciting feedback from citizens through calls is being piloted and will be assessed for a full rollout. The pro-active method is an effort to reach beneficiaries who are illiterate and cannot use other uptake methods (e.g. website and through mobile application).
38. Based on the same methodology, a rapid assessment of Grievance Redress System (GRS) in Lebanon's National Poverty Targeting (NTPT) System was also conducted as part of the Second Emergency Social Protection Implementation Support Project (ESPISP II). In addition to assessing the strengths and weaknesses of the uptake systems and feedback channels, the assessment also reviewed relevant policies and processes, and explored options for ICT based CHM for the NTPT. The assessment identified specific gaps relating to the initial information campaign and the way in which information is currently available and in the processes within MoSA and CMU for processing of applicants. In addition, the assessment also revealed how weaknesses in the business process (including staffing structure and training and the availability of data on complaints as a management tool) are affecting both the processing and the handling of complaints and queries.
39. After the assessment, subsequent TA missions (funded by the task team) integrated CHM principles into the operational manual, agreed with MoSa that it would: (i) develop a CHM specific Operational Manual; (ii) establish a Grievance Desk; (iii) optimize existing MIS/GRM applications via a simple dashboard for analytics on CHM; (iv) integrate the elements to improve CHM when they upgrade the program's MIS; and (v) strengthen communication and outreach campaigns. As these elements are in progress, if implemented to their conclusion this should improve the effectiveness of this CHM system to respond to beneficiary feedback. These activities are still being conducted.

Libya

40. The KTF supported integration of CE in Technical Assistance to Implement Libya's Local Administration Law. The TA was aimed at conducting capacity building activities to provide technical support to civil servants within Libya's public administration system to support the implementation of the Local Administration Law

(2012). As a part of this assistance, the Bank organized a series of South-South Exchanges to expose key officials from Ministry of Local Government, Ministry of Finance and selected municipalities in Libya. The support from the KTF allowed Bank experts to lead a session on “The Role of CE for Responsive Service Delivery” in the third South-South Exchange in Beirut, Lebanon (March 8-13, 2016). The session allowed the participants from various ministries and municipalities to understand the role that citizen engagement can play not only in improving service delivery outcomes but also improving state-society relationship.

Iraq

41. **As part of these efforts, the KTF supported the design of the pilot community monitoring activities in Iraq's conflict-affected (liberalized from ISIS) areas under the Iraq Emergency Operations for Development Project.** The aim of the Emergency Operations project is to support the country in reconstruction of damaged infrastructure and restoration of inclusive public service delivery in the targeted areas. The community monitoring tool was designed to facilitate community feedback on the project implementation, beneficiaries' grievances, and the effectiveness of communications campaign. The tool uses an innovative survey instrument installed in smart phones and tablets to ensure the ease of data gathering and real-time feedback and updating. Once the tool was designed, a workshop was also held to train the embedded enumerators on administering the electronic questionnaires within their respective communities. However, the deteriorating security situation, sensitive political economy issues and the lack of administrative capacity delayed the implementation of the Emergency Operations project.

V. Conclusions and Lessons learned

KTF TA Conclusions:

42. The KTF TA has been able to achieve its objective in the following ways: First, it has had a positive impact on the responsiveness of the portfolio to the corporate definition of mainstreaming citizen engagement as demonstrated in Section II above. Second, it has appeared to have an impact on the capacity of Bank teams' knowledge of CE – though the level of capacity is higher where efforts were not impeded by resumed conflict (West Bank and Gaza, selected portfolio areas in Lebanon). This has led to cross-fertilization to other projects within the same country as capacity was built at the local level (West Bank and Gaza Cash Transfer Project inspiring Ministry of Health Project) and in some cases mainstreaming in country systems (West Bank and Gaza Local Government sector).
43. **The Program has also resulted in changes in the perspective of our clients; however, this impact is varied across countries.** In West Bank and Gaza, following the success of GRM in Municipal Development and Health sectors, plans are underway to pilot recommendations beyond the MoSD and MoH to other line ministries such as Education, Local Government and other sectors, which will thus impact the country system. Also in West Bank and Gaza, the Ministry of Local Government has also created a National Working Group on Social Accountability in Local Government, following their experiences of integrating CE into MDP2 and MDP3. In Lebanon, where according to the project's Task Team Leader CE was a newer concept for the client, the client's request for further engagement on CE demonstrates some level of buy-in. In contexts where CE is a relatively newer concept, it is important that the engagement regarding CE is prolonged and sustained to be able to see a shift in client's perspectives. This is discussed in more detail in “Lessons Learned” section.

Lesson Learned

44. **As a pilot program, one of the implicit objectives of this work was to gain experience and insight into how to adapt CE approaches to FCV contexts.** The section below summarizes the conclusions from analytical work on this topic, together with feedback that was solicited from bank teams which benefitted from the TA. As noted above, a more in-depth assessment of lessons will be explored via a multi-stakeholder workshop on Citizen Engagement in FCV Countries in MENA in September 2017.
45. **GRMs have been popular as an entry-level CE mechanism that can play an essential role in mitigating potential risk and ensuring fair and efficient implementation of development projects in FCV situations.** This has allowed an accumulation of experience, didactic materials and approaches in strengthening these systems in MENA. A regular analysis of grievances can be crucial for project implementation in fluid contexts where supervision is very limited. It helps capture systematic issues that need to be addressed through corrective actions in the implementation process. Analyzing grievances can also point to geographical GRM hotspots that highlights specific challenges in a given community or neighborhood. Lastly, it is crucial to use the systematic analysis of grievances to inform the project communication strategy and to refine the outreach approach and messaging.
46. **From project level to country systems:** Many of the instruments mentioned above initially focused on integrating CE mechanisms at the project level. In some contexts, these approaches facilitated new openings towards scaling up CE mechanism at the level of country systems. As citizens and state engage constructively in a specific sector, a new “culture” of collaboration and trust can arise as both stakeholders gradually experience the benefits of addressing development issues collectively. However, this is highly dependent on the specific localized political context and incentives. The experience in West Bank and Gaza reflects how small gains at the project level can open new entry points at the country systems level. In projects where training was part of the intervention (for example, in Lebanon where GRM training was provided to Government officials), the Government has taken the initiative to mainstream CE beyond the project.
47. **Mainstreaming CE is a long term process:** It relies on shifting the behavior of public officials; it is best supported via a long-term plan with an emphasis on building clients' capacity rather than one-off assistance. In the short-term, technical assistance on improving grievance redress systems can provide technical recommendations to modify business processes, streamline procedures, leverage technology and MIS to improve the effectiveness of complaints handling systems. However, these changes need to be complemented by changes in behavior and institutional culture on the front-lines, which is significantly more challenging to achieve in the context of a project. Trainings with officials about the importance and value of citizen engagement as well as clarification about roles and responsibilities in handling complaints contribute to increased awareness and knowledge and thus have the potential to influence behaviors.
48. **South-South and within country knowledge sharing is key:** Further, providing opportunities for Clients who have championed good practices to share them nationally or internationally (i.e. bringing Clients from West Bank and Gaza to train clients in Egypt as occurred recently) can help to further reinforce the level of ownership/development of local champions. Behavioral change, however, requires time and while it can be

initiated by a project and supported through capacity building and reformed procedures, it necessitates follow-up – and such local champions - to grow and solidify.

49. **Implementation should follow an iterative approach based on incremental change within existing structures. FCV countries present a complex environment with shifting security situations and risk of future conflict.** CSOs and government capacity in these contexts is also weakened. In light of these complexities, it is essential that an iterative approach is followed in the implementation of CE. In most of the successful interventions discussed above, CE interventions built on existing structures, allowed institutional learning and produced incremental change. For example, in West Bank and Gaza, Yemen and Lebanon, the project teams started with diagnosis of existing GRM structures and suggested steps on how to improve those structures rather than creating parallel mechanisms.
50. **The KTF TA's engagement in Libya and Iraq are examples of how CE can be integrated opportunistically in uncertain environments.** In Libya, given the World Bank's limited engagement in the country, it was not possible to engage fully in the implementation of a project. Therefore, the team opted to participate in a South-South Exchange to introduce the concept of CE as part of the TA to implement the Local Administrative Law. Similarly, in Iraq, when a deteriorating security situation hindered the implementation of the project for which a digital community monitoring tool was being developed, the team went ahead and developed the tool. Now that the situation is improving and the project is getting off the ground, the team has a ready-made CE tool that they can implement; of course, this has to be adapted to the localized political and fragility landscape to ensure that it is not exacerbating or stimulating conflict.
51. **The KTF TA played an important role in providing the resources for adequate assessment of the socio-political context – sometimes down to the community/granular level.** In an FCV context, existing fault lines within local communities or social groups can be aggravated through CE interventions. A case that sheds light on this point is Iraq, where social tensions among different religious groups are high. When designing the community monitoring tool, it was important to ensure that the implementation of the tool and data gathering did not exacerbate the situation. After careful analysis it was found that it was not possible to send external enumerators to a community for data collection because of lack of trust between community members and outsiders and concerns about the potential for negative impact of reporting dissatisfaction. Therefore, the design of the approach shifted to recommend that the data collectors were individuals who were already embedded in the communities where they were to work.
52. **Allocating necessary resources over the medium term is also critical:** TTIs cited adequate resources allocated over a period of years as an important enabling factor in the success of mainstreaming citizen engagement - ideally via a combination of TA and project dedicated funding. Revamping an entire complaints handling system, building capacity among both central and front-line Ministry officials and social workers, as well as improving communication with beneficiaries requires time as well as financial resources. While these resources are minimal compared to the overall project budget, they enabled more thorough work on citizen engagement, thereby contributing to better quality of the citizen engagement mechanism and thus increasing the positive effect it had on the overall project.
53. **CE mainstreaming is most successful when it becomes part of the project with clearly defined indicators in the results framework and with an ear-marked project budget;** the more effective examples

of mainstreaming involved operationalizing concepts into specific activities as part of a project, with dedicated results indicators that can be tracked over time. This was the case of the Labor Intensive Public Works Project in Yemen. According to the project's TIL, the integration of pragmatic and realistic standards is one of the most important factors that has led to the success of CE initiatives within the project.

54. **Innovative technologies hold promise for increasing avenues for voice and CE, but must be used with care - particularly in countries characterized by sectarian conflict.** Technology is enticing because of its potential to provide additional space for new forms of CE that allow individuals and organizations to generate and to disseminate information cheaply and on a mass scale. As the Bank gets increasingly involved in countries with active conflict, teams have turned to technology to provide an avenue for citizen feedback from remote or hard to access areas. The use of digital platforms in Yemen SFD's complaints handling mechanism and in Iraq's community monitoring tool⁴ allows for the information to be collected quickly and analyzed efficiently so that it could be used for monitoring. However, while appealing, the use of ICT in FCV should be done with care. First, ICTs should only be used in combination with other tools for CE as many communities may not have access to ICTs. In addition, monitoring information collected through ICTs could also be misused and a careful risk diagnostic should precede its deployment.

VI. NEXT STEPS

55. The team recommends the following next steps:

- 1] In light of the increased focus on CE in country systems, the MENA CE team will increase the focus on client capacity building within the region; client training has already started with a number of in-country PIU/Client training events this past year (Egypt PIU training on GRM, Maghreb and Mashrek safeguards training which integrated a focus on consultations and CHMs).
- 2] Given the growing body of Client experience in integrating CE into operations, and in some cases into country systems, this is an opportune time to ramp up peer-to-peer exchange on CE on a sectoral or country basis within the region. The Regional CE team is in the process of developing a *Collaboration for Development Platform* that would permit consolidation of experience and tools (in Arabic) and exchange both by Bank staff but also by clients within similar sectors across countries, or among counterparts within one country.
- 3] Based on the large number of CE pilots and current plans to scale up by numerous partners in West Bank and Gaza, the KTF TA will support a national workshop on social accountability at the local government level to share experience, and to coordinate the ambitious intention to mainstream CE across the municipal sector, and across development partners.
- 4] Finally, a workshop to bring teams together who have worked on the myriad of CE approached in FCV countries in MENA – from third party monitoring and ICT-enabled monitoring in emergency operations, to strengthening systematic GRM even where capacity is challenged – will be organized in September, 2017.

⁴ The tool has been developed but not yet implemented. The project team intends to implement the tool when the project reaches the appropriate stage.

Annex 1: List of projects that were provided Technical Assistance

Country	Name of project	TA provided	Products
Global	Input paper for MENA regional strategy		Input paper
	Participation in learning event on FCV in March and April 2016		Powerpoint used for the event
	An analytical note on “CE Entry Points in Country Systems in MENA Fragile and Conflict Countries.”		Analytical note
Yemen	Yemen Social Fund for Development	Assessment of CHM for SFD	Assessment report and powerpoint
	Yemen Labor Intensive Public works	Assessment of use of CE for LIPW project	Diagnostic report
Lebanon	Lebanon Emergency Health Care Restoration Project	<ul style="list-style-type: none"> • Rapid assessment of the CHM for the the project • Training 	Assessment report Training material
	Second emergency social protection implementation support project	rapid assessment of GRM in Lebanon's National Poverty Targeting Program	Assessment report
West Bank and Gaza	Cash Transfers Project	<ul style="list-style-type: none"> • Rapid diagnostic of CHM • Capacity building workshops on CHM and CE with MoSA • CE communication strategy and training (CTP funds complemented KTF support) • Integration of ICT to improve beneficiary outreach in CHM (procured tablets) 	<ul style="list-style-type: none"> • Diagnostic report for CHM • Training materials including a video to highlight challenges and successes
	Health systems resilience strengthening project	GRM Training	
Iraq	Iraq emergency services project	Developed community monitoring tools	Monitoring tool-Digital platform Report and presentations on the developed tools

Annex II. Mainstreaming CE in MENA FCV countries

Note: In FY15 and FY16 the introduction of the “Strategic Framework for Mainstreaming Citizen Engagement in World Bank Group Operations” made the criteria of what could be considered a CE approach stricter. Therefore, the increased integration of CE in FY 15 and FY 16 compared to FY13 and FY14 is even greater than presented in the graphs below.

