MANUAL ON SOCIAL ACCOUNTABILITY

for Civil Society Organizations and Municipalities in Palestine

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المساءلة المجتمعية
Social Accountability

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Abbreviations

BMZ Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (German Federal Ministry for Economic Cooperation and Development)

CBO	Community-Based Organization
CRC	Citizen Report Card
CSC	Community Score Card
CSO	Civil Society Organization
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
IBA	Independent Budget Analyses
ICCPR	International Covenant on Civil and Political Rights
MDG	Millennium Development Goals
MDLF	Municipal Development and Lending Fund
M&E	Monitoring and Evaluation
MoLG	Ministry of Local Government
MSD	Multi-Stakeholder Dialogue
LGP	Local Governance and Civil Society Programme
OSS	One-Stop Shops
PA	Palestinian Authority
PNDP	Palestinian National Development Plan
PB	Participatory Budgeting
SA	Social Accountability
SAC	Social Audit Committee
SDIP	Strategic Development and Investment Planning
SPSS	Statistical Package for Social Sciences
YAP	Youth Action Plan
YP	Youth Promoter

Preface

On behalf of the German Ministry for Economic Cooperation and Development (BMZ) and the Swiss Agency for Development and Cooperation (SDC) the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH is currently implementing the third phase of the Palestinian-German Local Governance and Civil Society Development Programme (LGP) which has an overall objective of improving municipal services and enhancing the level of responsiveness towards citizens, while supporting national institutions to set appropriate framework conditions for local governance. The LGP focuses on improving the framework of local governance at national and local level. It also focuses on introducing development instruments and measures to selected municipalities - in close cooperation with partner institutions and other stakeholders – aiming at improving the level of responsiveness and the relationship between citizens and the local administration.

Indeed, the responsible role of citizens is crucial to every well-functioning municipality and political planning as well as decision-making processes need to become a joint effort of the municipalities and citizens. By bringing together local stakeholders and authorities, the programme supports local reform processes, increases the local population's involvement in political decision-making processes and promotes the development of democratic structures at the local and national levels.

Thus, Civil Society Organisations (CSOs), Community Based Organisations (CBOs) as well as the non-organized citizens are strengthened in their access and capabilities to hold local governments accountable for their actions. This involves improving the services provided and integrating priorities and requests of the citizens into local development plans. The LGP particularly focuses on developing participation and Social Accountability (SA) mechanisms, with a special attention on empowering women and youth.

In this frame, the LGP has piloted from March 2013 some SA interventions in the West Bank and Gaza Strip. These pilot projects were implemented in collaboration with the Ministry of Local Government (MoLG), the Municipal Development and Lending Fund (MDLF)[1], eleven CSOs (six in the West Bank and five in Gaza), and twenty eight municipalities (seventeen in the West Bank and eleven in Gaza).

With the aim of enhancing civil society and citizen participation in decision-making processes at the local level, increasing responsiveness and transparency of the local governements towards their citizens and raising awareness about citizens' and municipalities's rights and responsibilities in public matters, this manual has been developed as a toolkit for the aforementioned partner CSOs and municipalities willing to engage in SA approaches in order to strengthen transparency, monitoring, participation and response mechanisms, thus contributing to building a constructive relationship between citizens and local governments.

To this end, the manual has been designed in a practical way, presenting different SA tools described step by step, in order to ease the project implementation process. This manual is also considered a living document: At the end of the pilots' implementation phase, a review of the first draft took place in collaboration with all stakeholders involved in the process (CSO, MDLF and MoLG representatives), who provided their comments and added information in the different sections.

Enjoy reading!

Ulrich Nitschke
Head of Programme

1 The Municipal Development and lending Fund (MDLF) is a semi-governmental institution created in 2005 by the Palestinian National Authority as the primary and preferred entity for reform and development assistance to local government: http://www.mdlf.org.ps/

Introduction

1. The SA pilot intervention in the West Bank and Gaza

With the overarching aims to enhance municipalities' responsiveness to their citizens and to include civil society stakeholders' participation in local decision making processes, the LGP, implemented by GIZ on behalf of BMZ has piloted from March 2013 to February 2014 an SA intervention in the West Bank and Gaza Strip. Six pilot projects were implemented in collaboration with the MoLG, the Municipal Development and Lending Fund (MDLF), six CSOs[2] (three in the West Bank and three in Gaza), and seventeen municipalities[3] (ten in the West Bank and seven in Gaza).

The GIZ-LGP pilot projects aimed at developing SA mechanisms aligned to already existing processes in selected municipalities in the West Bank and Gaza Strip, such as Strategic Development and Investment Planning (SDIPs)[4] and One-Stop Shops (OSS)[5]. Selected tools and concepts introduced in the present manual have been implemented by partner CSOs in cooperation with partner municipalities during one year, in order to promote the four pillars of SA (transparency, participation, response and monitoring) and therefore contribute to build trust between the citizens and local governments when it comes to decision-making processes and public services management.

The pilot intervention was launched to try out and apply SA tools on the local level in the West Bank and Gaza, thus translating the MoLG's intention to promote accountability in the local governance sector as part of the Palestinian National Development Plan (PNDP)[6].

The conceptual framework of the intervention relies on two needs assessments issued in June 2012 (Applied Research Institute Jerusalem, commissioned by the World Bank) and in January 2013 (CARE International Egypt, commissioned by GIZ-LGP)[7].

The pilot intervention's objectives are to:

- Capacitate partner CSOs and municipalities in the West Bank and Gaza on SA concept and tools, in order to promote an active involvement of citizens in local decision-making processes (participation and monitoring) and accountable local governments (transparency and response). This manual is part of the capacity development package on SA provided to the partners, in addition to several trainings implemented in the course of 2013[8].
- Develop functioning SA mechanisms in pilot municipalities in the West Bank and Gaza Strip and test their alignment to existing municipal processes such as political leadership, strategic planning (SDIP) and service delivery (OSS).
- Raise citizens/civil society and government's awareness of the benefits of SA initiatives in the Palestinian context. Through the implementation of the pilot projects, but also by organizing awareness-raising events such as the first Forum on SA in Palestine[9], the LGP has intended to raise people's awareness of the importance of SA for promoting good governance principles and laying the ground for an effective and efficient decentralization in the Palestinian territories.
- Evaluate and potentially up-scale the SA mechanisms through the MDLF's Municipal Development Programme (MDP) and/or through other roll-out mechanisms. The MDP provides infrastructure grants to Palestinian municipalities and improves their performance by building operational, planning and financial capacity of the municipalities. Its cornerstone is the grant allocation mechanism, a formula based method for distributing funds to municipalities for capital investments[10]. The SA initiatives could for example be integrated in the grant allocation mechanism of MDP's future phase, as an incentive for the municipalities to encourage citizens' participation and to comply with the principles of responsiveness and transparency.
- Promote the institutionalization of SA mechanisms at the national level through their integration into the national regulatory framework (policies, guidelines). In this frame, the Palestinian Authority (PA) has issued a decree in April 2014 to form a national Steering Committee in order to oversight the development of a Policy Paper on SA, thus marking the first step towards the inscription of SA in the national framework.

Figure 1 summarizes the pilot projects' main stages of implementation:

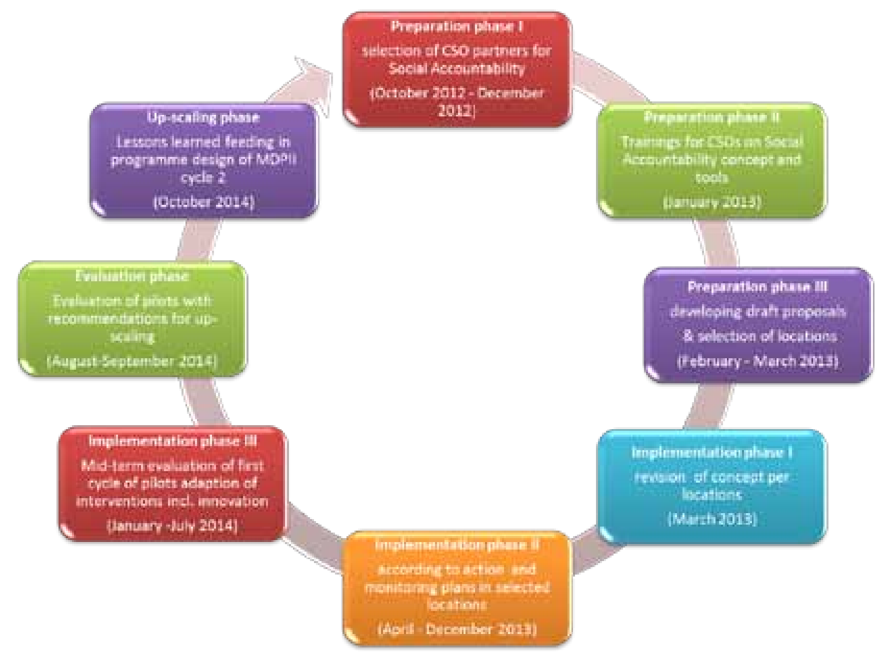


Figure 1 – Project Intervention Cycle

2 Palestinian Consultative Staff for Developing NGOs (PCS), Palestinian Center for Democracy and Conflict Resolution (PCDCR), Palestinian Center for Communication and Development Studies (PCCDS), Palestinian Center for Peace and Democracy (PCPD), Life and Hope Association, Bunian Association for Training, Evaluation and Community Studies.
3 In Gaza: Jabalya, Bani Suheila, Rafah, Al Mughazi, Beit Lahia, Al Qarara. In the West Bank: Arrabe, Qabatia, Dura, Nablus, Beit Furik, Tafouh, Bani Naim, Ethna, Sair, Beitunia.
4 In 2009, the Palestinian Authority introduced a guideline for local strategic development and investment planning (SDIP), which demands that public projects are geared to civic needs. Core elements of SDIP are representative civic participation, participative strategy development and implementation, and diligent budget planning.
5 On behalf of the BMZ, GIZ has been helping the Palestinian Authority since 2005 to strengthen local authorities to ensure they can provide citizen-centered services in a way that meets demands. GIZ has initiated a process with several local authorities to simplify the provision of all services. The concept behind this approach includes establishing citizens' offices that act as a 'one-stop shop' (OSS) for all services: construction permits and planning documents, business licenses, water and electricity, as well as social and cultural services.
6 Palestinian Authority, MoPAD, National Development Plan 2011-2013, August 2009.
7 World Bank, Social Accountability in Palestinian Local Governance and Service Provision – Issues and Opportunities, June 2012; CARE International Egypt, The Potential of Social Accountability in Local Governance in Palestine, January 2013.
8 SA concepts and methodologies, conducted by CARE International Egypt; participatory monitoring concepts and tools, conducted by Gopakumar Krishnan Tampi, international expert; Monitoring and Evaluation, conducted by Mazen Hashweh, local expert.

9 The first Forum on SA was organized in September-October 2013 by LGP, in partnership with 4 cities of the Palestinian territories (Ramallah, Nablus, Hebron and Khan Younis), to promote the SA concepts, tools and pilot interventions. Around 800 people participated in the 4 forums, including citizens, some MoLG, MDLF and local government representatives, as well as local and international experts/key note speakers. Participants could learn more about SA concepts through various debates, World Cafes, Workshops and art activities, organized in collaboration with partners CSOs. Some market stands also allowed the participants to learn more about the activities of other donors active in the sector.
10 The formula of the grant allocation mechanism during the second phase of the MDP consists of: need (20%), population (30%) and improved performance tools and activities (50%).

http://www.mdlf.org.ps/details.aspx?langID=En&pageID=105

2. Manual Layout

The manual is separated into four main sections and an annex. This section has introduced the pilot intervention, its approach and aims in introducing SA concepts and tools in the local government sector in Palestine.

Section 1 outlines the conceptual framework of SA by introducing the concepts of good governance and accountability. Furthermore it elaborates on SA concept, dimensions and pillars, success factors, benefits and enforcement elements.

Section 2 introduces nine selected tools of SA, most of which were implemented during the pilot phase of SA in 2013: Community Score Cards (CSC), Citizen Report Cards (CRC), Mystery Visitor (MV), Public Hearing (PH), Participatory Budgeting (PB), Social Audit (SA), Multi-stakeholder Dialogue (MSD), Participatory Budgeting (PB) and Youth Participation (YP). Each tool is introduced with a detailed methodology adapted to the Palestinian context, in order to ease the implementation process of practitioners.

Section 3 summarizes the main findings of the evaluation on the SA pilot intervention conducted by two external experts from February to May 2014. It gives a comprehensive picture of the results of the intervention and outlines suggestions for the way forward.

Finally, the annex provides practical tables and templates to guide practitioners when implementing selected tools described in Section 2.

Section 1

Conceptual Framework of social accountability

1. Good governance and accountability

In the frame of the United Nations Millennium Declaration in 2000, the international community affirmed the primary importance of good governance as a key factor in the global effort to eradicate poverty[11] (Chapter V - Human rights, democracy and good governance)[12]. In 2002, at the Monterrey Conference on Financing for Development, the importance of this concept was reaffirmed: “Good governance is essential for sustainable development. Sound economic policies, solid democratic institutions responsive to the needs of the people and improved infrastructure are the basis for sustained economic growth, poverty eradication and employment creation.”[13]

In 2010, ten years after the Millennium Declaration, the Outcome document of the Millennium Development Goals (MDGs) Review Summit mentions again good governance as a central element for achieving the MDGs.[14]

Moreover, good governance was listed in 2013 as one of the twelve universal goals by the High-Level Panel of the post-2015 Development Agenda, calling for a new global partnership towards the eradication of extreme poverty and the promotion of sustainable development until 2030.[15]

There is no international common concept or acknowledged standardized definition of good governance. The German Ministry for Economic Cooperation and Development (BMZ) defines the term governance as “the way decisions are taken and policies are framed and implemented in a state. (…) The focus is on norms, institutions and procedures that regulate the actions of governmental, non-governmental and private-sector players. On the one hand, it is about the values that underlie governance and, on the other, about the institutional frameworks in which governance takes place.”[16] Moreover, the specific historical, cultural, social and economic context shapes the normative and institutional dimensions of governance of a given state.

> Box 1
>
> **Threefold obligation of the state**
>
> Germany’s understanding of good governance is based on human rights and more specifically on the threefold obligation of the state, which are respecting, protecting and fulfilling human rights’ key principles (empowerment, participation, equal opportunities and/or non-discrimination, transparency and accountability). This makes the state a duty-bearer and the people right-holders.
>
> *BMZ, Promotion of Good Governance in German Development Policy – Strategies 178, February 2009, p.3.*

Key elements of good governance, showing states’ orientation towards development, are defined by the German Development Cooperation as follows:

1. Pro-poor and sustainable policies
2. Respect for, protection and fulfilment of all human rights (threefold obligation, s. Box 1)
3. Democracy and the rule of law
4. Efficiency and transparency of the state
5. Cooperative stance within the international community

According to the BMZ, the achievement of those good governance elements is closely linked with the concept of accountability: “One of the objectives of German development policy is to strengthen the transparency,

11 BMZ, Promotion of Good Governance in German Development Policy, Strategies 178, February 2009, p. 4.
12 United Nations General Assembly, United Nations Millennium Declaration, 18 September 2000, pp. 6-7.
13 United Nations, Monterrey Consensus of the International Conference on Financing for Development, Chapter II, Section A (11), 2003, p. 7.
14 United Nations General Assembly, Follow-up to the outcome of the Millennium Summit, 17 September 2010, p. 3: “We acknowledge that good governance and the rule of law at the national and international levels are essential for sustained, inclusive and equitable economic growth, sustainable development and the eradication of poverty and hunger.”
15 The 10th universal goal is to “Ensure Good Governance and Effective Institutions”. United Nations, Report of the High-Level Panel of Eminent Persons on the post-2015 Development Agenda – A New Global Partnership: eradicate poverty and transform economies through sustainable development, New York, 2013, p. 31.
16 BMZ, Promotion of Good Governance in German Development Policy, Strategies 178, February 2009, p. 6.

accountability and efficiency of the state on the basis of democracy and the rule of law. (…) If state action is transparent and accountability-based, this contributes directly to reducing poverty."[17]

The close link between good governance and accountability has also been reaffirmed in 2013 by the High-Level Panel on the post-2015 Development Agenda report: "We are calling for a fundamental shift – to recognize peace and good governance as core elements of wellbeing, not optional extras. (…) Responsive and legitimate institutions should encourage the rule of law, property rights, freedom of speech and the media, open political choice, access to justice, and *accountable government and public institutions*."[18]

2. What is Accountability?

Accountability can be defined as the ongoing dialogue and relationship between policy makers and citizens as well as the reciprocal control of government institutions. Accountability implies both the obligation of the state to account for its action, as well as the citizen's right to hold the state accountable. Accountability refers to the relationship between the ruler and the ruled respectively the elected representatives and the voters.

> The concept of SA underlines both the *right* and the corresponding *responsibility* of citizens to expect and ensure that government acts in the best interests of the people.

The two key functions of accountability are[19]:

1. <u>The function to limit power</u>: A functioning accountability-system implies to ensure predictability of power and to prevent abuse of power. The inclusive design of political processes and its orientation toward transparent and comprehensive principles and mechanisms entails the strengthening of the legitimacy of governmental decision-makers.
2. <u>The function to assess performance</u>: The accountability-system implies to a transparent implementation of policies. It also aims at continuous public supervision and control of state action in order to ensure that state action and especially public services are suited to meeting the needs and interests of the citizens. Thereby the effectiveness and efficiency of public service provision will be increased.

3. The concept of SA

This manual focuses on the accountability of government actors toward citizens and in particular towards groups who are not adequately represented in political decision-making processes. This type of accountability is a consequence of the implicit social contract between citizens and their delegated representatives and agents in a democracy. A fundamental principle of democracy is that citizens have the *right* to demand accountability and public actors have an *obligation* to be accountable. Elected officials and civil servants are accountable for their conduct and performance. In other words, they can and should be held accountable to obey the law, not abuse their powers, and serve the public interest in an efficient, effective and fair manner.

> In democratic states, the principal means by which citizens hold the state to account are free and fair elections. However, citizens must also have the right to voice their political views between elections and in other ways than casting a formal vote e.g. through participatory monitoring mechanisms.
>
> *World Bank, Social Accountability Sourcebook Chapter 2 – Social Accountability: What does it mean for the World Bank?, p. 5.*

According to GIZ[20], three conditions must be met to characterize a relationship between two actors as "accountable": transparency, answerability and enforceability. In order to effectively hold actor B (e.g. government) to account, it is necessary that actor A (e.g. citizens) disposes of all relevant information. This information must be made available to him by actor B (*Transparency*). Furthermore, actor B has to explain and justify his action (*Answerability*). Based on this, actor A can then decide on how to assess the action of actor B and what consequences to draw from it; that is, if and how to sanction the actions in a positive or negative way. That means that actor A must be in the position to impose sanctions on actor B if actor B fails to meet certain standards (*Enforceability*). This process is also referred to as the accountability-cycle.

Prerequisites for a functioning accountability system are:

- **Transparency**: Citizens or state actors have access to information and have the duty to provide that information.
- **Answerability**: Citizens or state actors are able to demand justifications respectively have the duty to explain and justify their action.
- **Enforceability**: Citizens or state actors are able to assess the action and are in a position to sanction it either positively or negatively (ex-post e.g. by elections or ex-ante e.g. by continuous public supervision and control).

SA is about affirming and operationalizing direct accountability relationships between citizens and the state. SA refers to the broad range of actions and mechanisms beyond voting that citizens can use to hold the state to account, as well as actions on the part of government, civil society, media and other societal actors that promote or facilitate these efforts[21].

SA is also one of the main pillars of good governance (s. section 1), because there cannot be development without a competent, efficient, effective, upright and inclusive government which accepts and promotes citizen participation in decision-making processes.

4. Dimensions, Pillars and Mechanisms of SA

As mentioned in the previous section, accountability implies both the obligation of the state to account for its action, as well as the citizen's right to hold the state accountable. Accountability refers to the relationship between the ruler and the ruled, respectively the elected representatives and the voters.

In this regard the **vertical dimension of accountability** is about the relationship between the state and its citizens, on whose behalf a state – particularly a state which aims at legitimacy – is expected to rule. Imposed by external stakeholders to the government, vertical accountability mechanisms include electoral processes (official channel) or indirect control mechanisms involving civil society and the media.

Furthermore, accountability is part of the division of powers between the executive, the legislative and the judiciary. This dimension indicates the **horizontal accountability** and includes political mechanisms such as constitutional constraints, separation of powers; fiscal mechanisms like formal systems of auditing and financing; administrative mechanisms such as hierarchical reporting, public services code of conduct; and legal mechanisms to prevent and fight corruption. These internal mechanisms promote and/or ensure accountability of public servants.

Horizontal (within the government or between state institutions) and vertical (between citizens/civil society and the state) mechanisms of accountability can and should be mutually reinforcing (s. Figure 2 – Horizontal and vertical accountability).

17 BMZ, Promotion of Good Governance in German Development Policy, Strategies 178, February 2009, pp. 10-11.
18 United Nations, Report of the High-Level Panel of Eminent Persons on the post-2015 Development Agenda – A New Global Partnership: eradicate poverty and transform economies through sustainable development, New York, 2013, p. 7.
19 GIZ, Chapeau Paper for the conceptual classification of accountability in the promotion of Good Governance, September 2012, p. 2.
20 GIZ, September 2012, pp. 1-2.
21 World Bank, Social Accountability Sourcebook Chapter 2 – Social Accountability: What does it mean for the World Bank?, p. 5.

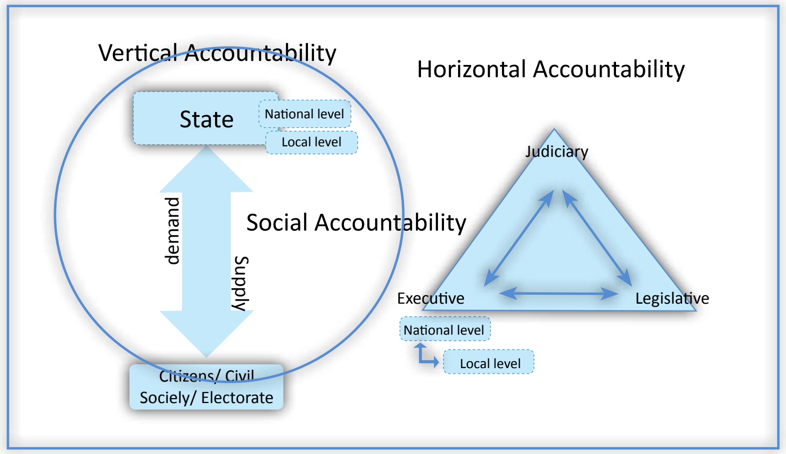


Figure 2 – Horizontal and vertical accountability[22]

However, these two dimensions alone cannot guarantee the improvement of public goods, because they exclude citizens' involvement in and monitoring of political decision-making processes and therefore limit their capacity to hold the state accountable for its actions and decisions. Consequently horizontal and vertical accountability should be accompanied by direct feedback mechanisms from the citizens.

To respond to these challenges, a new trend has emerged with SA practices during the last two decades in order to address vertical accountability, in reference to the citizens' right to hold the state accountable for its actions and the obligation of the latter to account. A first generation of initiatives, from the 1990's, has primarily aimed to improve the **efficiency of service delivery**, by involving citizens in the assessment and monitoring of public services. Mechanisms and tools of interventions have included citizen report cards and community scorecards, community monitoring, participatory planning tools and social audits.

The second and latest generation of social accountability mechanisms has included participatory budgeting, public expenditure tracking, gender budgeting, citizen juries and other forms of public hearings, participatory monitoring of donor commitments to advance the MDGs and reporting to international treaty-monitoring bodies. As UNDP highlights, "it is important to point out that many of the more recent initiatives have not aimed at increasing efficiency but at **claiming rights**".[23]

SA interventions have included efforts to enhance citizen knowledge and use of conventional mechanisms of accountability (e.g. through public education about legal rights and available services) and efforts to improve the effectiveness of internal accountability mechanisms through greater transparency and civic engagement. In theory, strengthening of legislative oversight and links between parliamentarians, citizens and civil society organizations are also important ways to enhance SA[24].

In order to capture the scope of existing SA mechanisms and instruments, it is first and foremost essential to understand the different dimensions of SA. The World Bank[25] defines four conceptual pillars of SA which need to be implemented as part of a system to be effective: transparency, participation, response and monitoring (see Figure 3 - The four pillars/dimensions of SA).

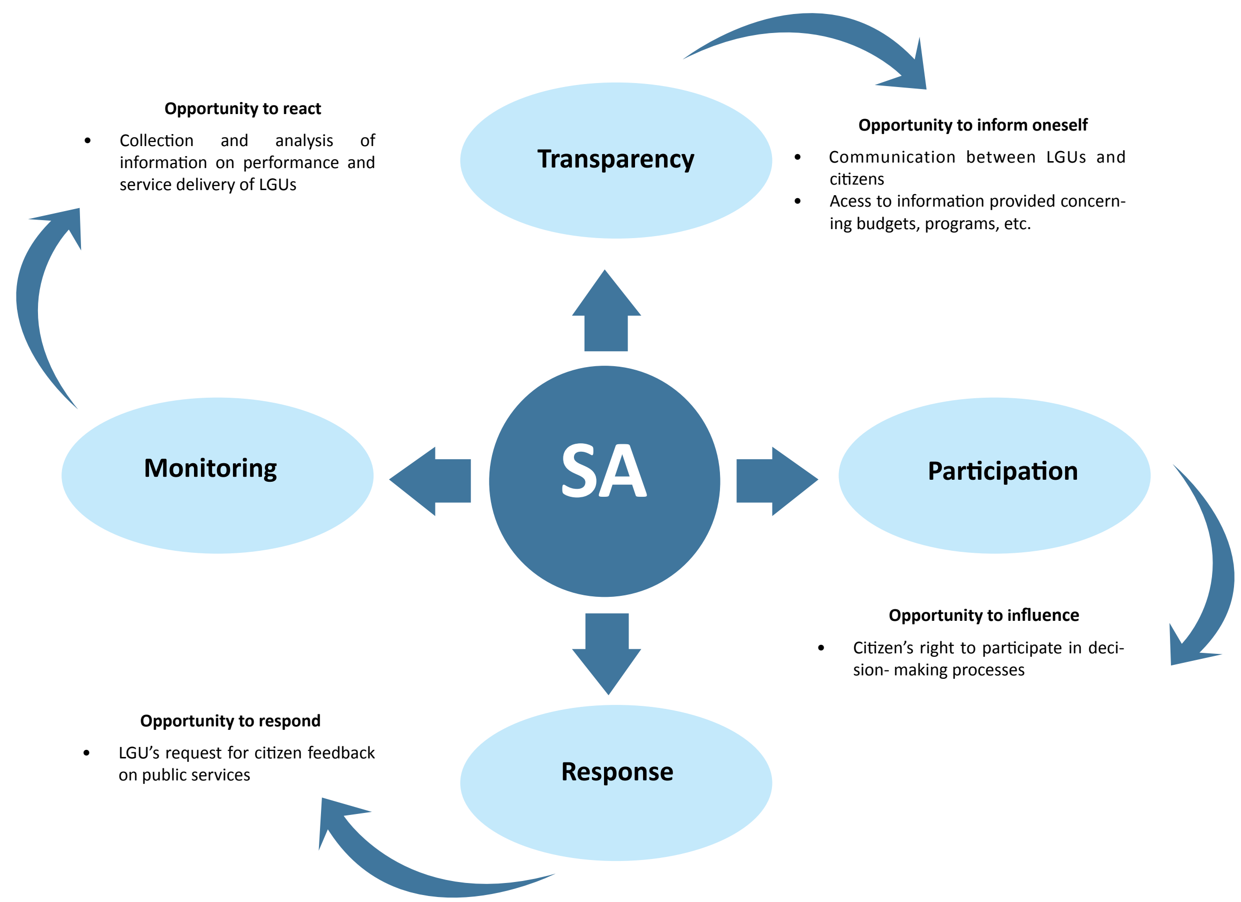
Participation is citizens' right to participate in and provide feedback with regard to local government's decision-making processes. Citizens can engage in strategic planning, budget formulation, complaints system, etc. and use mechanisms for resolving disagreements (e.g. complaints handling mechanisms, office of the ombudsman). A precondition from the government is to provide support for enabling an appropriate environment for negotiation.

Transparency is about supporting processes that enable access to information for citizens in the public domain, which may include: systematic reporting on local government operations, budgets and expenditures, public programs, new policies and priorities; increasing citizen awareness and understanding of laws, rights, budgets, policies through public campaigns; and enabling collective action by CSO, media and stakeholder coalitions.

Monitoring is the systematic collection and analysis of information to enable stakeholders, as third-party monitors, to determine whether local governments are implementing their responsibilities according to the law. It includes national government and citizen monitoring of local governments' budgets, effectiveness, and service delivery through mechanisms such as participatory monitoring (social audit), budget tracking, media investigations, independent budget and policy analysis, formal oversight mechanisms (parliamentary committees), multi-stakeholder commissions etc. Civil society and the media play an important role in third-party monitoring.

Response is the capacity and willingness from local governments to identify and respond to citizen needs and preferences, as well as local governments' request for citizen feedback. It comprises feedback on citizen complaints, response to needs assessments, performance awards, service delivery innovations, forums to introduce specific government policies, etc.

Figure 3. The four pillars/dimensions of SA[26]



22 "Key elements of a functioning social accountability system", Powerpoint presentation by Katrin Schaefer (GIZ Head Office) at a round table discussion on the 30th of January 2013, Ramallah.
23 UNDP, Reflections on Social Accountability – catalyzing democratic governance to accelerate progress towards the MDGs, New York, July 2013, p. 3.
24 World Bank, Social Accountability: An Introduction to the Concept and Emerging Practice, Social Development Papers, Paper nb. 76, December 2004, pp. 3-4.
25 World Bank, Social Accountability in Palestinian Governance and Service Provision – Issues and Opportunities, June 2012, p. 4.
26 World Bank, Social Accountability in Palestinian Governance and Service Provision – Issues and Opportunities, June 2012, p. 5.

The next table (Table 1 - Accountability mechanisms by dimension and pillar) categorizes existing mechanisms of SA according to the dimension of accountability (horizontal/vertical) and the pillar under which they fall.

Table 1 – Accountability mechanisms by dimension and pillar[27]

	Participation	Transparency	Monitoring	Response
Horizontal accountability		- Parliamentarian right to information - Governmental communication	- Parliamentarian investigation commission - Parliamentarian audit - Permanent parliamentarian supervisory bodies - Internal public administration control mechanisms (e.g. four-eye principle, revision, signature procedures, rules and regulations) - Court's audit (Budget and accounts audit) - Independent judicial proceedings relating to the separation of powers (judiciary control over executive / legislative)	- Measurement contracts (performance-based) between central and local authorities and between ministries and agencies - Target agreements for employees of the public sector - Delegates (equality, integrity and environmental delegates)
Vertical accountability	- Mobilization through civil society - Mobilization through governmental communication - Elections - Citizens' decisions - Petition for a referendum - Participatory budgeting - Roundtables - Planning processes - Other participatory actions (Information, Consultation, Co-decision)	- Creation of public sphere and public opinion through media - Information and awareness-raising through civil society - Information and awareness-raising through governmental communication - Proactive information through public administration - Public speeches/debates - Public audit - Budget Tracking	- State regulation (competition control, media councils) - Seal of approval / Certification - Explanation of grievances - Monitoring tools for provision of public services (e.g. Citizen Score Card; Public Hearings; opinion polls) - Independent trials (citizens' demand for accountability to state institutions)	- Ombudsman - Investigation methods by NMRI - Arbitration procedure - Complaint mechanisms - Petitioning

27 Table provided by Katrin Schaefer, GIZ Head Office, May 2013.

5. Success factors for SA interventions

The Paris Declaration, in 2005, has highlighted "**mutual accountability**"[28] between donors and development partners as a key principle for the quality of aid and its impact on development. This principle was reaffirmed in the Busan Forum on Aid Effectiveness (2011)[29]: "Mutual accountability and accountability to the intended beneficiaries of our cooperation, as well as to our respective citizens, organizations, constituents and shareholders, is critical to delivering results. Transparent practices form the basis for enhanced accountability." This principle was translated into a development approach on accountability focusing on the implementation of mechanisms according to international best practices (VS local experiences). Aligned to external project/program cycles and demand-oriented (VS supply-oriented), this approach has also put a strong emphasis on CSOs (VS network of various stakeholders)[30].

However, by focusing on the mutuality aspect between donors and development partners, this approach has hidden the domestic dimensions of accountability and has neglected crucial stakeholders at stake. As a result, accountability interventions have been implemented in different development contexts regardless of local realities and specific features. Nevertheless, recent studies have demonstrated that certain mechanisms can work in a given sector, but not in another one, depending on many underlying factors. Moreover, SA tools successfully developed in the Brazilian and Indian contexts had been widely replicated in other countries, with mixed results. A recent assessment conducted by the World Bank has pointed out that "context is critical in shaping, making and breaking SA interventions" and that "there are significant challenges associated with transplanting a successful SA model from one context to another"[31].

Moreover, without the direct participation of citizens in SA mechanisms, it has been proved difficult to ensure quality of services, to respect the priorities of the population and to integrate marginalized and vulnerable people's views in the planning and implementation of public projects. [32]

These observations have led to the development of the **systemic approach**, which focuses on the adaptation of SA interventions to local contexts and realities, according to the "best fit" (VS "best practice") principle. Several recent findings shape this new approach, as the World Bank study underlines:

- "SA is more likely to be effective when it promotes change in both "supply" and "demand."
- It is the quality and strength of pro-accountability networks across state and society that often account for success rather than the characteristics of individual actors.
- The use of high-quality and relevant information appears to be a key ingredient, and the media may play a role in this regard. However, information alone is unlikely to bring about change—action and sanctions are needed.
- A SA initiative tends to have more traction in places where the problems and issues it focuses on are perceived as highly important and significant by the actors involved.
- SA processes appear more likely to bring about sustainable reform when they support "organic" domestic pressures for change.
- SA appears more likely to be effective when it builds on locally legitimate formal and/or informal accountability mechanisms.
- SA interventions that take a multipronged approach, working on answerability and enforcement aspects, have been found to be more effective.
- The conditions for effective SA tend to take a long time to emerge, which suggests that SA interventions would be wise to take a longer time horizon."[33]

28 "Mutual accountability: Donors and partners are accountable for development results." In Paris Declaration for Aid Effectiveness, 2005.
29 Fourth high level forum on aid effectiveness, Busan Partnership for Effective Development Cooperation, Busan, Republic of Korea, 29 November - 1 December 2011, p. 3.
30 GFA Consulting Group, *La redevabilité sociale, une approche systémique pour renforcer le processus de la décentralisation au Niger*, Rapport final de la mission du 11 au 24 mai 2014 a Niamy/Niger, May 2014, pp. 3-14.
31 World Bank, *Mapping Context for Social Accountability, - A Resource Paper*, Washington, 2013, p. ix.
32 GFA Consulting Group, *La redevabilité sociale, une approche systémique pour renforcer le processus de la décentralisation au Niger*, Rapport final de la mission du 11 au 24 mai 2014 a Niamy/Niger, May 2014, pp. 3-14.
33 World Bank, *Mapping Context for Social Accountability, - A Resource Paper*, Washington, 2013, pp. xiii-xiv.

SA interventions are strongly influenced by a range of underlying political, legal, social, cultural and economic factors. These factors play an important role in determining the feasibility and likelihood of success of SA initiatives. Some aspects of the *enabling environment* are so critical that they can almost be considered prerequisites for SA.

Many factors shall be considered before selecting any of the SA tools (s. Figure 4 – Enabling environment), such as:

- Implementation of rule of law, checks and balances, separation of powers
- Political will and commitment to improve accountability
- Fulfillment of fundamental political and civil rights: freedom of expression, freedom of assembly, freedom of association, right to information, political participation
- A vibrant, professional and active civil society that is able to or has the capacity to fulfill basic functions: acting as change agent and giving impetus for societal development; being a driving force in promoting democratic culture; advocating for the fulfillment and respect of human rights; playing the role of watchdog with regards to the government's actions
- Quality and freedom of a pluralist media

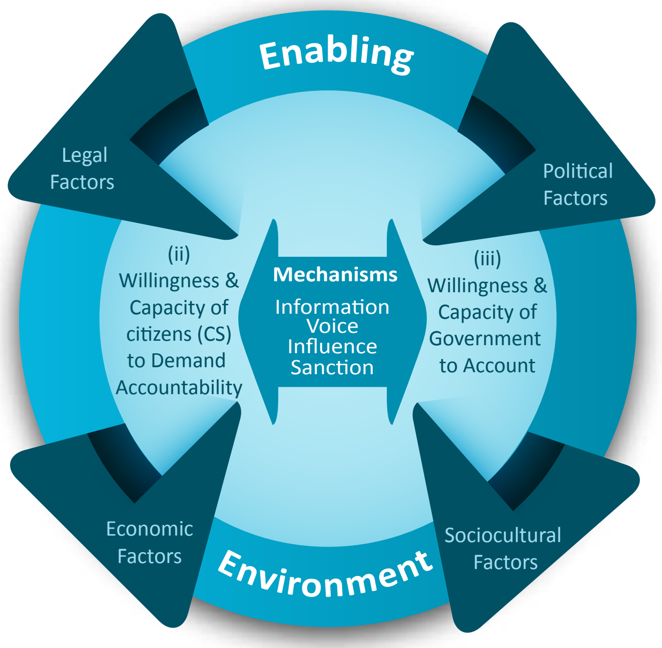


Figure 4 – Enabling Environment[34]

The willingness and ability of citizens and civil society to actively seek government accountability from the one hand, and the willingness and ability of politicians and civil servants to account to the people on the other hand, are also critical factors in the success or failure of SA initiatives. As the World Bank points out: "in order to be effective, social accountability mechanisms often need to be preceded or complemented by efforts to enhance the willingness and capacities of citizens, civil society and government actors to engage in actions to promote a more enabling environment."[35] Mobilization and capacities of the civil society/citizens as well as political will, commitment and capacities from the government (at the national and local levels) determine to a great extend the outcomes of any SA initiative.

34 World Bank, *Social Accountability Sourcebook Chapter 2 – Social Accountability: What does it mean for the World Bank?*, p. 12.
35 World Bank, *Social Accountability Sourcebook Chapter 2 – Social Accountability: What does it mean for the World Bank?*, pp. 12-13.

The World Bank[36] has summarized the key contextual domains and sub dimensions influencing SA as follows (Table 2 – Summary of the key contextual domains and subdimensions that influence SA):

Table 2 – Summary of the key contextual domains and subdimensions that influence SA

Six contextual domains	Key domain subdimensions
1. Civil society	- Technical and organizational capacity - Capacity to build alliances across society - Authority, legitimacy and credibility of civil society with citizens and state actors - Willingness of civil society to challenge accountability status quo - Capacity of citizens to engage in SA - Willingness of citizens to engage in SA
2. Political society	- Willingness of political/elected elites to respond to and foster SA - Willingness of state bureaucrats to respond to and foster SA - State and political elite capacity to respond to SA - Democratization and the civil society enabling environment - The nature of the rule of law - The capacity and willingness of political parties to support SA
3. Inter-elite relations	- The developmental nature of the political settlement - The inclusiveness of the political settlement - The organizational and political capabilities of the political settlement - Elite ideas/norms of accountability underpinning the political settlement
4. State-society relations	- The character and form of the social contract - History of state-citizen bargaining (long- and short-term) - State-society accountability and bridging mechanisms (formal and informal) - The nature and depth of state-society pro-accountability networks
5. Intra-society relations	- Inequality - Social exclusion and fragmentation
6. Global dimensions	- Donor-state relations - International power-holder accountability - International political and economic drivers

In conclusion, a "tools-based" approach, solely focusing on the implementation of SA tools without taking into consideration the local context as well as underlying social and political processes at stake, needs to be avoided by all means. An exact understanding of the political, administrative, historic, social and cultural background is crucial before starting the implementation of any SA mechanisms, in order to avoid hindrances and ensure successful outcomes of the initiatives. Moreover, an in-depth analysis of the linkages between existing *accountability* mechanisms (e.g. institutional arrangements and incentives for governmental staff) and existing *social accountability* mechanisms also needs to be conducted as a prerequisite for any SA intervention.

36 World Bank, *Mapping Context for Social Accountability, - A Resource Paper*, Washington, 2013, p. xiii.

6. Benefits of SA

Benefits of the systemic approach of SA are numerous and concern citizens as well as the government at the local and national levels. Indeed, through dialogue processes between the citizens, governmental officials and service providers conducted during the implementation of SA mechanisms, citizens can learn about the limitations and challenges faced by local governments in the provision of services. This leads to an increased trust of citizens towards government, thus reinforcing government's credibility.

Moreover, SA initiatives empower citizens by providing room to inform them about their rights and responsibilities and by creating space for citizens' participation in the planning, budgeting and monitoring of public services. Particularly, SA mechanisms incentivize the inclusion of groups that are not adequately represented in decision-making processes, such as women, youth, people with disabilities, etc. In turn, well-informed citizens, who understand their rights and responsibilities in the provision of public services, are more likely to pay their fees and taxes, thus increasing revenues of the local governments towards an efficient provision of public services. Service delivery is also improved through SA tools of service assessment and monitoring, which help defining challenges and shortcomings in public services and help prioritizing adequate changes and adjustments, according to the citizens' preferences and needs.

In addition, those mechanisms prevent abuse of power and corruption and ultimately contribute to achieving good governance. In particular, SA initiatives support decentralization and reform processes by creating bridges between the citizens and local governments through dialogue processes, in order to make sure that local government services are better aligned to local preferences.

SA also enhances development effectiveness, thus contributing to the achievement of the MDGs[37]. Studies have shown that SA initiatives have „enhanced development outcomes by strengthening links between governments and citizens to:

- Improve the efficiency of public service delivery and increase the responsiveness of services to a range of users;
- Improve budget utilization;
- Emphasize the needs of vulnerable, marginalized and traditionally excluded groups in policy formulation and implementation;
- Tackle gender-based imbalances;
- Demand transparency and expose government failure and corruption;
- Facilitate links between citizens and local governments in the context of de-centralization;
- Construct new democratic spaces for political engagement and ensure that existing spaces are used to the best possible effect“[38].

Last but not least, UNDP points out that in fragile, conflict and post-conflict settings, SA is „critical to the success of building a responsive, inclusive, resilient state (...). Voice, participation and empowerment are central to both conflict management and inclusion and to mechanisms for citizens to set the responsiveness agenda (and thus monitor the international humanitarian and national state delivery of services)“. Therefore SA initiatives can play an important role in building resilience and ensuring social cohesion in the Palestinian context.

7. How to enforce SA?

Sanctions give SA power and teeth (s. enforceability). SA initiatives use a range of formal and informal rewards and sanctions.

In a democratic system, the strongest mechanisms that citizens dispose of to sanction state action are free and fair elections (on local level as well as on national level). By (re-)electing or recalling their representatives, citizens can express their assessment of the performance of decision-makers (ex-post). Beyond that,

37 However, a recent study minimizes the scope of success towards the achievements of MDGs, pointing out that "None of the interventions studied could clearly demonstrate impact towards the MDGs. Rather, they conclude that the contribution of these initiatives was in terms of more intermediate changes such as changes in the behavior and practice of public officials and some changes in policy." Joshi Anuradha, Do they work? Assessing the Impact of Transparency and Accountability Initiatives in Service Delivery, Development Policy Review, 2013, p. s34.

38 UNDP, July 2013, p. 6.

elections can also have an ex-ante effect in a way that elected political decision-makers will direct their action with regard to upcoming elections. However, democratic accountability will only have an ex-ante effect in terms of responsiveness and more citizen orientation of state action if citizens are in the position to participate in political processes and to continuously monitor state action. That means citizens must also have the right to voice their political views between elections and in other ways than casting a formal vote[39]. (s. section 6. Enabling environment)

Box 2

Benefits of systemic approach of SA

- Better understanding and awareness of civic rights and obligations
- Better and more realistic understanding of challenges and constraints faced by government
- Helps citizen to play a proactive and responsible role in local governance
- Empowers citizens, particularly underrepresented social groups in decision-making (women, youth, people with disabilities, poor people…)
- More informed policy design and improved public service delivery
- Strengthens a constructive relationship between citizens and government, notably in a fragile context
- Growing citizens' trust in government can lead to increased resources revenue collection

Informal mechanisms of sanction or reward usually rely upon creating public pressure, for example, through media coverage, public displays of support or protest, meetings between citizens and public officials, and petitions.

When necessary, citizens groups should be in a position to appeal to formal means of sanction or enforcement to effect change, for example, by presenting evidence to a corruption control agency, appealing to a public ombudsman or filing a legal claim through the court system. Often, however, such means may be absent, ineffective or inadequate to effect real change. In such cases, citizen actions might aim to reveal the inadequacies of these mechanisms, lobby for their reform or seek to improve their effectiveness through enhanced public participation.

In this frame, freedom of information and expression is essential to enhance transparency and to actively fight corruption. Free and independent media are key in this context. They exert essential control functions. In addition, by providing and processing information, free and independent media enable other actors (civil society organizations as well as oversight institutions) to exercise their monitoring functions. Furthermore media offer a platform for social dialogue and thus contribute to the shaping of political opinion[40]. As stated by the UN General Assembly in its very first session in 1946: "Freedom of information is a fundamental human right and (...) the touchstone of all the freedoms to which the United Nations is consecrated."[41] Freedom of expression is also mentioned in the International Covenant on Civil and Political Rights (ICCPR), a multilateral treaty adopted by the United Nations General Assembly on 16 December 1966, and in force from 23 March 1976. It commits its parties to respect the civil and political rights of individuals, including the freedom of expression: "Everyone shall have the right to freedom of expression; this right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of his choice."[42]

Information is essential to make the right decisions. According to Transparency International[43], when information is not freely accessed, corruption is more likely to increase. If citizens lack proper access to information, they might lose some of their rights to basic services. Corrupt governments can also hide their

39 GIZ, Chapeau Paper for the conceptual classification of accountability in the promotion of Good Governance, September 2012, p. 3.
40 GIZ, Chapeau Paper for the conceptual classification of accountability in the promotion of Good Governance, September
41 United Nations General Assembly, Resolution 59 (1), 14 December 1946.
42 United Nations General Assembly, International Covenant on Civil and Political Rights, 16 December 1966.
43 http://www.transparency.org/

illegal actions by controlling media or manipulating information, thus preventing citizens to access basic public good-related information. Box 3 summarizes the main elements of freedom to access information in the fight for corruption:

Box 3

The importance of access to information and its linkages to the prevention of corruption

- Citizens' right to access information is an important pivot of a democratic society.
- It increases transparency regarding the economical situation of the state, including public debt.
- Information enables citizens to evaluate the performance of officials and to properly choose whom to vote for in elections, based on data provided by authorities.
- It increases citizens' awareness on corruption and corrupt individuals.
- It helps providing evidence against corrupt officials so they can be brought to justice.
- It helps monitoring governments.
- It reveals human rights violations.

In this frame, laws on access to information are essential to ensure that governments comply with their commitment towards the UN resolutions and recognize that information owned by public authorities is a public asset; and that access to information is a vital aspect of democracy. As such, the objective of laws on access to information is to make governments more transparent and accountable to their people. It also demonstrates the scope of transparency of public authorities. As of April 2014[update], the ICCPR has 74 signatories and 168 parties.

However, Transparency International's recent researches indicate that access to information is still limited in the Middle East and North Africa; in most countries of these regions, laws on access to information are either not existing or not applied. The majority of countries in the North of Africa and Middle East are ranked very low according to international standards on corruption, which indicates the existence of constraints that limit the level of transparency and accountability.

In Palestine, there is no law on access to information yet. Therefore SA initiatives are crucial in order to mitigate this gap and promote transparency and accountability of the government at the national and local levels. The next section focuses on selected SA tools aiming at promoting these key aspects as well as other concepts previously mentioned, such as participation and monitoring.

Section 2

SA Tools

This section gives an overview of selected SA tools with their methodology of implementation, designed in a practical way. It does not constitute an exhaustive list of the existing SA mechanisms[44], but rather provides the reader with a selection of tools that were introduced to the partner CSOs in the frame of capacity building packages; most of them were implemented during the pilot phase of the LGP's SA interventions in 2013[45].

The present manual has been reviewed at the end of the pilot phase with the implementing partners and in collaboration with the MDLF and the MoLG, in order to ensure that the methodology used fits with the Palestinian context[46].

Section 1.5 (Success factors for SA interventions) has highlighted the primary importance of **context** in shaping appropriate SA mechanisms with successful and sustainable outcomes. This means that the methodologies presented in Section 3 are relevant for the Palestinian context, but shall not be transferable as such in another context. Moreover, it implies a regular adaptation of the present manual according to the successes and challenges encountered by SA practitioners and implementing bodies of SA initiatives in Palestine.

Implementing bodies

The tools presented in this section can be implemented directly by the **municipality** or in partnership with a **CSO**. During the pilot phase of intervention, some partner municipalities have encouraged the creation of so-called **SA monitoring committees**, who can also be responsible for the implementation of the tools. SA monitoring committees are volunteer citizens' elected bodies established to monitor and support the local council in decision-making processes, as well as to follow-up on municipal response to citizens' complaints. In order to have a functioning SA monitoring committee, the local council members (especially the mayor) shall support the process and commit to collaborate with the monitoring committee. The relationship between the monitoring committee and the municipal officials are usually regulated through a **Memorandum of Understanding (MoU)**.

In addition to the monitoring committee, a person should be appointed by the municipality to act as a **SA focal point**. This employee is in charge of coordinating the activities together with the SA monitoring committee and the municipality, and can act as a facilitator between the citizens and the municipality during the workshops, events and meetings organized in the frame of the tools' implementation.

44 For an exhaustive list of mechanisms, refer to Figure 3 - Accountability mechanisms by dimension and pillar (chapter 1, section 4) of the present manual.
45 The following tools were implemented during the phase: Community Score Cards, Social Audit, Citizen Charter, Public Hearing, Multi-stakeholder Dialogue. The Mystery Visitor and Citizen Report Card tools were presented to the implementing partners during training courses. The Participatory Budget mechanism is part of a pilot project co-funded by GIZ and SDC in 2014. The Youth Participation tools are part of a pilot project implemented by GIZ in 2013-14.
46 It is worth mentioning that future pilot interventions using other SA mechanisms shall be reflected in later editions of the present document.

Note to the reader

Participation of marginalized and vulnerable groups in the SA tools

SA is about integrating all groups of citizens in the decision-making processes, with a particular attention to the vulnerable and marginalized ones. These groups usually do not have their say in those processes, which often leads to decisions that do not take into account their specific needs. Experience from the pilot interventions has shown that some specific strategies need to be in place in order to mobilize women, youth and people with disabilities to participate in and contribute to meetings, workshops and public events. In order to ensure the inclusion of diverse groups from the civil society in the SA tools, it is advised to:

1. Contact associations or CBOs representing vulnerable and marginalized groups at the beginning of the process and organize information meetings to explain the aims of the project, the project activities and the importance of participating in such events.
2. Organize several workshops targeting different population groups, for instance: one group with women, one group with men, one group with youth, and one group with people with disabilities. This ensures the contribution of vulnerable and marginalized groups in the process, by enabling people to speak freely about their daily issues regarding public services and to give their opinion without encountering social pressure.
3. Organize meetings, events and workshops at a convenient time of the day, in order to enable women and youth to participate. In order to ensure women participation, it is advised to organize a child care service during the meetings and workshops (e.g. hire a person who looks after the children, so that their mothers can attend the SA sessions).

1. Citizen's charter

Notes on Use:

Main Focus	Monitoring
Purposes	- Improvement of the quality of services by publishing standards users can expect for each service they receive. - Citizen's charters (CC) provide users with a base for requesting an explanation if the standards are not met. - If citizens are well informed about their rights as clients of public services and about existing complaint mechanisms to voice grievances, they can exert considerable pressure on service providers to improve their performance. - From the municipalities' perspective, citizens are informed through the charter about their responsibilities to pay taxes in order to ensure maintenance and to improve quality of services. - The standards to which service providers commit themselves are useful yardsticks for monitoring and evaluation of service delivery. - This SA tool can easily be combined with other tools (e.g. Monitoring Committees)[1].
When to Use	Used as a proactive kick-off process by government to make service provision more transparent and to increase taxes revenues. Preferably done for one public service at a time.
Level of implementation	National and Local Level.
Level of difficulty	Low
Actors	Committee with different stakeholders from the civil society and municipality to design the charter.
Setting / No. of participants	Up to 15 people
Facilities	Meeting room for the working group Big hall for the launching of CC
Costs	Low
Notes	Charters can be published through different channels to reach a wide audience (newspaper, back of invoice, leaflets, panels etc). To make the charter a living document, adequate follow up mechanisms need to be in place.

Background

The citizen's charter (CC) was first introduced in 1991 in the United Kingdom (UK) by the Prime Minister John Major as part of a series of initiatives to open up the government at all levels, in order to drive up standards and to shift the balance of change into the hands of people[47]. This first initiative in the UK had been spread to a wide number of countries who launched similar initiatives to create CCs, in order to improve the quality of the provided public services. Countries which launched CCs in their public institutions include: Belgium (1992), France (1993), Malaysia (1993), Spain (1993), Canada (1995) and Australia (1997). Nowadays, CCs are being used by many countries around the globe to enhance the quality of provided services in various fields. India, for example, has implemented its first CC in 1994 when consumer rights activists drafted a charter for health service providers. Twelve years later, in 2006, 767 charters had been drafted by various government agencies in India[48].

47 A Guide to Developing and Implementing a Citizen's Charter, Center for Good Governance, Andhra Pradesh (India)
48 A Guide to Developing and Implementing a Citizen's Charter, Center for Good Governance, Andhra Pradesh (India)

The first official CC in Palestine was drafted by the municipality and the citizens of Jabalia (Gaza strip), with the support of a local CSO, as part of the pilot project implemented by GIZ to introduce SA in Palestine. The charter, which was officially launched in November 2013, determines the quality standards of municipal water service provided by the Jabalia Municipality to its citizens. Other CCs were also developed in the frame of the pilot projects in Al Qarara and Bani Suheila municipalities (Gaza strip) and in Tafouh, Dura, Beit Fourik and Qabatia municipalities (West Bank).

What is a citizen's charter?

A CC is a document that informs citizen's about:

- The service entitlements they have as users of a public service,
- The standards they can expect for a service (time frame and quality),
- Remedies available for non-adherence to standards, and
- The procedures, costs and charges of a service.

A CC is being defined as an expression of an understanding between the citizen and the service provider about the quantity and the quality of services received. In other words, it is a document that lists the rights of the public and the obligations of the public servants along with the information necessary to redress grievances or submitting complaints. In a CC, the service provider declares the commitment to provide the service with the listed quality standards, and informs citizens about the costs of the service, how to obtain information about the service, as well as how to voice their complaints if the standards are not being met by the provider. CCs can be used in any institution that provides services to the public. Sometimes, it is also being used by private companies.

For the purposes of this manual, CCs are described in the context of local governance: they are documents developed by service providers and local government officials in consultation with a group of citizens, which are publically signed by municipalities to inform all citizens about service entitlements, standards, grievance redress, information and fees related to a particular municipal service. For example, the Jabalia CC previously mentioned includes, amongst others, the declaration of the municipality's commitment to provide 130 liters of water for each citizen daily. It also includes the methods of obtaining information about the service, the fees citizens need to pay for the service, and the grievance redress method:

Jabalia municipality CC, 2013

Benefits of a CC

In service provision, there is always an equation between the expectations of service users and the limitations faced by service providers. Service users, in our case the citizens of a city, want to receive high quality municipal services (for example, municipal water pumped to their houses 24 hours a day; garbage collection vehicles to collect garbage from their homes twice a day). On the other hand, service providers, the municipality in our case, have often scarce resources that limit their performance to provide services in a level that matches citizens' expectations. They may have a limited number of wells and water extracted has to be divided into for thousands of houses. They have limited number of garbage collection vehicles and there are thousands of homes to collect garbage from.

Therefore the CC tool is one way to provide a logical balance in this equation between the limitations of service providers and the expectations of citizens. In a CC, municipal officials and citizens agree on quality standards that the municipality is capable of providing and maintaining for a given public service. For example, the charter states that the municipality is committed to pump municipal water 6 hours per day, or that garbage collection vehicles will collect waste once every second day. Thus, having a CC informs citizens on what standards to expect regarding a given service, on the one hand, and the municipality commits to certain performance standards, on the other hand.

Another benefit of the CC is that it provides guidelines for municipal employees on the minimum level of performance required. This results in reducing the deterioration and variation of service quality caused by variation of human performance.

If applied properly, CCs have a significant impact on improving the quality of public services, as they provide measurable standards that elected local council members and mayors may strive to comply with in order to show their good performance.

Prerequisites to implement a CC:

a) Involve all stakeholders in the process*:* Service users, local government officials and service providers should be integrated into all stages of the process: designing the charter, as well as monitoring its implementation and its follow-up. If a charter is designed without the involvement of all stakeholders, the probability that the charter results in the intended impact is much lower. If a municipality designs a charter for a particular service without the involvement of citizens or local CSOs, citizens may not understand the goal behind the charter; they might even think about it as another paper issued by the municipality that might be worthless. Therefore, by bringing service users and service providers to one table, the discussion about the contents of the charter brings about a better mutual understanding for each other's limitations and demands.

b) Do not promise more than you can deliver*:* While service users should be given a chance to voice their demands, it is important that the charter contains only commitments that the providers can realistically fulfill. There is a tendency for municipality officials to give great promises as their ultimate objective is to satisfy their electorate. If the municipality declares in a charter that it is committed to pump water 12 hours per day while they have capacities that enable them to pump a maximum of 6 hours for each residential area, this may result in loss of trust from citizens towards the municipality. The idea behind the charter is not to give high promises but rather to give realistic promises, in order to gain the trust of citizens and to give them the opportunity to raise their voice if those promises are not fulfilled. However, the promises need to be adapted to the reality. They should be based on a truthful spirit from municipal officials to improve the provided service, instead of worsen it. In other words, the standards should be set at a level that encourages the agency to improve its performance in service delivery, without being unrealistic.

c) The citizen's charter is a process: Designing the written document is not a one-off exercise with a final outcome. The document is just one step in the process of strengthening SA. To have a long-term impact, it needs to be disseminated widely, be put to use and reviewed periodically. It is not enough that the mayor or the municipality official gives order for municipality employees to implement the quality standards mentioned in the charter; the charter will achieve the intended impact only if it is seen as a new culture for the municipal staff, a culture that thrives for better quality of the services provided. This culture might need much more than orders from the mayor to comply with the standards, it might need additional trainings, additional awareness raising workshops for the employees, and sometimes additional Monitoring and Evaluation (M&E) measures.

d) Importance of dissemination and awareness-building: In order to achieve the goal of improving service delivery it is important that:

- The charter is written in an understandable language
- The charter is well-known by both users and providers (staff at all levels)

  If citizens are well informed about their user-entitlements and able to voice their concerns in case of unsatisfactory performance, this will give the providers a feeling of being monitored and pressured to perform well.

e) Enforcement through complaints procedures: There is a danger that CCs remain a paper-exercise if the complaint mechanism is ineffective. Often, the users have limited scope for action if their complaints are ignored (apart for when the charter is legally binding). For good enforcement, service providers need adequate internal complaints handling procedures or a consistent feedback mechanism. This might be achieved through a M&E system, involving a periodical review and update of the charter. Municipality officials should ensure with all possible means that the complaints of citizens are not ignored and that the standards mentioned in the charter are adequately met.

How to Proceed?

Phase 1 – Preparatory work

- Formation of a **Working Group** to formulate the charter: the charter must be framed not only by senior experts but by interaction with the municipal staff who will finally implement it and with the users (individual organizations, citizens). (s. Box 4 – Composition of Working Group)
- **Identification of all stakeholders** and major services by the Working Group
- Consultation with service users/stakeholders/staff (primarily at forefront level) and their representative associations for **determining the standards** of outputs/services etc. provided

Box 4

Composition of Working Group

- 1-2 Representatives from Local Council
- 2- 3 Representatives from Department Heads (one of them acts as the secretary of the group)
- 2-3 Representatives from forefront level staff
- 2 - 3 Representatives from civil society (CSOs, citizens)

Phase 2 – Designing Draft Charter

- **Formulation** of the charter by the Working Group (s. Annex 1)
- **Circulation** amongst various service users, management level and staff for comments/suggestions, coordinated by Department Head (secretary of Working Group)
- **Modification** of charter to include suggestions and publication of the comments and suggestions (to ensure transparency of the process)

Phase 3 – Finalization of Charter (on a later stage, when the process is institutionalized)

- **Approval** by the mayor
- Submission of a copy of the charter to the Complaints Unit within the MoLG
- Formal **launching/release** of the charter: a launching event can be organized with the local government officials, service providers and a representative group of citizens. It is advised to convene media in order to get a good coverage of the event and raise citizens' awareness of the charter.
- Sending copies to all stakeholders involved

Phase 4 – Implementation

- Ensure wide publicity of the charter: Conduct **awareness campaigns** for informing general public about the charter, its aim and citizens' entitlements with regards to the services provided. Copies of the charter shall be sent to all stakeholders and their representatives, associations etc.
- Put up the charter on the municipal website. Some information about the charter should be available on the municipal website, with an explanation on the reasons of inclusion or exclusion of comments and suggestions made by the stakeholders during the process (s. step 2).
- **Organize training, workshops** etc. for service providers so that they align their actions to the commitments made in the charter, in order to ensure proper implementation of the CC.

Phase 5 – Follow-up, Monitoring & Evaluation

- Set up a M&E system to **assess** the service providers' performance vis-à-vis commitments made in the charter on a regular basis and keep the Head of the Department informed.
- **Review** the charter at least every six or twelve months and revise if needed: The assigned secretary and head of service department shall be the responsible person for reviewing the charter. Specific tasks are: to arrange for regular internal and external evaluation of CC implementation in the organization and assessment of the level of satisfaction among citizen/client; to report to the organization on a regular basis; to take necessary steps for review/revision of the CC, based on the feedback/assessment/evaluation (s. Box 5).
- **Publish data** relating to performance of the organization vis-à-vis commitments made in the CC, in the Annual Report and share with citizens/clients, using appropriate media.

Box 5

How to conduct an evaluation?

Frequency: Ideally on a quarterly basis, mandatory on a yearly basis.

Methodology:

1. The data collection takes place in the form of surveys distributed to service providers and ideally to service users:

a. Internal evaluation: Self-assessment should be practiced with staff to assess how well they think they are delivering services.

b. External evaluation: A survey may be done with the help of voluntary organizations or by directly distributing a questionnaire to randomly selected samples of the public/users of the service.

2. Data collected are entered in an information system to be able to measure progress achieved during the last quarter in comparison with the previous quarter.
3. Evaluation report must be widely publicized within and outside the organization.
4. Evaluation must provide a reward system ("Charter Mark System") for staff who provide a highly qualitative service.

2. Public Hearing

Notes on Use:

Main Focus	Monitoring
Purpose	A Public Hearing (PH) aims to inform citizens or to solicit their opinion regarding an issue, decision, or a course of action intended to be taken by the municipality.
When to Use	When municipal officials intend to build more understanding about citizens' perspective related to a certain issue, or when there is an issue of public concern that affects a considerable part of the community.
Level of implementation	National and local level.
Level of difficulty	Low
Actors	Committee/task force incl. the municipality and the CSO in charge of implementing the tool. Participants of the PH are citizens, municipal staff and local authorities
Setting / No. of participants	Up to 300 citizens; a representative number of municipality staff and municipal officials (municipal providers, members of the local council)
Facilities	A conference room or a hall big enough for the expected number of participants.
Costs	Medium: - promotional campaign - conducting the meetings (hall, hospitality, facilitator)
Notes	To make the public hearing more effective, intensive planning and dissemination of information is required. PHs are consultative meetings and are therefore not binding. This tool can easily be combined with other tools e.g. CSC or CRC.

Background

Public hearings (PH) have been used by democratic governments around the world as a consultative tool with citizens since decades and are widely spread nowadays, as the OECD points out[49]: "In the United States a hearing is attached to the notice-and-comment procedure as needed. Hearings tend to be formal in character, with limited opportunity for dialogue or debate among participants. Experimentation with "online" hearings has begun. In Germany, a regulatory agency circulating a proposal for comment may arrange a hearing instead of inviting written comments, or may do both. In Finland, where hearings are a relatively new approach, a hearing is usually arranged instead of, or combined with, the invitation of written comments. In Canada, hearings are a formal part of the development of all primary regulatory law – conducted by committees in Parliament. Regulatory departments also often hold public consultation meetings, particularly on major regulatory or secondary legislation proposals".

49 OECD, Regulatory Policy Division, *Background Document on Public Consultation, p. 5.*

What is a PH?

PHs are formal public meetings at the community level where local officials and citizens have the opportunity to exchange information and opinions on community affairs. A PH can be viewed as a forum where individual citizens, citizens groups and local officials come together to exchange information and opinions about civic issues before action is taken[50]. A typical example would be public hearings of community budgets.

Although the primary goal of a PH is to solicit the views and opinions of citizens on a decision, PHs can also be used to inform citizens and give clarifications about certain aspects of the service provision. For example, if the municipality has decided to relocate one of the vegetable markets in the town, while citizens are opposing this process, municipality officials have the opportunity to conduct a PH in order to inform citizens and to clarify why the relocation process is beneficial to the town or the neighborhood.

Let us take an example to illustrate this tool. During the pilot intervention, the municipality of Beit Lahia had 40 projects in its SDIP for the year 2014. However, it was impossible for the municipality to implement all these projects during the year, due to technical and financial constraints. Therefore, the local authorities organized a PH with the support of a CSO, in order to solicit citizens' opinion about the most needed projects and prioritize these in the implementation process. During the PH, municipality officials explained to the citizens the reasons and aims of the PH. Afterwards, technical staff from the project department in the municipality exposed to citizens the 40 projects and their intended impacts on the municipality's development. Citizens were given the opportunity to raise questions about the projects and were requested to fill out a questionnaire in order to prioritize the projects they believe to be the most needed. The scores of questionnaire were analyzed by the CSO and 10 projects were identified as priority for the implementation of the SDIP.

Benefits of a PH

- **Promotion of trust between the citizens and the local authorities**: the PH provides an opportunity for the local authorities to share information, give accountability and legitimization to public decisions, and engage in public education and community empowerment exercises[51]. In this regard, it promotes trust between citizens and local government, which is a necessary element in ensuring a stable democracy. Moreover, by informing the citizens on project planning and implementation, the authorities can clarify the issues and challenges they face, which led to take certain decisions.
- **Empowerment of the citizens**: The PH can provide a platform for potential power sharing in the community. In-between elections, it enables citizens to raise their voice and/or receive information on the decisions taken by the local council.
- **Positive attitude of citizens towards the municipality**: By implementing a PH, local authorities show that they are engaging with service users. It demonstrates their willingness in acquiring citizens' input on local issues. This can have a positive impact on citizens' opinion about their municipality and can incentivize the citizens to regularly pay taxes and fees for the services they receive.

50 International Center for Policy Studies, Citizen Participation Handbook - People's Voice Project, Ukraine: August 2002, p. 101.
51 International Center for Policy Studies, Idem, p. 101.

Box 6

Combination of PH and broadcastings of local council sessions

During the pilot intervention of 2013 in Palestine, the municipalities of Beitunia, Sair, Arrabe and Nablus have combined broadcastings of local council sessions with a PH.

Methodology: The issues to be discussed were defined by the municipal officials in consultation with the partner CSO previous to the session. The municipal council members also received an orientation workshop about how to manage public broadcasting sessions. In parallel, citizens were informed about the broadcasting in advance, in order to ensure a large participation of the public.

On the day of broadcasting, a camera was installed in the local council meeting room. The meeting was broadcasted in live on a screen installed in another meeting hall, where citizens were sitting (the session can also be broadcasted via the municipal website and other channels, such as social media or TV). After the broadcasting session, the local council members came to the meeting hall for a PH to answer citizens' questions about the issues discussed during the local council meeting (s. detailed methodology of PH in the following sections).

Prerequisites for the implementation of these combined tools: Applying this methodology requires prior approval from the municipal council. Municipal officials' readiness to transparency and openness are essential prerequisites. They should be prepared to disseminate transparent information to the public. Moreover, the broadcasting shall be recorded and made available to citizens that could not see the session in live, in order to ensure a wide dissemination of the information.

Prerequisites to implement a PH

- **Openness from the local authorities**: The PH requires openness from the governmental officials to be questioned publicly about service provision and their responsibility to act. Some preparatory sessions might be organized by the task force in order to prepare them and ensure that their attitude is not accusative/defensive during the PH.
- **Understanding the aims and outcomes of the PH**: PHs are not binding to municipality officials unless they commit during the PH that they will apply the outcome of the hearing. They should be seen as consultative measure that enhances the knowledge of municipality officials about citizens' perspective. Since municipality officials are responsible for their vote as elected representatives, they are responsible at the end to take the right decision based on the various aspects affecting the issue in question. To this end, it should be clarified to the public how the outcomes from the PH will be used in official decision-making.
- **Local authorities' willingness to follow-up in decision-making processes**: It is also important that municipality officials commit to take the outcomes of the public hearing seriously in the decision making process, in order not to weaken future PHs.

Broadcastings of local council sessions, West Bank, 2013

How to proceed?

The following table clarifies the various phases and steps in conducting a PH.

Preparation Phase	**1**	**Identify the issue, purpose and stakeholders of the PH**
	2	**Select date, time and place**
	3	**Select and train staff**
	4	**Prepare and advertise information for the PH**
	5	**Define the roles of stakeholders and the modalities for collecting opinion during the PH**
Implementation phase	**6**	**Prepare the hall and agenda of the PH**
	7	**Explain purpose and present information to the public**
	8	**Solicit public opinion about the issue**
Finalization phase	**9**	**Create a municipal working group and a monitoring committee to follow up on the outcomes**
	10	**Finalize the PH report**
	11	**Disseminate to the public**

Step 1 – Identify the issue, purpose and stakeholders of the PH

- **Identification of the issue**: The first step in the preparation phase is to identify the issue for the meeting. Is it, for example, the construction of a new road? The rehabilitation of the sewage network in a neighborhood? The relocation of a market? It is crucial that the PH tackles only one issue and has one purpose. Otherwise it might be difficult to manage.
- **Identification of the purpose**: After identifying the issue, municipality officials must identify the purpose of the PH. For example: Do we want to understand the perspective of citizens regarding the relocation of the market? Do we want to identify the most needed projects from the citizens' perspective? Do we want to find a solution to a certain issue in a participatory way with citizens? Or do we want to explain to citizens why municipality has taken a certain decision? Explicit and early identification of the purpose of the PH is very important as it is a determinant factor for the success of the PH.
- Contacting relevant stakeholders: The implementing organization (CSO or municipality) should then contact all the stakeholders having a stake in the issue (for example municipal providers, local authorities, local CSOs, private companies, etc.) and solicit their involvement in the frame of a task force to organize the event (s. box 7).

Box 7

Organizers of the event

A fixed group of people (a CSO, a Task Force Committee or an Advisory Group) should be responsible for planning, implementing and following-up the event. This group shall represent all stakeholders involved in the issue. The organizers also need support from the local council, who need to be kept informed from the beginning of the process and shall be central players during the PH.

Step 2 – Select date, time and place

- **Selection of the date and time**: The date shall be selected to adequately allow for necessary preparations. Normally, the preparations for a PH take between 3 to 4 weeks, depending on the experience of the organizers. This step involves also identifying the starting time of the PH. Selecting the appropriate time for conducting a PH depends on the target group in question: the more citizens attend, the more successful the PH will be. Generally, a PH shall not be conducted during working hours, as most people are likely to be at work. Another aspect that shall be taken into consideration is the suitability of the time for women. In some communities, it might be difficult for women to attend an activity in the evening. In that case, the organizers shall consider the possibility of conducting during the weekend, for example.
- **Selection of the location**: Shall the PH be conducted in the culture center of the town? The municipality? A library? A sports club? Or in the facilities of a local CSO? The most important aspects to consider are: Is the place accessible to most of the citizens? Is the place big enough to welcome the amount of citizens expected? The venue needs to provide a good visibility and audio-visual equipment, to make sure that all participants can see and hear properly.

Step 3 – Select and train staff

- Conducting a PH requires the availability of some persons to assist in the organization and implementation of the public event. This involves the moderator, some facilitators and staff for welcoming citizens. The success and effectiveness of the PH depends to a great extent on the skills and abilities of the staff involved. Thus, staff must be carefully selected to ensure that they have the required skills. Further training might be required in order to capacitate the staff on the tool and on facilitation skills.
- The most critical person in the staff involved is the main moderator. He or she must possess specific qualities to manage the discussions, in order to avoid deviating from the purpose of the PH. Choosing a professional and impartial moderator capable of handling conflict and enforcing ground rules is therefore essential, and will increase the likelihood that citizens and officials overcome their mutual suspicions and openly discuss the issues at stake.

Step 4 – Prepare and advertise information for the PH

- **Prepare information to the public:** Having well-informed citizens significantly enhances the success of the PH. If citizens are not properly informed about the issue and the purpose of the PH, it might most likely fail to achieve its purpose as citizens may deviate from what is actually intended to be discussed. Therefore, organizers must prepare all necessary information about the issue in question and what the municipality intends to achieve through the PH. It is important to explain the purpose of the PH so that citizens understand why they should attend. For example: „The municipal council organizes a public hearing to understand the perspective of citizens in location X towards the construction of a new road".
- **Advertise the PH:** The campaign should begin about one month before the event until the day of public hearing. The advertising process involves informing citizens of target group about the intended PH; its purpose, date, time, and place; and also requesting the participation of targeted citizens while explaining why their participation is important. It is advised to convey an image about the issue to be discussed: the image needs to be simple and strong, in order to attract the attention of citizens and enable discussions. Photos and drawings such as blueprints can be used to this end.
- The issue should be well-advertised in the community to allow people to discuss issues with friends and family beforehand. The advertising process shall utilize all convenient methods including: local radio and TV, billboards, newspaper ads, ads in public places etc. all target population who are likely to know about the PH must be able to read the information. This can be achieved by printing brochures, referring citizens to the website, or having a radio session that disseminate this information (s. Box 8).

> Box 8
>
> **Public Promotional Techniques**
>
> - Advertisements, billboards, posters
> - Public service announcements
> - Announcements in mosques
> - News conferences/releases, special events
> - Brochures
> - Editorials, articles, reports, feature stories
> - Radio broadcast
> - Social media, newsletters
> - Direct mailing
> - Word of mouth
>
> *Source: International Center for Policy Studies, Citizen Participation Handbook - People's Voice Project, Ukraine: August 2002, p. 102.*

Step 5 – Define the roles of stakeholders and the modalities for collecting opinion during the PH

- **Identify the role of people intervening**: To maximize the chances to reach the PH purpose and to minimize the risk of confusion during the meeting, a clear identification of the roles of the stakeholders involved in the discussion shall be made beforehand, in particular the municipal officials and staff. The following questions must be answered: Who will do the presentation(s)? Who will answer the questions of the citizens? For example, if the PH involves explaining an issue regarding water distribution to citizens, the most qualified persons to give this clarification are the technical engineers in the water department. Citizens might also want to hear from their elected municipal council, their mayor or the city manager about policies and decision-making related to the issue. All relevant stakeholders should be approached well in advance for booking the date of the event and preparing their intervention. It is also important to set out time frame for presenting and discussing the issue, incl. speaking time for each individual (s. Box 9).

> Box 9
>
> **Preparing ground rules for participation**
>
> Questions to consider when preparing the meeting:
>
> - What are the roles of all people involved?
> - What is the time frame for discussing each issue?
> - How many times will individuals be allowed to speak?
> - How much time will each individual be allowed to speak?
> - How will the input be handled?
> - How will the input be utilized once the hearing is over?
>
> *Source: International Center for Policy Studies, Citizen Participation Handbook - People's Voice Project, Ukraine: August 2002, pp. 103-104.*

- **Identify how to collect citizens' opinion** *(this is required if the purpose of the PH is only to provide more information to citizens)*: The way to solicit opinions during the PH depends on the type of information required and the number of citizens participating. The following questions shall be answered: do we only need a "yes or no" reply from citizens about a certain decision to be made? Or do we look for suggestions? Do we look for prioritization of some projects? If only a "yes or no answer" is required, citizens participating in the meeting can simply raise their hand, and the organizers count them. But if a prioritization is needed, for example, and 100 citizens are attending the meeting, raising the hand or giving the floor to everyone are not realistic options. Therefore, organizers must consider using other tools, such as a questionnaire to be filled out by citizens.

Step 6 – Prepare the hall and agenda for the PH

- **Prepare an agenda**: A clear agenda for the PH is to be prepared at this stage (s. Box 10). The agenda shall be designed to allow for proper discussions, proper dissemination of information, and proper opportunity for citizens to raise their questions.
- **Arrange an appropriate setting**: The features of the hall where the PH is held can affect the success

of the whole activity. A careful preparation of the setting involves the reception of citizens, their seats, the way municipal officials will be seated, and the presentation of information related to the issue. A table should be set up at the room entrance/in the hall with all relevant material (flyers, brochures, agenda of the event etc.).

- **Appoint staff to diverse tasks**: An assisting group shall be appointed to prepare the room, welcome participants and press relations, manage audio-visual equipment and ensure democratic participation during the meeting (e.g. "microphone holders"). Somebody from the assisting group shall be appointed to manage a list of participants including their name and contact details, in order to inform them on follow-up activities. Another person should be appointed to record the meeting or take comprehensive minutes including all issues raised, relevant questions/comments and recommendations from the public and promises to take action from the officials.

Box 10

Example of an Agenda

Let us take the example of a PH held under a project aiming at strengthening public participation in local policy development process in Ternopil, a city located in western Ukraine. The agenda prepared for the public hearing on "Education Reform" was the following:

1. The creation of an Education Advisory Board under the auspices of the mayor's office
2. Educational financing issues
3. Pre-school educational issues
4. Student motivational issues
5. Appropriateness of a school uniform
6. The need for self-selection of a major topic of study in last academic year of high school

Source: International Center for Policy Studies, Citizen Participation Handbook - People's Voice Project, Ukraine: August 2002, p. 106.

Step 7 – Explain purpose and present information to the public

- **Introduction of the PH**: After welcoming the citizens, it is important to remind them about the specific purpose of the PH in order to minimize the risk of deviation or confusion. It is also essential to explain ground rules to the participants in order to keep the discussion productive and lively. After explaining the purpose and the rules, the mayor or a representative of the municipal council might wish to say a quick word regarding the issue.
- **Explanation about the issue**: Afterwards, technical staff shall provide relevant information to the public concerning the issue at stake. In order to maximize the ability of citizens to digest this information, diverse presentation tools shall be considered, such as PowerPoint presentations, videos, etc. Citizens might need further information about the issue. Therefore, it is important to allow them to raise questions. It is the responsibility of the main moderator to ensure that all questions raised and statements made are relevant to what is being discussed.

Step 8 – Solicit public opinion about the issue

- **Collection of information:** This step might not be required if the purpose of the PH is only to provide more information to citizens. If the purpose is to obtain a feedback about citizens' opinion regarding the issue, this step is essential. However, it can be cumbersome and must be therefore well prepared and managed by the organizers and the moderator(s). The organizers must decide on how to solicit opinions during the planning phase, as explained on step 5 ("Define the roles of stakeholders and the modalities for collecting opinion during the PH"). The collection of information takes place according to the selected approach in function of the number of participants ("yes or no" by raising hands, giving the floor to the participants or filling out a questionnaire).
- **Open discussion with the municipal officials about citizens' recommendations:** after the necessray information has been collected, the municipal officials have the opportunity to answer the citizens' recommendations and publicly commit to take related actions for solving the issue at stake.

Step 9 – Create a municipal working group and a monitoring committee to follow up on the outcomes

These two groups can be formed at the end of the PH or later on, in parallel with the finalization of the report.

- **Form a municipal working group:** If individuals or municipal officials agree during the PH to take action, they should be held accountable and report on the follow-up activities which illustrate their commitment. An internal municipal working group can be created to follow-up on the issues and recommendations discussed in the PH.
- **Form a monitoring committee**: Moreover, a monitoring committee shall be set up (if not already existing) to monitor the activities resulting from these commitments. This committee should keep in mind the following questions: Did the municipal officials take decisions in compliance with the recommendations of the citizens? Did they take a different decision due to other relevant factors? The results should be fed back to the community through some information in the local newspapers, media campaigns etc, in order to ensure the legitimacy of the process and build trust between authorities and citizens.

Step 10 – Finalize the PH report

- After the PH, organizers are responsible to issue a report that documents the discussion and the citizens' recommendations/opinion, based on the minutes taken during the PH. If municipal officials have made some commitments or promises, these should imperatively be included in the report. Every statement should be impartially recorded.

Step 11 – Disseminate to the public

- After the finalization of the PH report, organizers are responsible to inform the public about the outcomes of the process, namely the discussions during the PH, the decision(s) made by the municipal council and the reasons for it. The report has to be submitted to the government officials and to the PH participants (via the participants list) and as soon as possible after the hearing. The dissemination process for a wider public can utilize different information channels such as the municipality website, local news websites and newspapers. The more citizens access this document, the more efficient and transparent the activity is.

3. Community Score Card

Notes on Use:

Main focus	Monitoring
Purpose	The Community Score Card (CSC) aims at strengthening citizens' voice by creating a channel for direct feedback about a public service between service providers and service users. It enhances community empowerment and helps build a trustful relationship between service users and providers. The process can also lead to quick and tangible results in terms of service delivery improvements**.**
When to Use	When openness is established in a way that allows the community to monitor public service provision. To be conducted for one public service at a time.
Level of difficulty	Medium to High
Level of implementation	Local Level
Actors	CSO, representatives of the community, service providers, representatives of the local government
Setting / No. of participants	2 committees need to be set up, consisting of community members on the one hand and of municipal staff and local council members on the other hand. For the interface meeting, wide participation of the community is expected.
Facilities	Meeting rooms for the committee meetings Hall for interface meeting
Costs	Medium
Notes	In order to ensure success of the initiative, strong sensitization activities have to be conducted to ensure maximum participation of all stakeholders (service users and providers, local authorities etc.) For the interface meeting an excellent facilitator needs to be chosen.

Background

The CSC tool was first introduced by CARE Malawi in 2001. Since then, the CSC has been widely used by various other organizations which have adapted the methodology and developed other manuals. In Palestine, five experiences of CSC were initiated in the frame of the GIZ pilot intervention on SA in 2013: two in the Gaza strip (Jabalia municipality for solid waste collection and Khan Younis municipality for water management) and three in the West Bank (Qabatia and Dura municipalities for hygiene and Tafouh municipality for electricity provision).

What is the CSC?

The CSC is a hybrid technique combining the social audit and the CRC tools. The CSC is both a process and a tool through which community members evaluate performance of a particular service and have a say in project management. It provides an opportunity for direct feedback and dialogue between the users and providers of a given service. CSCs lead not only to improved transparency and accountability, but also to the empowerment of service users.

The implementation process of the CSC involves 6 steps. For example, carrying out the CSC for the service of solid waste collection involves:

1. Evaluate existing resources to deliver the service (how many garbage collection vehicles are available, how many workers are assigned for each neighborhood, how many garbage vehicles exist in each neighborhood).
2. Compare the level of existing resources with the entitlement level of those resources (for example: there is 1 solid waste collection worker per 1,000 citizens while there should be 3 workers).
3. Obtain the evaluation of service users of the service (for example, the time interval between two collections is high, the number of vehicles available is too low, etc.)
4. Obtain the evaluation of service providers of the same service.
5. Set an interface meeting between the service providers and representatives of the service users to discuss the variation between their evaluations and come up with an action plan to improve the quality of the provided service.
6. Institutionalize the practice by re-conducting the process again every specified period (six months for example) so that service users regularly monitor the quality of the service, provide their feedback to service providers, and further improve/refine the action plan.

Benefits of CSC

- **Promotion of trustful relationship between citizens and the municipality**: During the CSC process and especially during the interface meeting, citizens (service users) are given the opportunity to interact with the municipality (service providers and local council members). Municipality officials have the opportunity to learn what citizens have to say with regard to a particular service, what are their key priorities and needs as well as the issues they face. Municipality officials can also explain to the citizens what are their constraints and limitations regarding the service and explain why some propositions made by the citizens cannot be implemented, for instance, due to a lack of financial capacities. Hence, the CSC tool improves the relations between service providers and service users since they engage in a continuous dialogue to improve a particular public service. It helps to create common understanding of the prevailing problems and possible solutions.
- **Empowerment of citizens**: The CSC creates the opportunity for citizens to take ownership for some public projects by involving them in the decision-making and monitoring process concerning service delivery. They are given the opportunity to voice their challenges, needs and priorities regarding the provision of a particular service and to publicly hold the municipal authorities accountable for qualitative and efficient service provision.
- **Joint responsibility regarding public services**: The CSC process creates a common ground for shared responsibilities between service users and providers regarding the decision-making and monitoring of the quality of services. By applying the CSC methodology, municipality officials do not hold the entire responsibility in case of failure, as the decisions are taken through a participatory approach together with the citizens.

Prerequisites to implement the CSC

- **Openness of service providers:** For CSC findings to be effective, service providers must be open to external feedback and willing to make total improvements in service delivery. The leadership orientation of service providers shows their willingness to listen and respond to citizens, and the types of processes and protocol they support. Where service providers are not receptive to citizen feedback or interested in making internal improvements service providers may dismiss the CSC findings and impact may be limited.
- **Importance of mobilizing all relevant stakeholders**: Effective implementation of the CSC requires the integration of different groups of citizens (including vulnerable and marginalized groups), CSOs and service providers in all the phases of the process. Moreover, convincing government officials, especially the mayor, to participate in the interface meeting is crucial for the success of CSC initiatives, as those are the final decision-makers concerning the action plan. Their commitment to ensure the implementation of the activities agreed upon during the interface meeting is therefore crucial.

How to proceed?

The following diagram provides an insight on how to implement the CSC tool:

Preparatory work

- Identify the service in question.
- Identify all stakeholders.
- Inform all stakeholders about the process and its importance.
- Request their participation.

Develop input tracking matrix

- Identify the inputs: the resources allocated for each service point to deliver the service. For example: number of solid waste collection workers, number of vehicles per 1000 citizens, level of substances (such as chloride) in supplied water.
- Discuss with municipality and citizens what is the reality concerning those inputs.
- Obtain information on international standards or from basic law regarding the inputs citizens are entitled to receive.
- Complete the input tracking matrix.

Carry out score card with citizens (service users)

- Identify priority issues for citizens.
- Develop standards for assessing priority issues.
- Complete the score card by scoring against each standard and explaining the scores.
- Generate suggestions for improvement.
- Consolidate citizens' priority issues and suggestions for improvement.

Carry out score card with municipal staff (service providers)

- Conduct general assessment of the service provision.
- Develop standards for assessing the quality of the provided service.
- Complete score card by scoring against each standard.
- Identify priority issues.
- Generate suggestions for improvement.

Carry out interface meeting and develop action plan

- Citizens present their findings from the score card.
- Service providers present their findings from the score card.
- Citizens and municipality (service providers and local council members, incl. mayor) both discuss to identify priority issues and prioritize them together.
- A detailed action plan is develop based on the prioritized issues. Both citizens and municipality should identify the logical actions to improve the service.
- Agree on responsibilities for the activities agreed upon.
- Complete the Action plan based on the agreed priority issues/actions/responsibilities.

Step 1 – Preparatory work

- **Identification of the public service**: The organization planning to carry out the CSC should start by identifying the service in question. The CSC shall not be carried out for several services or all services of a municipality at once. The identification of the service should be done in a participatory way with citizens, based on their needs and priorities.
- **Identification of stakeholders**: After identifying the service, the implementing organization should identify all potential stakeholders. Stakeholders regarding the water provision might include, for example: Community (s. Box 11), service providers from the water department, local council members (incl. mayor) and private companies working in the field of water. These stakeholders should be informed about the process, what is being planned, and the intended objectives to be achieved at the end of the project implementation. Stakeholders' inputs at this stage are crucial, as they might anticipate problems that the implementing organization is not aware of, or provide suggestions to facilitate the process.

> Box 11
>
> **Community representativeness in the CSC implementation**
>
> Community representativeness is essential for the success of the process. The goal of the CSC is to come up with a service assessment reflecting the reality as well as proposed actions for service improvement that are representative of **all the groups of citizens** living in the municipality. Therefore, the implementing organization is advised not to proceed without effective participation of representatives from all identified citizen groups. Those should include, for example:
>
> - CSOs active in the sector
> - community traditional leaders/active members of neighbourhood committees
> - women and youth activists
> - active citizens who advocate for the enhancement of service provision
> - citizens from vulnerable communities (people with disabilities, poor people, etc.).

At this stage, the implementing CSO should contact the local authorities and explain them the process and their specific role during the interface meeting. It is crucial to obtain their go-ahead regarding the implementation of the tool, because their inputs and commitment in the interface meeting and beyond are essential to the achievement of successful outcomes at the end of the process.

- **Planning of the project's timeframe**: The implementing organization sets up a timeframe to implement the five next steps:
  1. Assessment in the field and research to develop the input tracking matrix
  2. Organization of community workshop on identification and prioritization of issues
  3. Organization of community workshop to score the standards (2 to 3 days after the first workshop)
  4. Organization of service providers workshop to score the standards (during or after the community workshops)
  5. Organization of the interface meeting between the community and service providers (the date should be determined together with the local authorities in advance)

Step 2 – Develop input tracking matrix

Input tracking is the process of **assessing the level of actual inputs (resources) and compare them to the level of inputs (resources) that citizens are entitled to**. Inputs are the resources allocated in each stage and layer of the process in order to deliver the service.

To properly understand the concept of input tracking, let us consider the following example: We are planning to have a dinner at home where 10 people are invited. To serve our dinner in a proper way, we need 10 chairs, 10 plates, 10 forks, 10 knives, 10 spoons, and enough food for the 10 guests. When we count what we actually have, we find out that we have only 5 chairs, 5 plates, 5 forks, 5 knives, 5 spoons and we have the food for the 10 guests. **Input tracking is comparing what we actually have to what we should have to serve our dinner in an appropriate manner**. Chairs, dishes, plates, forks, knives, spoons, and food are the inputs to our dinner. 10 is the level of entitlement of those inputs, meaning that it is the level of the resources we should have to serve the dinner in an appropriate manner. 5 is the level of actual inputs we actually have. The input tracking matrix is thus drafted as follows (Table 3):

Inputs	Input entitlement	Actual
Chairs	10	5
Plates	10	5
Forks	10	5
Knives	10	5
Spoons	10	5
Food	10	10

Table 3 – Input tracking matrix

Similarly, to deliver the service of solid waste collection, for example, let us say that there should be 10 workers for 1,000 citizens, 3 wheelies for every 1 km^2, 2 trucks for 1,000 citizens. If we actually have only 3 workers for 1,000 citizens, only 1 wheelie for every 1 km^2, and only 1 truck for 2,000 citizens, the input tracking matrix for this service is drafted as follows:

Inputs	Input entitlement	Actual
Number of workers	for 1,000 citizens 10	for 1,000 citizens 3
Number of wheelies	for every 1 km^2 3	for every km^2 1
Number of trucks	for 1,000 citizens 2	for 1,000 citizens 0.5

In order to conduct the input tracking, the implementing organization should therefore comply with the following procedure:

1. **Identify the inputs** (resources) that should be allocated by the municipality to deliver the service.
2. **Obtain information about the actual level of inputs** (resources actually allocated), by conducting interviews in the field with the service providers and the citizens.
3. **Research in the basic law or in international service standards** what is the entitlement for those inputs (resources that should be allocated according to the standards).
4. **Complete the input tracking matrix** (s. table 3)

Input tracking in Khan Younis on water service, 2013

Step 3 – Carry out score card with citizens (service users)

- **Organization of first workshop with the community representatives** in order to identify the issues related to the service (s. Box 12). These should be split into different groups for discussions, according to their specific needs and priorities (e.g.: one group with women, one group with youth, one group with CSOs, etc.). Those discussions should be facilitated by the staff from the implementing organization, which was properly trained on the CSC tool and understand well the intended aims of the workshop.

Box 12

Examples of issues regarding public services

Issues about water provision:

- Water is being pumped only two hours a day.
- Water is being pumped during power outage time.
- Water is salty and is contaminated.
- Water bills contain unjustifiable fees.

Issues about solid waste management:

- Garbage is not collected regularly enough, thus leading to hygiene and bad smell issues.
- Citizens need to walk a long distance to dispose of their garbage in an official disposal place.
- There are not enough workers assigned.
- Workers do not clean properly.
- There are no garbage bins in the streets.

Workshop roll-out:

a) The first step is to ask the groups to discuss issues related to the service. Key questions for facilitating the discussion are: What are the service aspects that bother citizens? Which things are not going well? Which factors would ease daily life of citizens? (s. Box 12).

b) After the different groups identified their main issues, each group presents its issues to the other groups. Facilitators should write every single issue mentioned. Afterwards, they ask participants to prioritize those issues by completing a table of issue prioritization (s. Table 4):

Issue	priority	reasons

Table 4 – Issue prioritization matrix

c) After completing the table on prioritization of issues, facilitators thank participants for their time and agree with them on the date for the next meeting in order to conduct the scoring process. Scoring process should not be conducted long time after prioritizing the issues; two to three days is the optimum timeframe.

- **Definition of standards for the issues identified by the implementing team**: Back at the office, facilitators should start developing standards describing the issues identified.

Community meeting with women to complete scoring matrix in Jabalia, 2013

The issues raised by the community represent problems they face. In order for both citizens and service providers to be able to score those issues, they should be represented by standards that can be scored. Facilitators need to think about terms representing the issues so that they can be scored; those ***terms*** are referred to in the process of CSC as ***standards***.

For example, a standard that can be used to measure the issue *„Water contains too much salt or is contaminated"*, is *Quality of Water.* A standard that can be used to measure the issue *„Garbage is not collected regularly enough, thus leading to hygiene issues and bad smell"*, is *In-between intervals of waste collection.*

Facilitators should develop standards describing the issues, group all issues that can be represented by one standard and develop a group score card matrix (Table 5):

Group 1 (name): Women and youth	Date of Scoring:…………………..					
Standard	Score					Reasons
	Very poor = 1	Poor = 2	OK = 3	Good = 4	Very Good = 5	
Quality of water		x				- Water contains too much salt - Water is contaminated
Quantity of available water per day	x					Only 30 liters per day available instead of 100
Standard 3: ….						

Table 5 – Group score card matrix

- **Organization of second workshop[52] with the community representatives to score the standards:** Once the scoring matrix is ready, the scoring process can start. A second workshop is organized (no later than 2 or 3 days after the identification of issues, as mentioned above) where the different groups of citizens should be recomposed.
  a) Each facilitator should present the community score matrix to its group and ask them to score the standards. Each score should be identified by the group after a thorough discussion. For example, when scoring the standard „Quality of Water", members of the group should discuss what problems exist in the quality of water (Is it salty? Is it contaminated?). After discussion, the groups write down their score based on their discussion and the reasons why they chose that particular score.
  b) When all groups have completed the scoring matrix, a presentation of all scoring matrices takes place. A representative from each group presents the matrix scored by his or her group and explains the reasons for choosing those scores. Facilitators should write notes and control the discussion.

     The objective is to come up with a scoring matrix that represents all the opinions of the different groups. To obtain this, facilitators need to consolidate the scores. This should be carried out in front of all participants by completing the following table:

Standard	Score by group 1	Score by group 2	Score by group 3	Score by group 4	Consolidated score	reasons
Standard 1: Quality of water	2	1	2	2	1.75 = 7/4	
Standard 2: Quantity of available water	1	1	1	2	1.25 = 5/4	
… :Standard 3						

Table 6 – Score consolidation matrix

52 Instead of organizing two workshops, depending on availability of the community representatives, the process can be done in one time. However, in this case, a long break has to be planned between the issue identification session (corresponding to the first workshop) and the scoring of standards session (corresponding to the second workshop), in order to give enough time to the facilitators to identify the standards.

The consolidated score can be obtained either by taking the average of all scores (= score of group 1+2+3+… divided by the number of groups), or by discussions between all participants, if those agree on a score other than the average.

c) The next step after completing the consolidated score matrix is to **generate suggestions for improvement**. Facilitators should initiate a brain storming session for participants to identify solutions that can improve standards ranked low, and to maintain or to further develop standards with higher scores. For example, the standard of quality of water got a consolidated score of 1, which is very bad. Participants should be asked "*what are the feasible solutions to improve the quality of water*?"

   Facilitators should direct discussions so that solutions are applicable and write down everything. When solutions get agreed upon by participants for the improvement of each standard, facilitators write down the agreed solutions in the consolidated community score card matrix, as follows (table 7):

Standard	Consolidated score by community	reasons	Suggested solutions
Standard 1: Quality of water			Suggested solution 1
			Suggested solution 2
			Suggested solution 3
Standard 2: Quantity of available water			
… :Standard 3			

Table 7 - Consolidated community score card matrix

d) When the community score card matrix is completed, **facilitators inform participants about the interface meeting** (that should be scheduled in advance with the municipality but not long after this workshop) and request their participation in it. They ask participants to **nominate** one or two people to present the matrix in the interface meeting and thank them for their time.

Step 4 – Conduct score card with municipal staff (service providers)

Organization of a score card workshop with the service providers (also called self-evaluation workshop) either after the community score card has been completed or at the same time. The process for the providers is essentially the same as for the service users. However, the pace for identifying issues of concern and standards with service providers is often much faster because of the level of knowledge of the providers regarding their service. The standards generated by service providers are usually similar to those of the community because the service providers often identify the same issues but from a different angle.

Score card process with municipal providers in Jabalia, 2013

One difference is that providers may have one or two additional standards not mentioned by the community. The pace is also faster because it is usually not necessary to consolidate scores, since the service generally come from only one department (they shall normally share the same perspective). Therefore, it is advised to conduct only one workshop where service providers define issues and standards, score the standards and provide solutions (instead of two workshops).

At the beginning of the workshop, the facilitator reminds the staff (service providers) that the aim of the CSC is to improve service quality and not to openly criticize their work (s. Box 13). If the mayor or any municipality official previously made any promises to improve the service, this should also be mentioned. The same sequence as described for the community scoring workshop takes place, as follows:

> Box 13
>
> **Importance of facilitation**
>
> It is crucial to explain to the service providers that the aim of the score card process is not to accuse individuals about poor quality of services but to improve service delivery. This requires a shift or change in attitude of the staff to be open minded and critical thinkers while taking part in the scoring process. Therefore, the implementing organization should carefully choose the facilitator: s/he shall be trusted by the staff and sufficiently mature to lead.

a) Present the input tracking matrix.
b) Identify issues.
c) Develop standards describing the issues.
d) Score against the standards (consolidation of the scores may not be needed, as mentioned above).
e) Generate solutions to improve the service in each of the standards.
f) Complete the service provider score card as in the following table:

Standard	Score by service provider	reasons	Suggested solutions
Standard1			Suggested solution 1
			Suggested solution 2
			Suggested solution 3
Standard2			
Standard3			

Table 8 – Service provider score card matrix

After completing the service provider scoring matrix, the facilitator informs participants about the date of interface meeting, explains the aims and proceedings of the meeting, and ensures their participation in it.

Step 5 – Conduct interface meeting and develop action plan

The interface meeting is a **public meeting where the two sides present their score cards and their suggested solutions to improve the service and discuss to agree on an action plan to improve the service**. It is crucial to ensure the presence of key decision-makers (mayor and local council members), in order to have their direct feedback on the issues raised by the score cards results and to obtain their commitment to implement the action plan. The interface meeting should invite all stakeholders participating in the CSC implementation, as well as other citizens interested in the findings of the process. It is also advised to convene the media, in order to disseminate the results of the process, to present the content of the action plan and to report on the local authorities' commitment to the action plan. The interface meeting should be very carefully prepared, as it is a crucial step in the CSC process. Interface meeting have strong potential of failure since attendants tend to be confrontational, due to the sensitiveness of some issues raised and the type of setting (meeting gathering citizens and municipality). Therefore it requires a staff with excellent moderation skills. (s. Box 14).

> Box 14
>
> **How to minimize the risk of confrontations during the interface meeting**
>
> - **Creating common ground between service users and the municipality through a strong slogan**: Defining a slogan such as "Together, let's think for a better service!" can create an atmosphere that is not confrontational and participatory. The implementing CSO can have the slogan printed on a huge banner in the meeting hall, on the T-shirts of facilitators and on the documents shared with the audience.
> - **Selection of a strong facilitator**: It is crucial that the person introducing the aims of meeting and facilitating the discussion during the meeting has a strong personality and the trust of both service providers and community. It is advisable that the same person makes the presentation and facilitates the discussions. He or she must have a solid understanding of the CSC's aims, should possess excellent moderation skills and a good sense of humour, and should be involved in the CSC process from the beginning. This person should explain ground rules for communication at the beginning of the meeting:
>   - The roles of all people involved
>   - The timeframe for discussing each issue
>   - How many times will individuals be allowed to speak
>   - How much time will each individual be allowed to speak
>   - How will input be handled
>   - How will input be utilized once the hearing is over
>
>   S/he should regularly remind participants of the meeting's aims, which is to think together in order to improve the service, not to blame or criticize each other.

Interface meeting roll-out:

a) The meeting can start with official speeches by the mayor, a representative of the implementing organization and a representative of the community. After the speeches, a presentation shall be made by the implementing organization in order to describe the process that has been carried out so far and to explain the aim and proceedings of the meeting. This step is essential to ensure that participants understand what to expect from the meeting and that they do not deviate from the track defined by the facilitator (s. Box 14).
b) **The representative nominated by citizens should present the results of the score card carried out by the community**. It is advised to show the CSC matrix to the audience (screen, copies on the tables) to ensure that people keep focused during the presentation. The audience should be given the opportunity to ask questions with regard to the findings.
c) **A representative of the service providers should make a presentation about the findings of the service provider score card**. If the matrix by service providers contain standards that are not mentioned in the community matrix, the representative of the service providers should explain those standards

and why they might be considered important since they might define some technical aspects[53] that the community does not understand. The audience should be given the opportunity to ask questions in regard to the findings.

d) After the presentations, the facilitator should ask the audience to identify the most crucial standards and prioritize them. It is important that the facilitator reminds the participants that **this stage only aims at identifying the most crucial standards and prioritize them, not discussing particular/individual problems**. He or she should direct discussions towards this end. A good way to come with a unified prioritization of standards between community and service providers is to vote against each standard (by the use of questionnaires or by raising hands).

When the prioritization process is complete, the matrix of action plan including the standards by priority order should be presented in front of the audience on a flipchart or on a projector screen, as follows:

Action Plan to improve the service of: …………….. As a result of conducting the CSC by the citizens of ….. and the municipality of….. Date: ………./……/…………… Date of evaluation of performance:……./……./……………					
Standard	Action (activi-ties needed to improve the (service	Who will lead it? (who have the main respon-sibility to carry out the (action	With whom? (any other supportive (?bodies	Comple-tion date	Resources
Priority standard 1	Action 1 Action 2				Resource 1 Resource 2
Priority standard 2	Action 3 Action 4				Resource 3 Resource 4
Priority standard 3	Action 5 Action 6				Resource 5 Resource 6

Table 9 – Action Plan

e) After presenting the action plan to the participants, the facilitator should start a discussion on the actions to be taken for each standard in order to improve the service. The representatives of the community and of service providers or/and a higher official from the municipality (possibly the mayor and/or a member of the local council) should stand in front of the audience to answer the questions of citizens. This should be done in a collegial atmosphere where community and service providers are constructively thinking together to identify the optimal actions to improve the service.

Preparation of the action plan at the interface meeting in Jabalia, 2013

The discussion must start with the first priority standard in order to determine realistic actions to improve the service. The co-facilitators should write in the matrix the actions agreed upon by the citizens and the municipal representatives, along with information on the responsible persons, the timeframe for implementation and the allocated resources. The matrix should be completed for all priority standards.

53 For example, regarding the water provision,service providers might define the standard „Efficiency of the network“. This standard is very technical and community members may not know about it, although it is an important standard for the quality of the service, because the efficiency of the network affects the quantity of pumped water.

f) Once the action plan is completed, both community members and service providers should agree on the timeframe to evaluate the performance of responsible bodies regarding the implementation of the action plan. For example, should it be evaluated after six months? 1 year? A monitoring committee should be formed in order to monitor the process.

g) The action plan should be publicized in local media, and disseminated to the citizens through the information channels of the municipality (website, flyers at municipality's welcome desk/OSS, etc.). The more the action plan is publicized, the more the CSC has the potential to be successful, as municipality officials have declared their commitment to implement the action plan.

Step 6 – Implement action plan and M&E

The score card process does not stop immediately after generating the action plan. Follow-up steps are required to jointly ensure the implementation of activities described in the action plan and collectively monitor the outcomes. Repeated cycles of the score card are needed to institutionalize the practice – the information collected needs to be used on a sustained basis.

Some of the key follow-up activities may include:

– Compile a report describing what has been achieved and provide all necessary information on the process and the outcomes (already achieved and expected) for stakeholders and citizens.
– Use the outcomes and action plan to inform and influence any current plans concerning delivery of the service in question.
– Monitor the implementation of action plan: This is typically the role of the SA monitoring committee.
– Plan a repeat score card cycle. The repeat cycle will provide an opportunity to assess if there has been any improvement stemming from the implementation of the action plan. The repeat cycle involves the same process. Ask participants to check if the joint action plan has been implemented and if there are improvements in the service delivery process. Repeat Score Card processes are best done at 6 months or one year.

4 . Citizen Report Card

Notes on Use:

Main focus	Monitoring
Purpose	- The Citizen Report Card (CRC) assesses the quality of public services and identifies gaps in service delivery coverage (basis of recommendations for action) - The CRC addresses critical issues of service delivery, such as access, quality, and reliability of service providers/services - It highlights problems encountered by users of services and the responsiveness of service providers in addressing these problems - It reveals the degree of transparency in service provision by documenting information - It provides quantitative information from the perspective of public service users which can help public agencies and government officials to improve services and prioritize reform efforts - It aggregates and communicates realities of marginalized groups
When to Use	To improve service delivery. Can be conducted for one or several public services at a time.
Level of difficulty	Medium
Actors	CSO, service providers, representatives of the local government
Setting / No. of participants	Representative survey of selected households (number of questionnaires depending on the size of the community); broad information and media coverage; interviews with staff of service providers; public dialogues
Facilities	A hall or meeting room to share the results with the municipality and citizens (s. PH and CSC methodologies)
Costs	Medium to high
Notes	In comparison with other SA tools, CRCs require more time and effort to be implemented (6 to 12 months). This tool can include the assessment of more than one service at a time. In this case, the questionnaire designed will be longer. The CRC can be combined with a PH (sub-section 2, s. step 5 of the process – Dissemination of the findings).

Background

The CRC, first introduced in Bangalore (India) in 1993, is a powerful tool to provide public agencies with systematic feedback from users of public services through sample surveys on aspects of service quality that users know best.

In order to properly understand the concept of CRC, let us consider the case of service provision agency officials, or a CSO, who want to obtain some information in order to improve a given service. The more opinions about the service are collected, the better quality of information it will reveal. Therefore, obtaining information from all service users would provide the best quality of information as all service users were consulted. However, there can be thousands of service users in a municipality. Obtaining information from such a high number of individuals would therefore require much time and resources.

A CRC can provide representative information (through the collection of quantitative data) with a limited amount of time and resources. CRCs can be carried out by a specific service provision agency, or by a CSO that is interested to improve a given service. Nevertheless, CRCs provide better impact if carried out in a participatory approach between CSOs, service providers and government officials. In the context of municipal services, a CRC regarding a particular service should be carried out between a number of CSOs in the town, the municipality, and other related stakeholders.

What is a CRC?

CRCs enable public agencies to identify strengths and weaknesses in their work through systematic feedback of the service users on the quality and adequacy of a given public service. For example, a CRC for the water provision involves carrying out systematic designed surveys to collect information about different aspects of the water service in a particular location. Those surveys will identify strengths, weaknesses, areas of improvement, and, sometimes, possible solutions to improve the service.

One important thing to consider is that a CRC is not an opinion poll. Opinion polls measure the opinion of citizens in regard to a specific issue and they do not require the participation of the related governmental agency or any other stakeholder. More importantly, the final output of an opinion poll is a number that measures citizens' opinion in regard to a particular issue. For example, an opinion poll about the satisfaction of citizens regarding water provision might reveal that 45% of citizens are not satisfied with the quality of water provision. On the contrary, a CRC provides the information needed for service improvement. The output information of the CRC might be, for example: 90% of citizens believe that municipality should focus on minimizing the level of salts or chemicals in water, 45% believe that 120 liters/day/citizen is enough, 55% believe that 140 liters/day/citizen is enough, etc. The list of outputs is limitless depending on what information the CRC was designed to collect.

Box 15

Why to conduct a CRC?

The CRC is conducted to receive the inputs from service users and providers on the following service aspects:

- Availability of service: Is the service regular enough for users or should additional services be added?
- Access to the service: Is there equal access to everyone for the service or are some excluded from the service based on poverty or Social Exclusion practices?
- Quality of the service: Is the quality from one facility the same as another and if not why this is the case?
- Satisfaction with service: Are service users satisfied or should improvements be made in certain areas?
- Responsiveness of service provider: Are service providers listening and responding to the needs of the service users?
- Hidden costs: Are there hidden costs being charged that are acting as a barrier to access those services?
- Willingness to pay: Who can pay for the services and at what threshold?
- Quality of life: Is the overall service contributing to people's lives in terms of health status, education levels, etc.?

Source: VNG International, Ethiopia, Protection of Basic Services Social Accountability Program phase 2 (www.esap2.org.et) – Social Accountability Guide, First edition, 2012, p. 124.

Benefits of the CRC

- **A "bottom-up" approach to adapt measures**: This approach is effective in identifying key constraints that citizens (especially poor and marginalized people) face in accessing public services, and in benchmarking the quality and effectiveness of public services. In other words, it can reveal information to the service providers on the reasons for inadequacy regarding certain aspects of a given service.

- **Reliability of the information provided through the use of quantitative and statistical methods**: CRCs use quantitative and statistical methods to measure and analyze public service parameters. Data is collected via a random sample, and are then aggregated and used as a basis to analyze public services. For example, a sample of 200 citizens can be interviewed to provide answers to the questions and a statistical analysis is performed to obtain the data representative to the answers to those questions by all the citizens of the city. CRCs therefore provide reliable information while saving resources.

- **Increased citizen's participation**: The CRC survey asks questions not only about the current state of public services, but also about policies that the citizens would like to see implemented. CRC can be used as a channel that empowers citizens to participate in decision making processes in regard to a given service.

- **A diagnostic tool**: CRCs provide information on more than just total satisfaction and its components. It can help to identify gaps and inequalities in service delivery, as well as to assess citizens' awareness of their rights and responsibilities.

- **Increased accountability**: CRCs can potentially reveal areas where the institutions responsible for service provision have not fulfilled their obligations and translate findings into 'rights-based' advocacy statements and positions.

- **Benchmarking changes**: When conducted periodically, CRCs can track variations in service quality over time, which generate pressure on poor performers to improve the quality of services.

Prerequisites to implement a CRC

a) **Technical expertise**: In the frame of the CRC, quantitative data about public services are collected via a survey. Therefore implementers should either have a solid background in the design of quantitative questionnaires and be proficient in quantitative data collection, coding and analysis, or contract a private company which possess this kind of expertise. Moreover, it is crucial to plan enough time during the implementation process in order to conduct a testing phase in the field, before the questionnaire is widely distributed. This enables to adapt and refine some questions if needed. Therefore, when CRCs are conducted by CSOs, these should have enough capacities to ensure successful outcomes as they need to ensure the quality of collected data; sufficiently analyze the findings; and create the impact required from a CRC. They should be skilled in social science survey techniques; be knowledgeable about local service provision and experienced in overseeing fieldwork; and possess communication and advocacy skills.

b) **Assessment of the decentralization dimensions for the selected service**: Understanding the decentralization dimensions related to the public service selected for the CRC is critical, and certain fundamental questions shall be considered, such as: are the functions and powers regarding the service centralized or decentralized? Has the central or the local authority decision-making power for this public service? Let us take the example of health care. In Palestine, this service is being controlled directly from the Ministry of Health. Therefore the public hospitals' management has limited ability to make decisions. Conducting a CRC for a particular hospital under these conditions might have a very limited impact as the hospital management has no authority to undertake any changes. In this precise case, another mechanism of accountability would be more appropriate.

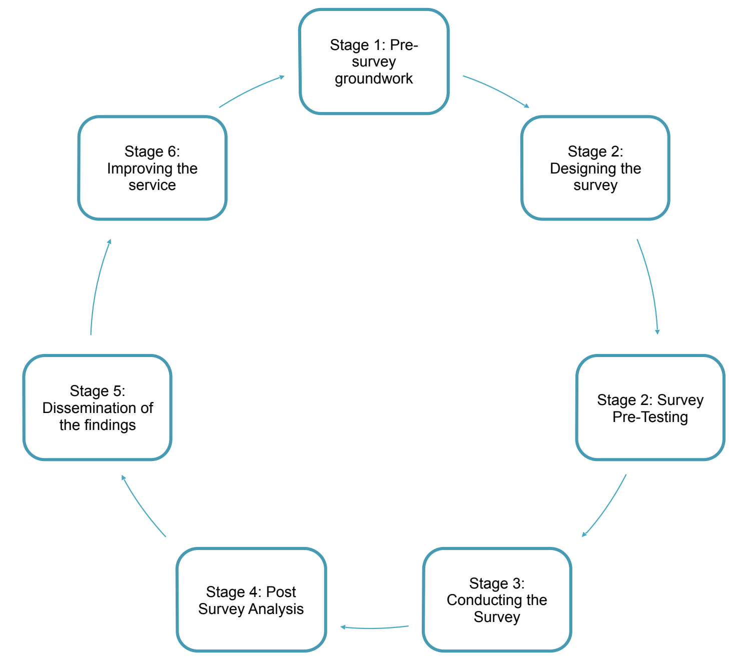
c) **Openness of service providers:** For CRC findings to be effective, service providers must be open to external feedback and willing to make total improvements in service delivery. The leadership orientation of service providers shows their willingness to listen and respond to citizens, and the types of processes and protocol they support. Where service providers are not receptive to citizen feedback or interested in making internal improvements service providers may dismiss the CRC findings and impact from the CRC may be limited.

d) **Freedom of expression**: the CRC methodology is most effective where individuals can freely comment on the government without fear of punishment. Feedback is likely to reflect the true experience of the respondent. Where individuals fear punishment for commenting on the government, the reliability of collected feedback is in question. Respondents may give inaccurate answers or refuse to answer questions.

The decision to proceed with the CRC or not, based on the evaluation of those prerequisites, should be taken with the participation of all stakeholders. If a CSO implements this tool, it is advised to have one or more discussions with key stakeholders to discuss the applicability of the CRC.

How to proceed?

Conducting CRCs involves going through six stages:



Step 1 – Pre-Survey Groundwork

In this stage, the implementers should identify the scope of the CRC, build the coalition for credibility, make preliminary implementation plans, design the questionnaire, and complete the sampling design.

- **Defining the scope of the survey to be conducted**: Which public service(s) will be assessed and how will the findings be used? Through group discussions with service providers and users, the identification of issues of access, quality, costs, and responsiveness has to be discussed. For instance, will the survey examine only solid waste management or more public services? Will the survey measure citizen satisfaction and/or areas of improvement? Will the survey measure if the provider has improved performance in regard to service provision? Which community shall be targeted in the survey: Citizens of the municipality or citizens of a particular neighborhood?
- **Building a coalition for credibility**: The credibility of survey findings depends to some degree on the initial legitimacy of the group conducting the survey. Therefore, CSOs are advised to build a coalition of stakeholders and other agencies that will be involved in conducting the survey. Agencies may include:

the service provider, governmental agencies whose work is to collect statistical information such as the Palestinian Bureau of Statistics, universities, and other reliable NGOs. When having a strong coalition, the findings of the CRC will be more credible and reliable and they can provide a greater incentive for service providers to enhance service provision.

- **Preliminary implementation plans**: The process of implementing CRC should be seen as a "project". In other words, implementers should plan properly for it in regard to the timeframe of implementation, budget, objectives to be achieved, potential risks, etc. Thus, the output of this phase should include most of the planning documents required for a project manager to efficiently manage the project. Those might include: a detailed action plan, a logical framework, a completed budget, human resources plan, risk management analysis and other project management tools. Such documents and tools should be shared and consulted with other members of the coalition to ensure their support to the project.

Step 2 – Designing the survey instrument

- **Design of the questionnaire**: When having the plans for the project of CRC ready, the next step to take is to design the questionnaire. This should be carried out in complete consultation with professionals who have good background in statistics and sampling. Sometimes, it can be contracted to private companies as well. The person who designs the questionnaire shall design the questionnaire to collect the required information as per the objectives and the scope of the CRC. The questionnaire designer must consult with all stakeholders during the process in order to reflect their information interests in the questionnaire and the final version of the questionnaire should be approved by them before piloting. The questions have to be drafted in a language that is easily understandable by the respondents of the survey and formulated in a way to avoid bias (s. Box 16).

Box 16

Example: Sample questionnaire on drinking water

Which of the following sources of drinking water are available in your neighborhood?
(Multiple responses are possible)

1- Bore well/ hand pump
2- Public tap
3- Community well
4- Household water supply (piped)
5- Other

Remarks:

Which of the following sources of drinking water does your household use? (Multiple responses are possible)

1- Bore well/ hand pump
2- Public tap
3- Open well
4- Household water supply (piped)
5- Other

Remarks:
What is your main source of water? (Single response)
1- Bore well/ hand pump
2- Public tap
3- Open well
4- Household water supply/ piped
5- Other specify
Remarks:
Source: VNG International, Ethiopia, Protection of Basic Services Social Accountability Program phase 2 (www.esap2.org.et) – Social Accountability Guide, First edition, 2012, p. 124.

Sampling design: Developing a survey does not include only designing the questionnaire, but also the sampling design, in order to ensure that the survey results are scientifically representative of the population. Therefore sampling design should also be carried out by a professional in statistics and sampling. Sampling design refers to the process of identifying the number and characteristics of the individuals who will be interviewed to fill the questionnaire. For example, shall 100, 200, or more people be interviewed? What are the characteristics they should have? If the CRC is being conducted for water provision, for example, they should not forget to include people who are directly depending on that service, such as farmers who irrigate their fields. Elements such as the unit of analysis (households, individuals or a gender based sample), and the sampling method (stratified or random sampling method) should be defined.

Step 3 – Survey pre-testing (piloting the survey)

Before conducting the survey, it is important to test it with a number of targeted respondents (15 respondents for example). Pre-testing the questionnaire (pilot survey) is a very important quality check as it reveals problems related to:

- The respondent's ability to understand the questions (the wording of questions and answers);
- Flow and internal arrangement of questions;
- The length of the questionnaire; and
- Weaknesses in the investigator instructions.

The time spent on piloting and revising the questionnaire can significantly improve the quality of the survey instrument. The pilot exercise should include 10 to 15 interviews within the area where the actual survey is to be carried out. The piloting process should investigate the following questions:

- Can the respondent easily understand the questions?
- Can the respondent answer the questions with the response options provided or should more answer options be provided?
- Are there open-ended questions that should be changed to closed-ended questions (or vice versa)?
- Are more questions required to collect the desired information?
- Are there questions that can be deleted? Are there questions that are unnecessary (which fail to provide useful information for analysis)?

The questionnaire designer should modify the questionnaire if any drawbacks were detected during the piloting process.

Step 4 – Conducting the survey

- **Selection and training of a survey team:** Survey staff should have a good understanding of the purpose of the project and how the survey contributes to this purpose. They should receive training before being sent to conduct the survey in the field. In some cases, it may be appropriate to recruit female interviewers to speak to female respondents and male interviewers to speak to male respondents.
- **Reviewing and entering data in the spreadsheets**: After completing each interview, the survey staff should review the collected information and identify any inconsistencies (s. Box 17). Only after

Box 17

Random checks of interviews

To make sure that the survey's credibility is not compromised by inaccurate recording of household responses, it is useful to perform random spot monitoring of interviews. If survey questions are misinterpreted or some answers are found to be inconsistent, re-interviewing is required. Enumerators should ask the questions exactly as they are written. This prevents an interviewer's own biases from affecting the answers and ensures better comparability across survey responses.

the collected information has been deemed accurate and satisfactory it should be entered into data spreadsheets.

Step 5 – Post Survey Analysis

- Data collection, analysis and interpretation: The data analysis shall be carried out by a researcher or a professional who is proficient in statistics. Such a person must be aware on the methodology of analyzing the collected data and to come up with the required information. The output of this analysis should comply with the objectives of the CRC and provide understandable figures. Due to the amount of collected data, it is sometimes not possible to manually analyze the information. In this case, the data needs to be captured in a computer system like Statistical Package for Social Sciences (SPSS)[54].
- **Drafting of report**: The results shall be interpreted and translated into a summary of findings or report, including key recommendations for the service in question. When the CRC implementer is a CSO, it may be counterproductive to use the results of the CRC to publicly embarrass service providers. In order to avoid such a situation, the preliminary findings can be shared first with the providers concerned, to leave them the opportunity to respond; these explanations should be noted in the final report and taken into account for the recommendations.
- **Finalization of report**: The final report should present the survey results, draw conclusions from them and recommend steps to fix the issues identified by the survey. It should include both the positive and the negative results, and it should be a catalyst for change rather than a condemnation of service providers. A complete picture – both the successes and failures – must be shared! It is also important to convey findings in value-neutral manner. When presenting the message, a CSO should let the findings speak for themselves instead of using descriptive adjectives or biased language.

Step 6 – Dissemination of the findings

- Engage the media: The findings from the CRC could be presented at a press conference or a similar event, possibly in presence of the local authorities and the service providers (s. box 18). To increase the coverage of the event, the implementers can prepare press kits that include brief printable stories, media-friendly press releases, and translations of the report into local languages. The group should seek to attract multiple media formats – including print, television, radio, websites, discussion boards and blogs.
- **Foster communication between service providers and users**: Bringing together service providers and users after the CRC results have been published gives both parties a chance to discuss their reactions. These discussions can put added pressure on service providers to improve their performance; at the very least, they allow users to voice their opinions. If possible, schedule an event like a public hearing or an interface meeting during which the public can ask questions of service providers (the detailed methodology for the PH is presented in the sub-section 2. The detailed methodology for the CSC's interface meeting is part of the sub-section 3).

> Box 18
>
> **Presentation of findings – Question/answer format**
>
> CSOs are advised to use a question-answer format to present findings. Past experience has shown that using a question-answer format during presentations is an easy way for the audience to digest information. For example, during a presentation, instead of listing statistics about various aspects of drinking water services, ask the question: "Which aspects of water provision need to be improved?" A set of bulleted comments for service aspects where citizens gave poor ratings could follow.

Step 7- Improving the service

If the service providers were involved from the beginning and understood the benefits of the CRC, they will be probably inclined to improve the service according to the available resources and time, or to explain to their service users which constraints challenge the improvement of the service (s. PH, sub-section 2 and CSC's interface meeting, sub-section 3). In case a CSO led the process and the service providers do not want to respond to the outcomes of the CRC, the CSO should envisage advocacy work for enhancing the service provision.

CRC differ from other "user feedback surveys" because the process is incomplete without a planned and strategic dissemination and advocacy effort. In many ways, a CRC is blending the science of survey with the art of advocacy. CRC-related advocacy falls into two categories:

- Strengthening the "voice" of citizens. "Voice" refers to the needs and opinions of citizens. Voice speaks of the demand side—citizen groups, civil society, media and other external groups that use, or desire to use, public services.
- Increasing government "responsiveness" to citizen needs. "Responsiveness" refers to the receptivity of service providers to external feedback, as demonstrated through changes to internal structures, procedures and processes.

54 SPSS is a software package used for statistical analysis.

5. Social audit

Notes on Use:

Main focus	Transparency
Purpose	To provide service providers with evidence-based, accurate and impartial feedback on the level of achievement and performance in the frame of public projects and to identify potential areas of improvement in the service provision.
When to Use	Ideally used for auditing a particular project included in the SDIP. Can also be used to audit a service, a program or a department of the municipality.
Level of implementation	National or local level
Level of difficulty	Medium to high
Actors	CSOs, service users and municipal service providers form a social audit committee (SAC) responsible for carrying out the social audit.
Setting / No. of participants	Participants of the committee ranging from 9 to 13 people. Usually depends on the context and complexity of the issue
Facilities	- Location of the project selected by the team; - Big hall for the PH
Costs	Moderate, depending on the type of project to be socially audited.
Notes	Social audit must be distinguished from the financial and operational audits.

Background

The term of social audit has been used from the 1950's[55]. It is believed that a grass roots organization of Rajasthan (India), Mazdoor Kisan Shakti Sangathan (MKSS) has been the first to use the concept of the social audit while fighting corruption in the public sector in the early 1990s. Through their activism for the right of people to know how governmental funds are spent, the MKSS began to demand access to official records and information related to local development works. These records were analyzed and cross checked with residents of concerned villages in the frame of the 'Jan Sunwai' (public hearing), where details of the official records were read out to villagers. The ones who were victims of fraudulent practices were invited to give testimonies. Government officials and local politicians were also given an opportunity to publicly defend their actions. The final results were then shared with the wider public. According to the Centre for Policy Research, "this process of reviewing official records and determining whether state reported expenditures reflect the actual monies spent on the ground is referred to as a social audit" [56].

In Palestine, social audits were conducted in 2013 in the municipalities of Bani Naim (regarding water network) and Ethna (regarding a Child Emergency Center and the construction of a school) upon the initiative of the CSO Palestinian Centre for Peace and Democracy (PCPD).

There are various definitions for social audit, characterizing the diversity of approaches of the different organizations that applied this tool. The World Bank Institute defines social audit as "a process that collect information on an organization's resources. This information is analyzed and shared publicly".[57] The UNDP guideline defines social audit as "an accountability mechanism where citizens organize and mobilize to evaluate or audit government's performance and policy decisions"[58]. The center for good governance defines it as a tool "through which government departments can plan, manage and measure non-financial activities and monitor both internal and external consequences of the departments' social and commercial operations"[59].

What is social audit?

Social audit can be defined as the collection and analysis of information from various stakeholders, including beneficiaries or citizens and service providers, which provide impartial, evidence-based and accurate feedback to service providers on their level of performance regarding a particular project/programme/service.

Social audit is based on the premise that if power holders are watched and monitored, "they feel greater pressure to respond to their constituents' demands and have fewer incentives to abuse their power"[60]. Social audit is a participatory mechanism which can be used as a tool to provide critical inputs and to correctly assess the impact of government activities on the social well-being of the citizens, assess the social costs and measure the social benefits accrued as a result of any program implementation.

According to the World Bank Institute[61], there are two types of social audits. The first one, conducted at the national level, focuses on auditing multiple government departments over a number of years in several districts/regions (broader scope). The second one consists of a specific social audit conducted to manage a particular project/programme/service in a particular location, at some point in time (limited scope). This second type of social audit is the one described in the methodology below.

The name of the tool might cause a confusion mixing it to other processes such as financial audit and operational audit. The following table provides a differentiation between the three processes:[62]

Financial Audit	Operational Audit	Social Audit
Directed towards recording, processing, summarizing and reporting of financial data.	Establishing standards of operation, measuring performance against standards, examining and analyzing deviations, taking corrective actions and reappraising standards based on experience are the main focus.	Assessment of the impact of adepartment's non-financial objectives through systematic and regular monitoring on thebasis of its stakeholders' views.

55 Food and Agriculture Organization (FAO),Training module on social audit, website: http://www.fao.org/docrep/006/ad346e/ad346e09.htm (24.09.14)
56 Centre for Policy Research, Ayiar Yamini, Samji Salima, *Transparency and Accountability in NREGA, A case study of Andhra Pradesh*, AI Working Paper 1, New Delhi, February 2009, pp. 8-9.

57 World Bank Institute, Video tutorial on Social Audit: http://www.pria-academy.org/ppt/4.Social%20Audit.swf
58 UNDP, *A practical guide to social audits as a participatory tool to strengthen democratic governance, transparency and accountability*, Panama, September 2011, p. 20.
59 Centre for Good Governance, *Social Audit: A Toolkit A Guide for Performance Improvement and Outcome Measurement*, Hyderabad (India), 2005, p. 9.
60 UNDP, idem, p. 20.
61 World Bank Institute, Video tutorial on Social Audit, idem.
62 Centre for Good Governance, *Social Audit: A Toolkit A Guide for Performance Improvement and Outcome Measurement*, Hyderabad (India), 2005, p. 14.

Benefits of social audit

Social audits, if conducted with the support and willingness of all stakeholders involved, have numerous benefits. Social audits raise citizens and service providers' awareness of a particular service, through feedback on the level of achievement and performance in the frame of public projects. It also helps service providers and local/national authorities to identify potential areas of improvement in service provision.

Moreover, through the collection of evidence-based data, it can expose corruption and/or mismanagement of public projects. Last but not least, it increases citizens' access to information via public meetings and the dissemination of information through the media.

Prerequisites to implement social audit

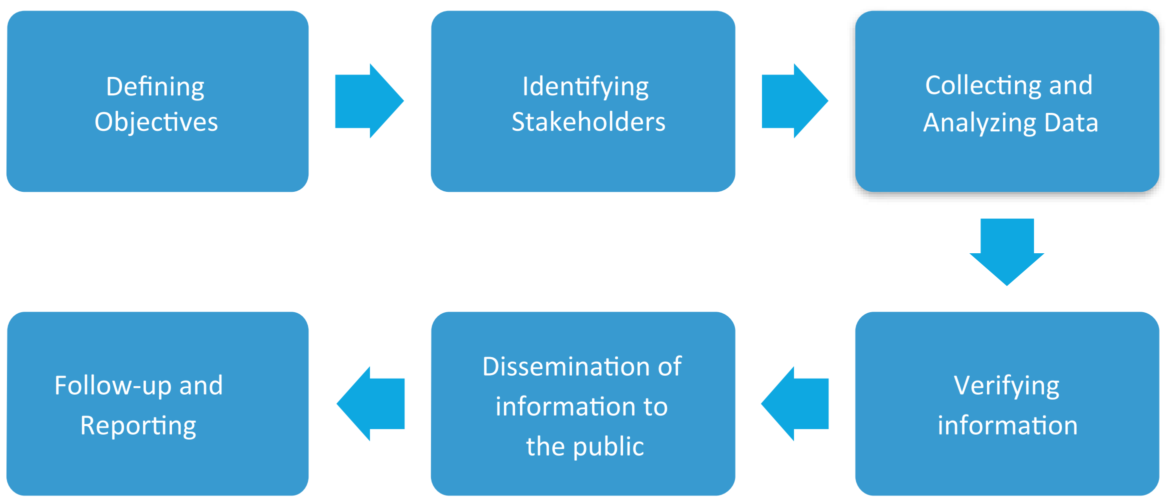
- **Importance of mobilizing all relevant stakeholders**: Effective auditing requires the integration and notification of citizens and CSOs in all the phases of the process. It also requires proper campaigning to gain the support of citizens and other relevant stakeholders. Moreover, convincing service providers and government officials to participate in the process is crucial for the success of social auditing initiatives, as they can provide essential information on the project itself (data and explanations on the project implementation).

- **Ability to access information**: The following aspects are essential in order to ensure successful outcomes of the process:

  - The audit team should have the right to ask the agency carrying out the audited project for clarifications in regard to any decision that was made, incomes, and expenses incurred. They should also be able to review and audit the existing plans and activities of the agency.
  - They should have the right to access the records and all the related documents of the project.

How to proceed?

Carrying out social audit varies significantly according to the context. However, there are six main steps that are considered "building blocks" of social audit. These six steps are illustrated in the following figure:



Step 1 – Defining the objectives

- **Definition of scope, objective and timeframe of the social audit**: The CSO implementing the tool should primarily define the scope and objectives of the social audit. The first question if: What is to be audited? Is the objective to audit a service of the municipality, a program in the municipality, a department of the municipality, or a project that has been implemented by the municipality? The failure to adequately identify what to be audited will certainly result in the failure of the whole process, as this identification will shape all subsequent steps.
- In this process, other aspects need to be identified such as the time frame of the auditing process and the specific elements of the audit. The objective should be for example: "To socially audit the water service provided by municipality X within 6 months in regard to citizen satisfaction, adequacy of the required fees, quality of water, and quantity of water".
- **Establishing the Social Audit Committee**: This step involves also the assignment of people responsible for the social audit exercise (s. Box 19). The group of individuals responsible for carrying out the tool is called the social audit committee (SAC). The assignment needs to be based on a complete analysis of what necessary activities will be carried out during the exercise and correspondingly identify the required number of people in the SAC. The implementing CSO will then approach the identified actors and invite them in the committee.

> Box 19
>
> **Skills needed for the SAC members**
>
> - At least one representative from all relevant stakeholders should be part of the committee, including for example traditional leaders, teachers etc. It is also advised to invite one or several representatives from the municipality, in order to ease the process (local council members, municipal service providers).
> - Time availability for trainings and implementation of the audit
> - Understanding of guidelines and protocols regarding standards and regulations of a public project
> - Competences in the collection and analysis of data
> - Ability to anticipate and deal with confrontations caused by conflict of interest with the project's contractors/implementers

Step 2 – Identifying stakeholders

- **Identification of stakeholders**: Once the objectives, scope and members of the social audit exercise are identified, the SAC shall proceed by identifying all relevant stakeholders. Stakeholders shall include governmental agencies, service providers, CSOs and beneficiaries that might have a stake in the project being socially audited. It is important not to neglect any potential stakeholder group since their participation is an essential element for the success of the process. It is also very important to have special consideration for the inclusion of marginalized groups, such as people living in isolated areas. It is also important that all stakeholder groups are impartially considered.
- **Involvement of stakeholders in the process**: Once stakeholders are identified, they should be formally approached by the SAC to explain what is intended to be performed (the social audit exercise), the methodology and steps of implementation, the expected outputs of the process, and what will be their role in the process. The SAC should take every necessary measure to ensure that all stakeholders understand the social audit exercise and its intended objectives. For example, some individuals may understand it as an opinion poll, and some may understand it as an auditing process related to financial issues. It is very important to clarify such misconceptions to all stakeholders from the beginning. Otherwise, they might participate in unwanted manner or they may deteriorate the understanding of other stakeholders about what is being done.

Step 3 – Collecting and analyzing information

- **Choice of data to be collected**: The social audit exercise might use a number of data collection tools, not only one. The choice of which tool(s) to use is based on the objective of the social audit exercise. Consequently, the SAC need to identify what type of information is required to satisfy the objective. For example, if the objective involves citizens' perspective on how a project has enhanced a certain service, a survey can be an effective tool to gather such information. If the objective involves identification of potential improvement to the service, interviews with technical personnel and decision makers can be an effective tool to use. If the objective involves measuring the quality of a service, quality tests can be an effective tool to use.

Box 20

Data collection

- Generally, social audit exercise utilizes one or a combination of the following data collection tools:
- Surveys
- Interviews
- Quality Tests
- Compilation of Statistics
- Case Studies
- Financial documents, such as: budget allocations, beneficiary lists, bills, vouchers, accounts, etc.
- Applications for licenses/permits and certificates issued by local government institutions (they must have a serial number)
- Registers indicating date of application and date of clearance
- Project documents, bidding, specifications for material, maps

Sources:
World Bank Institute, Video tutorial on Social Audit: http://www.pria-academy.org/ppt/4.Social
Food and Agriculture Organization (FAO), Training module on social audit:
http://www.fao.org/docrep/006/ad346e/ad346e09.htm

- Other social audits may use participant observations and evaluation panels to collect information for the exercise. In addition, many organizations focus on gathering official records and extracting information from existing data sources as well as visiting project sites (s. Box 20).
- **Performing social audit to collect accurate, evidence-based and impartial data**: The data collection might take several weeks or months, depending on the issue and the scope of audit. In the case of the pilot project conducted in 2013, this stage lasted for two weeks: during the first week, the committee collected and studied the documents (bidding, specifications for material, plans and maps) related to the projects, that were put at disposal by municipal engineers and contractors. The implementation of the field tours took place during the second week. At this stage, organizations being audited may be confrontational and opposing to provide such information. This is why it is so important to involve officials from the audited organization from the beginning clarifying to them the actual benefits of the social audit exercise and obtain their support from the beginning.
- **Training of the SAC on data collection and analysis**: Once data collection tools have been identified, data collectors should be trained by the implementing CSO on how to look for the right type of information and how to use the data collection tool. Having data collectors untrained and unaware of the context and objectives of what they are going to do will result in a deterioration of the quality of collected data. At this stage, the implementing CSO is advised to consult with individuals who have solid theoretical background about the data collection tool(s) in use. For example, if surveys are chosen as a data collection tool, individuals such as university instructors with solid background in surveying and statistics should be consulted in order for them to design the survey so it will output the required type of information.
- **Analysis of data collected**: Once data collection has been achieved, the information needs to be properly analyzed by the SAC in order to provide proper impartial answers for the dissemination phase of the social audit exercise.

Step 4 – Verifying information

- **Quality check of the data collected**: This step involve sharing the collected information with specific actors as a quality check for the collected information. Sharing collected information with the public takes place at the later stage (step 5 – PH). Thus, the objective of this stage is to share collected information for quality check and feedback with two main stakeholder groups: representatives of the project/programme/sector's beneficiaries and representatives of service providers. It ensures that the information collected is accurate and reflects reality on the ground.

  For example, in case of an audited project, the results of the survey may indicate that the contractor who implemented the project has not provided a specific item which was mentioned in the planning documents. However, even if the SAC may not have seen this item, it does not necessarily mean that the item was not provided. At this stage, the role of service providers is crucial to verify the data. As mentioned, the service providers should provide evidence which indicates why the piece of information given by the SAC is not accurate. In our example, they might provide copies of the purchase bills accompanied by photos of the item provided. The issue here is not to question the integrity of some people, but to ensure the validity and authenticity of data.
- **Refining of results**: once the data has been cross-checked with relevant stakeholders, the SAC can finalize the findings about the audited project/programme/sector.

Step 5 – Dissemination of the information to the public

Besides the dissemination of information on the media outlets, a PH is considered the most effective way to present the collected information and to allow for constructive dialogue between beneficiaries and service providers. There are some important measures that need to be taken in order to achieve the best impact of the PH, those measures include:

1. The PH has to be facilitated by a neutral organization.
2. The neutral organization facilitating the hearing has to be aware of the process and what is intended behind conducting the public hearing.
3. The PH must be conducted in the presence of representatives of service providers.
4. The PH must be open to all citizens.

After the SAC has presented the findings of the social audit exercise, officials must be given an opportunity to justify their performance. The public hearing does not aim at criticizing officials, but at explaining to citizens the limitations faced by officials that deteriorated the quality of the provided service.

The discussions will lead to a commitment declared by government officials to respond to the issues raised. A monitoring committee can be established in order to follow-up on the commitments made by the government representatives.

For a detailed description of the PH, refer to sub-section 2 - Public hearing.

Step 6 – Follow up and reporting

- **Finalization of the social audit report**: After the implementation of the PH, a social audit report has to be written by the SAC. The report shall include the findings of the social audit exercise, the commitments made by the government officials, as well as possible recommendations to decision-makers regarding actions to be taken in order to address specific cases of corruption and mismanagement. The written report has to be shared with government officials, related decision-makers, the media, stakeholders involved in the process, and other relevant organizations.
- **Organization of activities to disseminate the report findings**: The activities related to communicating the report should be mapped in an effective communication plan by the CSO implementing the tool, in collaboration with the SAC. The reporting effort may not be limited to the written report, but rather involve verbal reporting through workshops and media interviews. Such activities would ensure that ordinary citizens properly understand what has been achieved. This can generate broader social support, increase awareness of the issue identified by the social audit and advocate for needed reforms.

  Social audits' ultimate objective is to initiate partnerships for reform and change. They bring on the political will for change towards better service provision. Thus, conducting a social audit exercise is the start of a longer process, which will help build a coalition between service providers and citizens to mobilize towards the required reform.

6. Mystery Visitor

Notes on use:

Main focus	Monitoring
Purpose	The mystery visitor (MV) tool is used in order to assess the quality, accessibility and availability of public services in a given point in time. It aims at improving the quality of services provided to citizens in the context of OSS/ public service facilities.
When to Use	When municipal decision-makers want to check if quality standards regarding public services are being respected. Used in context of existing OSS/public service facilities with front-desk service providers.
Level of implementation	Local level
Level of difficulty	Low
Actors	CSOs or persons hired by the service providers (MVs); Representatives from the service providers, city manager, mayor/members of local council
Setting / No. of participants	Up to 5 mystery visitors
Facilities	OSS or alternative existing public service facilities Meeting room for sharing the results
Costs	Low
Notes	To ensure the success of the MV tool, it has to be done secretly and with only one intention: to impartially evaluate service provision.

Background

The MV tool finds its origins in the private sector. It is also referred to as "mystery shopping" or "mystery customer research". It has been first developed by business managers in order to evaluate if their services are satisfactory to customers. For instance, a consultant in hotel service can be asked to come to the hotel as a normal guest and stay for a couple of nights. S/he records her/his observations about the weaknesses and strengths of the service provided (overall quality, attitude of the staff, infrastructure, etc.) and reports back to the hotel manager.

The same tool can be used in the public sector, particularly at the municipal level, where a range of customer services are provided to the citizens. Unlike private sector suppliers, citizens are not normally in the position of being able to choose an alternative provider. Nevertheless, poor levels of service have the potential to damage customer satisfaction. A citizen who has had a bad experience will often tell others about it, thereby spreading negative perceptions about the services provided by the municipality. Therefore, the MV is an effective and low-cost tool that enables municipal officials to quickly evaluate the service provided by municipal staff in the context of OSS or municipal public service facilities.

MV techniques include mystery observations, mystery visits, mystery telephone calls, mystery emails/ website visits, mystery mails/fax.

What is the Mystery Visitor?

The Mystery Visitor (MV) is defined by the Market Research Society as "the use of individuals trained to experience and measure any customer service process, by acting as potential customers and in some way reporting back on their experiences in a detailed and objective way"[63].

The MV tool involves the participation of individuals who are trained to observe, experience and measure a customer service process by acting as a potential customer and assessing the performance of the service provided, using pre-defined set of evaluation criteria. A fundamental characteristic of this methodology is that the municipal employees are not aware that they are participating in a survey, because if they knew, it could result in a behavioral change which would affect the findings of the research. The MVs report back on the municipal staff's behavior and the quality of the service provided in an objective and comparable way. Consequently, this provides a realistic and factual picture to decision-makers on the performance of their employees and on the whole service provision process, and enables them to guarantee appropriate corrective measures if needed.

The MV tool shall be implemented by a CSO in coordination with municipal officials. The most important aspects are to keep the procedure secret and to evaluate the service impartially. However, even if the subjects are not aware that they are evaluated at the time of the assessment, the procedure must be transparent: relevant service providers and staff shall be contacted some time before the survey takes place, in order to agree on the general framework conditions of the mystery visit.

Mystery Visit is….	Mystery Visit isn't….
- a method for exploring everyday experiences - one person's view at a snapshot in time - carried out in a variety of ways (in person, by telephone, by letter/email, by surfing the web) - a way of identifying strengths and weaknesses in dealing with customers - a method of measuring performance against set customer service standards - a useful aid for identifying training needs	- a method for testing exceptional circumstances - a completely objective assessment of customer service - some subjective opinion is always involved (but the aim should be to make it as factual as possible) - a replacement for customer satisfaction research (but it is a useful complement to it)

Source: Kirklees Council, Corporate Research and Consultation Team, Research and Consultation Guidelines, Mystery Shopping, Kirklees, p.2.

63 Market Research Society Guidelines on mystery customer research (2003): http://www.mrs.org.uk/standards/fieldwork.htm

Prerequisites to implement the MV

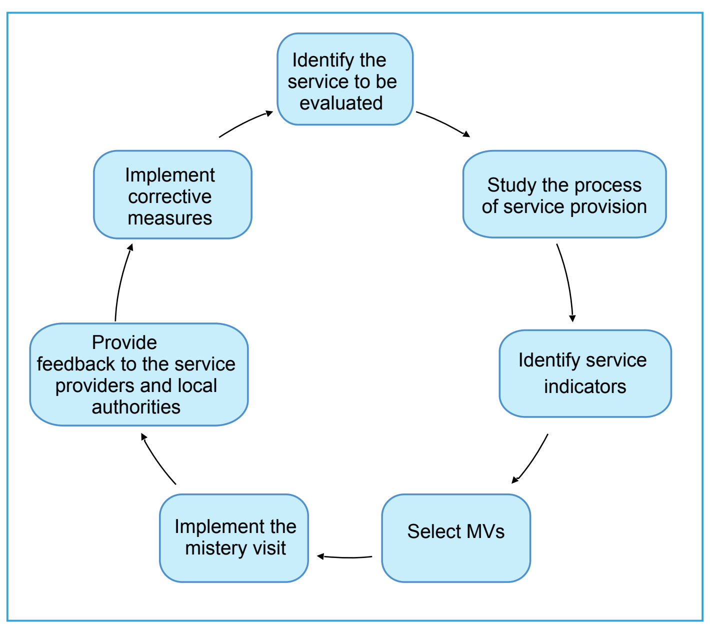
- **Openness of service providers:** For the MV findings to be effective, service providers must be open to external feedback and willing to make improvements in service delivery. The decision-makers should have good work relationships with their staff, in order to make sure that the process will not lead to confrontational situations internally.
- **Transparent procedure**: usually, the municipality takes the decision to conduct the MV methodology and can mandate a CSO to implement it. Alternatively, a CSO can initiate such a process. However, in any case, relevant service providers and front-desk staff shall be contacted some time before the survey takes place, in order to agree on the general framework conditions of the mystery visit.
- **Ethical issues**[64]: It is crucial to implement the MV tool in an ethical manner, in order to ensure that the information collected does not negatively affect the municipal staff. The staff members must not be identified and should remain anonymous in any reporting. Moreover, the findings of the MV must not be used as the basis for any disciplinary action against the staff, unless a major professional fault is discovered.
- **Commitment to improve the service delivery**: in order for the MV tool to be effective and have tangible results, decision-makers should be willing to take into account the outcomes of the assessment. The needs identified to improve service delivery can include training of staff, updates of information available to customers, updates on service processes, etc.

Benefits of the MV

- **Improvement of service provision**: If corrective measures are taken by the municipality as a result of the MV process, the immediate impact is an improvement of the services rendered to citizens. This can include a quicker access to operations; the availability of information regarding fees, application procedures, processing time, complaints; appropriate infrastructure for the customer; and qualitative interaction with service providers.
- **Positive attitude of citizens towards the municipality**: Using the MV tool to monitor satisfaction can provide evidence that the local authorities are engaging with service users and committed towards a better service provision. This can have an positive impact on citizens' opinion about their municipality, and can reinforce a trustful relationship between service users, service providers and local authorities.
- **Identification of training needs and simplification of internal procedures:** the MV tool provides information to identify the lacks, backlogs and gaps in service provision. This can help define training needs for the municipal staff, leading to a better qualified staff team. Moreover, it helps identify corrective measures to simplify internal procedures, with potential repercussions on financial aspects (cost reduction due to the simplification of procedures).

How to proceed?

The process of implementation for the MV tool involves seven steps, as illustrated below:



64 Kirklees Council, Kirklees Council, Corporate Research and Consultation Team, Research and Consultation Guidelines, Mystery Shopping, Kirklees, p. 3.

Step 1 - Identify the service to be evaluated

First of all, the municipality or the implementing CSO should identify the service to be evaluated, for instance the building license service. The tool is not effective if applied to evaluate more than one service at the same time.

Step 2 – Study the process of service provision

The implementing CSO needs to study the process of service provision from the moment a citizen has requested the service to the moment the service has been fully provided. A flow diagram describing all steps of the process with relevant questions on the service provision should be drawn, as in the following example (Box 21):

Box 21

Example: Process for the service of building license

Citizen searches for information

- Is enough information available on the website?
- Is enough information available on the public board inside the municipality?
- Is enough information provided in the municipal guide or brochure?

Citizen applies for the license

- How long does it take to stay in the line?
- Is there an appropriate setting to wait? (e.g. chairs)
- If citizen has to fill a certain application, is this application easily accessible and understandable?
- Is the employee dealing with the citizen in a friendly way? Is s/he providing required information?
- Is s/he doing her/his task in compliance with municipal procedures?
- Does s/he request documents/actions/fees different from the information provided by the municipality?

Application is processed by the building license department

- Does the processing time comply with what was declared in the information provided by the municipality?
- If application requires further (declared) documents/actions/fees, is the request friendly and efficient?

Application is submitted to the citizen

- Is the process of informing citizen efficient?

Step 3 – Identify service indicators

- **Developing indicators:** Once the service to be assessed has been selected, the implementing CSO shall determine what are the indicators to observe. Service indicators are characteristics related to the service that affect its quality and the satisfaction of service user. A complete service evaluation shall evaluate all indicators of a service. Indicators may include:
  - Access (time of operations);
  - Availability of information regarding fees, application procedures, processing time, complaints;
  - Infrastructure: cleanliness, seating availability, availability of drinking water, toilet facilities;
  - Interaction: staff behavior, following queues, presence of agents/middlemen.
  - Developing **the service indicator scoring matrix to provide objective data**: the indicators shall be measured using a scale and the comments row (s. Table 10). This table shall be filled out directly after the mystery visit, when the mystery shopper still remembers in detail what happened.

Indicator/Sub-indicator	Scoring Format	Actual Score	Maximal Score Possible	Comments
Total Score				

Table 10 – Service indicator scoring matrix

- **Finding an appropriate timeframe:** In order to collect data as objective as possible, the service can be assessed at different times of the day/week, thus measuring the availability of staff within a given timeframe. An adequate planning should be prepared to this end.
- **Selecting method of enquiry**: techniques include personal visits, telephone calls, mystery emails/ website visits, mystery mails/fax. The assessment can consist of a combination of several of these techniques.
- **Developing scenario and recording protocols – how to collect and organize information?** In case of a visit, unlike the CRC, the mystery visitor is not allowed to reveal the real purpose of his/her visit, therefore s/he cannot carry a questionnaire or memo sheet with him/her for the assessment. A scenario for the mystery visit should be developed, with the sequence of actions and questions to be asked. The type of evidence to be collected depends on the type of service and on the service indicators. For instance, if the service indicator being evaluated is the processing time, an adequate evidence methodology is the receipt of the application and the notification document. If the service indicator is the friendliness of staff when dealing with citizens, an adequate evidence method can be a hidden camera or a hidden voice recorder. Some key principles shall be respected, as shown by box 22.

Box 22

Checklist of key principles of mystery visit

Relevant:

- Do the scenarios test what staff members have actually been trained to do?
- Is performance being measured against specific customer service standards?

Credible:

- Are the scenarios realistic and convincing?
- Do the 'visitors' match the profile of customers as far as possible?

Practical:

- Are the scenarios relatively brief and straightforward, not unduly complex?
- Are the scenarios simple enough to ensure accurate recording after the event?

Safe:

- Have steps been taken to ensure that 'visitors'/service providers are not put in situations which compromise their personal safety/integrity?
- Would you be prepared to do what you are asking the 'visitors' to do?

Objective:

- Is the primary focus is on collecting factual information on observable behaviours (to ensure consistency) rather than how the mystery visitor feels?
- Are visitors being asked specific questions about what happened at the point of contact?

Step 4 – Select MVs

- **Knowledge of service delivery**: A MV needs to possess some qualities that enable him or her to adequately and impartially observe the strengths and weaknesses in service delivery. He or she must understand the process of service delivery in question. He or she must have a certain level of knowledge of municipal work and service delivery in order to be able to assess the gaps and challenges in service delivery and provide an impartial judgment.
- **Appropriate training**: The MVs shall be adequately trained and exactly know how and what to assess in the service. They shall learn the questions and remember the criteria in order to be able to collect the relevant information once they are in the given situation.

Step 5 – Implement the mystery visit

- **Act normal**: The MV should do nothing but what a normal citizen is supposed to do. He or she needs to do it based on the process of service provision that was described in step 2. The mystery visitor can be accompanied by other persons, playing his/her relatives. This can further enhance the authenticity of information.
- **Taking appropriate measures during and after the assessment**: the duration of assessment shall not take longer than the time a normal customer would spend in the service, in order not to waste the subjects' resources. Moreover, if the mystery visit involves asking for provision of any other follow-up service or action that does not directly relates to the mystery visit, this request shall be cancelled or withdrawn as soon as possible after the survey. After completing the visit, the MVs shall complete the scoring matrix immediately, in order to write down detailed information about his/her visit (s. table 11 below as an example).

Indicator/Sub-indicator	Scoring Format	Actual Score	Maximum Score Possible
1. Access: 1.1 Opening time	Opened on time = 10 Opened with a slight delay= 5 Opened after a long time = 0	5	10
1.2. Lunch Interval	Followed timings = 10 Did not follow timings = 0	0	10
2. Availability of information 2.1 Fees	Information provided = 10 No information given = 0	10	10
2.2 Procedure	Information provided = 10 No information given = 0	0	10
2.3 Time	Information provided = 10 No information given = 0	0	10
2.4 Complaints	Information provided = 10 No information given = 0	0	10
3. Infrastructure 3.1 Cleanliness	Very clean = 10 Somewhat clean = 5 Dirty = 0	5	10
Total Score		**20**	**70**

Table 11 – Example of service indicator scoring matrix

Step 6 – Provide feedback to the service providers and local authorities

The results shall be summarized in a report and presented to the service providers, city manager, and the mayor/members of local council (depending on their availability) in a meeting or a PH. A committee composed of civil society representatives and service providers can be set up (if not already existing) in order to follow-up on the issues identified. This can be a complete report describing the whole process, along with the evidence collected and the service indicator scoring matrix.

Step 7 – Implement corrective measures

After implementing the MV tool, municipality officials or decision-makers shall provide corrective mea- sures in order to enhance the service provision, based on the feedback from the MV tool. The service indicator scoring matrix provides a complete insight on the service indicators that need to be improved. If the processing time, for example, was identified as a challenge, decision-makers shall think of a solution that will minimize the time spent for obtaining the service, such as increasing the number of personnel or upgrading the computer system. If the behavior of the municipal staff was inappropriate, decision-makers shall think of a training course on “How to deal with customers”, for instance.

After corrective measures have been taken, the process shall be conducted again after 3 to 6 months to check the effectiveness of the corrective measures. It is a continuous and repetitive process that aims to improve the service over time.

7. Multi-Stakeholder Dialogue

Notes on use:

Main focus	Participation
Purpose	Multi-Stakeholder Dialogues (MSDs) bring together several stakeholder groups in relation to a particular issue. MSPs’ main objective is to enhance levels of trust and cooperation between the different stakeholder groups, to share information and institutional knowledge, and to generate solutions and relevant good practices.
When to Use	In order to build consensus amongst all relevant stakeholders on an issue related to public services.
Level of implementation	Local, national or international level
Level of difficulty	Low to medium
Actors	Civil society, government representatives/municipal staff, private sector and political parties (if applicable)
Setting / No. of participants	Equitable representation of three or more stakeholder groups, with at least 3 representatives per group
Facilities	Big meeting rooms/halls with access for all stakeholders (neutral locations are recommended)
Costs	Low to medium
Notes	

Background

Multi-Stakeholder Dialogues (MSDs) are based on the recognition of the importance of achieving equity and accountability in communication between stakeholders. There are always common interests between people who are part of this type of dialogue. As Hemmati points out, MSDs “aim to bring together all major stakeholders in an innovative form of communication, decision-finding (and possibly decision-making) on a particular issue[65]”. Moreover, they aim at developing partnerships, at strengthening networks between and among stakeholders, and at creating consensus and commitment towards a particular issue.

MSDs are used in the international context by the UN agencies and a range of donors. As an example, for the process towards Earth Summit 2002, the UN General Assembly conducted stakeholder dialogues, panels and roundtables at all preparatory meetings, both regional and international, and at the Summit itself. Moreover, a wide range of businesses and private companies such as Nike or Novartis have also begun to use MSDs as a mechanism for reaching out to their relevant stakeholders, improving their image as well as their profits.

65 Hemmati Minu, Multi-Stakeholder Processes for Governance and Sustainability, Earthscan Publications Ldt, London, 2002, p. 2..

In the Palestinian context, the first MSDs were organized in the frame of the pilot interventions in 2013 in Bani Naim and Ethna municipalities.

In Ethna municipality, the MSD process lasted for three weeks. The stakeholders involved in the MSD were the implementing CSO, the municipality, the private sector, the monitoring committee representing civil society in Ethna, as well as school headmasters and the director of the Ministry of Health in Hebron districts. During the stakeholder dialogue that lasted for one day, two issues were discussed: building a health centre and finding a location for a bus station. After the MSD meeting, due to intensive lobby work by the stakeholders and an appropriate use of media, the municipality received an approval from the Ministry of Health to build the health centre and the foundations were laid by the municipality. The municipality also approved to attribute a location for the construction of the bus station.

In Bani Naim municipality, the process to prepare a MSD lasted for three weeks and involved the municipality, the monitoring committee representing Bani Naim CSOs and the private sector. The issues discussed were water shortage, electricity fees and the expansion of narrow streets. The outcomes were very successful: The municipality decided to double water pumping, to decrease the electricity tax from 4 NIS to 2 Nis and to search for financial support from different sources regarding the streets, since the needed budget was huge.

What is a MSD?

The MSD is a facilitated series of conversations among multiple stakeholders to gain perspectives and a deeper understanding, reach consensus, or encourage change in relation to a certain issue. MSDs can comprise *dialogues* or *processes* that encompass consensus-building, decision-making and implementation. In dialogues, there is no need to find a consensus, as the aim is to exchange information – dialogues should therefore take place *before* any decision-making processes start.

MSDs can also be used as a monitoring tool, in order to inform different stakeholders on implemented processes/activities in the frame of a particular topic. Moreover, MSDs can be used to make progress in the implementation of existing agreements and policies, in order to know how each of the groups will be able to best put the outcome into practice. MSDs can also be used as a scoping exercise in which stakeholders come together to explore a given issue or topic; or they can be used to directly impact the shape or content of a policy document[66].

MSDs can range from a single event to processes going on over several years, depending on the issues, the objectives, the participants, the resources available and possibly the willingness of an official body to engage with stakeholders in a sustained way. MSDs can be used to address all kinds of issues at different levels (from the international to the local level). However, MSDs should not be used when there is too much conflict to allow dialogue, or when issues are too broad and abstract to allow concrete outcomes.

Facilitated conversations between stakeholders can be seen as MSDs only they intend to achieve at least one of the three following objectives: gain multiple perspectives and deeper understanding; reach consensus; or encourage change. The ideal model of MSD is the one that achieves the three objectives together. As explained previously, a MSD rather consists of a series of conversations amongst various stakeholders. In the municipal context, this series can be designed to achieve the three objectives in progress: the municipality can obtain perspectives at the first round of conversations, build consensus at the second round, and encourage change in the third round.

Although MSDs might be similar to other SA tools such as CSC and CC, the MSD is not a tool to be used to *enhance the quality of services* as CSCs and CCs, but rather to discuss and build consensus around one or more *issues* related to a service in order to achieve one or more of the three objectives mentioned above. In other words, CSCs result in a complete action plan to enhance a certain service, CCs produce a charter that defines the quality standards of a given service, while MSDs result in a deeper understanding, in building a consensus, or in a change in regard to an specific issue.

66 S. CIVICUS PG Exchange website: http://www.pgexchange.org/

Benefits of a MSD

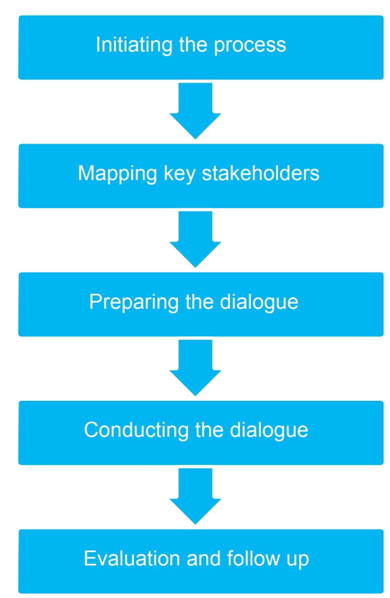
- MSDs are designed to **enhance the levels of trust, discussion and collective problem solving** amongst different stakeholders and between stakeholders and decision-makers, in relation to a particular issue.
- MSDs help generating **enhanced understanding of different positions and perspectives**. They help decision-makers understand *what* stakeholders want and *why*.
- Given their inclusive methodology, MSDs can also help **profiling and addressing the specific needs and issues of socially marginalized groups**, including women, youth, people with special needs and poor people.
- MSDs often generate a number of **positive and unexpected outcomes**, such as partnerships, funding opportunities, networking etc.

Prerequisites to implement the MSD

- **Common goal(s) and interests**: An essential prerequisite for the MSD is the presence of common interests and at least one common goal, or the probability that such a goal will emerge from the process. Another primary aspect to consider for successful working groups is trust building. As aforementioned, MSDs should not be used when there is too much conflict, otherwise it might undermine the dialogue process.
- **A lead organization/committee which steers the process**: On the practical level, a lead organization or a core coordinating group composed of one representative from each group shall initiate, design, facilitate and carry out the whole process. This includes organizing the meetings as well as sharing the findings and other relevant information with the different groups.
- **Investment of sufficient time and resources:** A *scoping exercise* shall be conducted in order to make sure that enough time, resources (human and financial) and commitment are available for the whole process. Sufficient time and resources must be allocated for carefully designing MSDs, in order to avoid failure (e.g. stakeholders walking away from dialogue, the inability of a group to make decisions or the lack of implementation of the decisions reached). MSDs need to take care not to lose the representatives involved in the process due to a lack of time and resources; otherwise the process can lack credibility and have less impact. As a general rule, one should note that participation processes take more time than expected.

How to proceed?

The amount of work required to carry out the MSD varies with the context, stakeholders, issues questions, number of participants and the objectives of the MSD. However, the process generally involves five key stages:



Step 1 – Initiating the process

- **Assessing the feasibility of the MSD within the given context**: First of all, the planning process should investigate the feasibility of the MSD within the given context. The lead organization should raise questions such as: Is MSD the right tool to use in order to achieve our objectives? Are we likely to obtain the required commitment from the various stakeholders? Do we have enough time and resources to complete the MSD process? How will the MSD be linked to the decision making process?

- **Identification of the issue and goal:** Precise definitions about the issue and goals have to be developed. The *issue* has to be defined through a *problem identification phase* in the beginning, even if it is often refined throughout the process. For example, are we talking about an issue related to the environment, to development, to the human rights, to gender equality? *Goals* can be set by the lead organization with or without consultation with other stakeholders/the coordinating group (s. Box 23).

> Box 23
>
> **Examples of goals**
>
> - **Opening the space for stakeholder interaction**: bring people together to develop constructive dialogue in an area of conflict; improve the understanding of stakeholders, governments and donors; enter into a dialogue with government representatives; open up a closed process; generate stakeholder involvement.
> - **Informing policy-making**: inform and impact a policy-making process; inform an intergovernmental body; inform stakeholders (e.g. Beijing+5 online discussions; CSD stakeholder dialogues; Financing for Development (FfD) Hearings; WHO Conference).
> - **Produce information from an independent source**: produce an independent assessment; conduct a rigorous review and develop recommendations and guidelines for future decision-making; develop and disseminate guidelines (eg for reporting), (e.g. Mining, Minerals and Sustainable Development (MMSD); Paper Initiative; the Global Reporting Initiative (GRI)).
> - **MSDs as a political strategy**: create a counterpoint to a planning proposal; support a global initiative and campaign (e.g. MMSD).
> - **Towards implementation**: generate commitment by stakeholders to enact principles through joint activities or individually (e.g. UN Global Compact; GRI).
> - **Specific goals of businesses**: provide reputation management for companies; support alignment of businesses' internal/global policy; enable further identification of employees with a company (e.g. UN Global Compact, Novartis Forum).
>
> *Source: Hemmati Minu, Multi-Stakeholder Processes for Governance and Sustainability, Earthscan Publications Ldt, London, 2002, p. 91.*

- **Formation of the core coordinating group**: The core coordinating group is a group formed by the lead organization. This group will be responsible for managing the process from A to Z and coordinate with the various stakeholders. The number of people participating in the coordinating group varies with the scope and size of the MSD. It is crucial that all the participants receive comprehensive explanation about the process, objectives and potential risks of the MSD. The main facilitator(s) for the meetings and conversations should be part of this coordinating group in order to ensure the success of the MSD activity in general and the group discussions in particular. The more stakeholders are involved, the more they will be able to understand and lead the discussions.

Box 24 summarizes the main questions to be answered by the lead organization at the end of the initiation phase, in order to go to the next stage.

> Box 24
>
> **Key questions for the initiation phase**
>
> - Do we have the necessary commitment to undertake this process?
> - Do we have sufficient time and resources to undertake this process?
> - Have we found appropriate people to design the process?
> - What are we seeking to achieve from the dialogue?
> - Is an MSD the most appropriate format?
> - How does the MSD link into the decision-making process?
>
> *Source: Dodds Felix and Benson Emily, Multi-Stakeholder Dialogue (Stakeholder Forum), PG Exchange CIVICUS, pp. 2-3.*

Step 2 – Mapping key stakeholders

- **Identification of relevant stakeholders:** The more key stakeholders are involved from the beginning, the more likely the MSD activity will be successful in achieving its intended objectives. Stakeholders can be categorized according to their interests and commitment towards the issue, which helps identifying strategies to involve them during the MSD (s. Box 25). To this end, a *mapping of key actors* in each stakeholders group shall be undertaken by the coordinating group (s. Table 12). The coordinating group shall involve all stakeholders (namely representatives of the groups participating to the dialogue) in the process design. Stakeholders need to be approached several times and preferably through direct contact (face to face) in order to maximize their commitment to the process. The core coordinating group shall manage the process, along with facilitators. Clear roles and responsibilities of all parties have to be defined. Guidelines for the group composition are the following:
  - Aim for sufficient diversity of views.
  - Include at least three representatives of each stakeholder group (if possible gender balanced). Participants are generally (s)elected by their own organization, but transparency in the selection process is essential.
  - Do not invite people to represent more than one stakeholder group.
  - Avoid extreme loyalty and lack of divergences (so-called "groupthink") by ensuring that a significant number of participants are not dependent on another member (who would easily assume leadership and dominate the process).

> Box 25
>
> **Stakeholder types**
>
> - **The supportive stakeholder** is the "ideal" stakeholder. S/he supports the goals and actions. *Strategy: Involve supportive stakeholders to maximize their cooperative potential.*
> - **The marginal stakeholders** are neither highly threatening nor cooperative. This type of stakeholders is generally not concerned about the issue. *Strategy: Monitor these individuals and recognize that their interests are specific. Activate these stakeholders when issues are salient to them.*
> - **The non-supportive stakeholders** have high threat potential and are low on cooperation. *Strategy: Defend against a non-supportive stakeholder. Reduce dependence, which is the basis for the stakeholders' interest in the issue.*
> - **Mixed blessing stakeholders** are those who could potentially threaten or cooperate. *Strategy: These individuals must be managed with a collaboration that seeks to maximize the cooperation (making threatening stakeholders less likely to oppose the goals).*
>
> *Source: World Bank, Communication for Governance and Accountability Program, Multi-Stakeholder Dialogue, Washington DC.*

Table 12 – Mapping of key actors

Stakeholder type	Stakeholder's name/organi-zation	Strategy of involvement	Number of required meetings	Mechanism for selecting representatives
Supportive Stakeholders	1.			
	2.			
	3.			
Marginal Stakeholders	1.			
	2.			
	3.			
Non supportive stakeholders	1.			
	2.			
	3.			
Mixed blessing stakeholders	1.			
	2.			
	3.			

Box 26 summarizes the main questions to be answered by the lead organization at the end of the stakeholders' mapping phase, in order to go to the next stage.

Box 26
Key questions for the mapping of stakeholders' phase

- Who has a 'stake' in the decision?
- What are the potential challenges or confrontations that may arise in bringing together those groups?
- Have we ensured there is equitable gender, regional and sectoral representation?
- Do we need to consider translation services? Facilitation?
- Have we issued an open call for participation?
- Are stakeholder groups themselves selecting their representatives?
- Do participants have adequate funds, time and resources to attend a meeting in person?
- Should we consider a Memorandum of Understanding (MOU) for all stakeholders to sign before beginning the process?
- How are we reaching out to communities and groups that have not been engaged in the process beforehand?

Source: Dodds Felix and Benson Emily, Multi-Stakeholder Dialogue (Stakeholder Forum), PG Exchange CIVICUS, p. 3.

Step 3 – Preparing the dialogue

- **Choice of facilitator(s) and rapporteurs**: All stakeholders shall agree on the facilitator(s) to be appointed. This/these person(s) must, on the one hand, favor a trustful atmosphere, and on the other hand, ensure that all views are expressed, taken into account and respected. S/he or they should have solid problem-solving skills and should not be affiliated to any local organization or any political party. In addition to the facilitator(s), rapporteurs (persons responsible for reporting on the group's activities) must be assigned beforehand and agreed by the group. They are responsible for documenting the dialogue (incl. visual documentation) and preparing the final report. Rapporteuring needs to be done in the most neutral way possible, objectively reflecting on the discussions and agreements.

- **Consensus on the issue and goals:** In order to ensure the success of the process, it is crucial that all stakeholders (who were identified in the previous step) agree on the issue and goals. Stakeholders should also receive appropriate information to understand the different positions and perspectives of their peers. To this end, all stakeholder groups can prepare a written position paper, which shall be distributed well before the dialogue takes place. However, it often happens that people who are in decision making positions (from local governments or in political parties) do not have the time or the experience to prepare a position paper. Therefore, imposing such an exercise could compromise their participation in the MSD. In this case, a matrix identifying various positions can be developed and sent around in preparation of the dialogue (s. Table 13).

Table 13 – Stakeholders' position

#	Stakeholder	Attitude towards the issue in question	Reasons
1			
2			
3			
4			

The aim to share the completed matrix or the written position papers with stakeholders prior to the dialogue is to allow them to develop a stronger understanding of different perspectives and think about solutions that will take other stakeholders' considerations into account. It is important that the facilitator(s) is/are well involved in this process in order to have a solid understanding of the various stakeholders' attitudes.

- **Setting up the agenda and the timetable:** after agreeing on the issue, goals, and facilitation, jointly defining a common agenda is a crucial step in the process. The *agenda* encompasses logistical aspects (how much of an exploratory phase is needed? how much time is needed to prepare? how many meetings would be needed and what issues they should address in which order? Who will facilitate the meetings? how long meetings should be? how they should be facilitated, documented, etc.), as well as content aspects (the key issues and the sequence for addressing them). The *timetable* shall be agreed upon by all stakeholders, ideally through consultations, in order to ensure the viability of the process and to avoid losing representatives throughout the implementation.

- **Choice of communication:** The stakeholders should agree on the best communication channel(s) for conducting the MSD. Various channels of communication can be used (face-to-face meetings, email, telephone, fax, letters, interactive websites) to conduct the MSD. Electronic communication can provide a good basis for neutralizing differences in status and personality, as related to gender, age and ethnicity. However, face-to-face meetings are preferred as they help to build trust and provide direct interaction using more communication channels (such as body language).

Box 27 summarizes the main questions to be answered by the lead organization at the end of the preparation phase, in order to go to the next stage.

Box 27
Key questions for the preparation phase

- What are the stakeholder key priorities and positions?
- How can we ensure that stakeholders are adequately prepared?
- What are the key informational sources for stakeholders and do they have equal access to information?
- Is there sufficient time for consultation?
- What are the ground rules for the dialogue itself?

Source: Dodds Felix and Benson Emily, Multi-Stakeholder Dialogue (Stakeholder Forum), PG Exchange CIVICUS, p. 4.

Step 3 – Conducting the dialogue

The implementation of the dialogue should follow the timetable defined in accordance with all stakeholders. Box 28 summarizes the main questions to be answered by the lead organization before the first meeting takes place:

Box 28
Key questions for the implementation phase

- How will the meeting be designed to meet the final objectives of the MSD?
- Have we addressed practical details such as seating arrangements, or using lights to indicate when a speaker must finish? Have we selected an appropriate facilitator?
- What kind of documentation will we have of the meeting such as for e.g. rapporteur's notes, video or audio files, newsletter articles etc.?
- Will the meeting room accommodate observers?

Source: Dodds Felix and Benson Emily, Multi-Stakeholder Dialogue (Stakeholder Forum), PG Exchange CIVICUS, p. 4.

- **Setting up the meeting room:** If face-to-face meetings are conducted, a comfortable and conducive setting must be ensured, in order to ensure a relaxing atmosphere and fruitful dialogue amongst the groups. It is possible to combine several types of communication channels. This shall be decided jointly. The agenda for the dialogue should be printed and shared with all participants.

Box 29
Main principles for consensus-building

- Instead of arguing for favorite proposals, participants should make innovative suggestions. They should be challenged to be creative and integrating, to seek the best ideas, not to win support for their own ideas.
- Participants should avoid 'against-them' statements.
- Participants should avoid agreeing just to avoid conflict.
- Participants should view differences as helpful.
- When participants avoid giving an answer or consciously delay the process to gain time for making their mind, the facilitator should state the points of agreement on which to build.
- When no agreement can be reached on an issue, the group can agree to revisit it at the next meeting.
- The best way to solve conflicts or misunderstanding is the win-win approach, where every one wins after making a compromise.

- **Agreeing on ground rules for the dialogue**: Participants should agree at the beginning of the meeting on how the output of the dialogue will be linked to the decision-making process (will the output be mandatory? will it be only recommendations?). All stakeholders must also agree on the kind of decision-making process they would like to *conclude* the dialogue. Generally, **consensus** is the preferred type. The facilitator should clearly explain the principles for consensus-building to the participants (s. Box 29). The stakeholders must also define and agree on specific forms of communication during the process, in order to avoid any misunderstanding/miscommunications. Communication standards include[67]: being clear; speaking equitably; listening to others; taking each other seriously; being honest and frank; asking direct questions; practicing active listening (re state other views in one's own words); promoting humor.

- **Implementation of the dialogue**: After the rules have been defined and agreed upon, the facilitator(s) can present the stakeholder analysis matrix to the audience and start the discussion. The facilitator should ensure that all stakeholders are given equal opportunity to participate and shall remind them the rules for consensus-building if needed. The rapporteurs carefully document the whole session, especially the recommendations and agreements amongst participants.

Step 4 – Evaluation and follow-up

- **Document the process.** Based on the rapporteurs' notes, an agreement text or a set of recommendations agreed by all stakeholders involved shall be issued shortly after the dialogue took place and distributed to all, via the coordinating group. Not only discussions and outcomes but also records of the process design shall be documented. Information to be gathered includes: who initiated the process; who was involved at a specific time; what were the issues and questions at stake; which mechanisms were employed to identify stakeholders; issues, objectives, rules and procedures, etc.
- **Implementation of recommendations: A**n action plan shall be drafted, outlining who is to do what, when, where and with whom. Roles and responsibilities of the different stakeholders must be clearly defined and all groups shall commit to the realization of the objectives resulting from the dialogue. This action plan can be developed by an assigned person or by the coordinating group and put to the whole group for discussion. Implementation processes can include workshops, regional consultations, briefing sessions, media interviews etc.
- **Outreach strategies and media coverage**: in order to make sure that the findings of the dialogue are made available to citizens, some outreach strategies should be defined by the coordinating group. For example, media should be contacted and social media can be used in order to disseminate the outcomes of the dialogue.

Box 30
Key questions for follow-up phase

- What follow-up processes are necessary in order to achieve the objectives of the MSD?
- How can we ensure maximum media coverage?
- Have we established communication mechanisms for including non-participating stakeholders?
- Have we the capacity to conduct a post-process evaluation?

Source: Dodds Felix and Benson Emily, Multi-Stakeholder Dialogue (Stakeholder Forum), PG Exchange CIVICUS, p. 5.

67 Hemmati Minu, Multi-Stakeholder Processes for Governance and Sustainability, Earthscan Publications Ldt, London, 2002, pp. 232-233.

8. Participatory Budgeting

Notes on Use:

Main Focus	Participation
Purposes	- To ensure fiscal transparency at local level, since Participatory Budgeting (PB) preconditions are a widespread dissemination of information on the revenues and expenditures of the municipality. - To enhance the trust between citizens and the local government and to improve communication between both. - To encourage citizens to pay their taxes and fees by providing them with detailed information on how taxes are spent. This helps in eliminating existing prejudices among citizens that their taxes are being misused. - To make municipal services more responsive to citizens' needs. - To raise awareness among citizens on public processes, with special focus on budget preparation.
When to Use	Used by the local government to ensure budget transparency and to modernize service provision.
Level of implementation	Local level
Level of difficulty	High
Actors	MoLG, municipalities, CSOs and citizens
Setting / No. of participants	Representative sample of citizens for the participation in PB (at least 1% of the inhabitants of the respective municipality, although it is preferable to exceed this percentage).
Facilities	City halls, internet access, IT equipment, municipal website or social media platform.
Costs	Medium to high, depending on the digital tools used throughout the process
Notes	By the time of writing this manual, the piloting phase of PB is still at its early implementation stage. Therefore, some adjustments are expected to be made according to developments during the process.

Background

The model of PB was first developed in Porto Alegre, Brazil, in the late 1980's, in an effort to address and overcome the city's growing problems. Bankruptcy, inefficiency and bureaucracy of the public system as well as the lack of basic services led to discontent among citizens, forcing the newly elected municipality to start experimenting with innovative mechanisms of public participation on the local government level. The PB process in Brazil proved to be very successful: within four years, the rate of citizens' participation significantly increased, starting with less than 1,000 citizens in 1989 to reach nearly 8,000 in 1992[68]. In 2003 the participation exceeded 26,000 citizens. Participation grew as citizens realized that there were concrete and positive results stemming from the implementation of PB. In 1989, only 49% of households had basic sanitation services. Eight years later, 98% of households had water and 85% of them were served by sewage systems[69]. Citizen engagement in the budget process helped identify the most urgent priorities and public support was beneficial in implementing the measures.

The model has since been replicated all over the world, after adaptation to the local context. Since 2000 there has been significant further expansion and development of individual solutions in Latin America and European countries. There has also been some successful attempts at implementing PB in African cities (e.g. in Cameroon, Tanzania, Zimbabwe and South Africa), in Asia, as well as in Australia and New Zealand. PB has also been implemented in complex political situations, such as in conflict-ridden Sri Lanka. In 2008, a PB coalition has implemented different versions of the model in some municipalities of Arab countries: Bahrain, Lebanon, Yemen, and Jordan.

In the Palestinian context, PB was first introduced in August 2014. For the piloting phase six municipalities and one village council were selected. The seven participating municipalities/village council are: Beit Fourik, Dura, Ellar, Sinjel, Zbouba, Ramallah and Gaza City.

What is PB?

Given the different approaches and tools implemented throughout the process, there is no standardized definition of PB. In general PB can be defined as a process in which citizens deliberate and negotiate over the allocation of public finances[70].

Different tools might be applied in the process as consensus conferences, deliberative polls, citizen juries or online voting. Depending on the specific local approach, citizens have the opportunity to identify, discuss and prioritize public expenditures. Both residents and community groups are engaged in discussing and voting on spending priorities, making spending proposals and voting on them. Residents should also have a role in the scrutiny and monitoring of the process. Results of financial decisions taken should be shared with the residents.

In the absence of a standardized definition of PB, a set of minimum standards should be met to guarantee that the process complies with the main features of PB. These standards are:[71]

- The financial dimension should be discussed, since the core issue is limited resources;
- The city level, including decision makers and administrators, has to be involved in the process;

68 Wampler, Brian, A Guide to Participatory Budgeting, In: The World Bank, Shah, Anwar (Ed.): Participatory Budgeting, Washington D.C., 2007, pp. 24.
69 Lerner, J., Participatory Budgeting - Building Community agreement Around Tough Budget Decisions, In: National Civic Review, 100 (2), 2011, pp. 30.
70 Wampler, Brian, A Guide to Participatory Budgeting, In: The World Bank, Shah, Anwar (Ed.): Participatory Budgeting, Washington D.C., 2007, pp. 21.
71 Sintomer Y., Herzberg C., Röcke A., From Porto Alegre to Europe: Potentials and Limitations of Participatory Budgeting, 2005, pp.5.

- The process should be repeated on a regular basis and should consist of more than one meeting. It should be designed as a public deliberation process;
- The decision-makers should be accountable to the citizens by providing information and explanations about the outcome of the procedure in a transparent and easily accessible manner.

For the piloting phase of PB in the Palestinian territories and according to the abovementioned criteria, a specific PB model has been designed, that corresponds with the socio-economic and political features of the local context. Unlike the original Brazilian model pioneered by the city of Porto Alegre, the decision-making competences regarding the spending of a limited part of public resources are not fully transferred to citizens. PB in the Palestinian context has a more consultative nature, where citizens act as advisors by submitting their own suggestions and recommendations without taking the final decision. The primary aim of this model, which is based on the Christchurch experience[72], is to ensure that citizens' needs and priorities are incorporated in the decision-making process, thus modernising local governments and making them more responsive. Beside this dimension, the model envisioned for Palestine focuses to a great extent on raising citizen awareness of the issue of municipal budgeting. This is achieved by disseminating a broad range of comprehensible information on the financial status of the municipality, explaining the amounts of revenues and expenditures flowing into and out of the municipality.

Benefits of PB

Though the effects of PB vary depending on the approach selected as well as on the socio-economic and political local context, experience has clearly shown that this instrument is a key factor in modernising local governments and managing financial issues.

The benefits of PB for both citizens and local government can be summarized as follows:

a) *Local Government*

- Orientation towards modern needs-based public management.
- Making use of citizens' local knowledge and expertise in budget prioritizing.
- Enables collective prioritization and co-management of resources.
- Improvement of basic services according to citizens' most urgent needs.
- Development of realistic expectations from the citizens vis-à-vis the local government, as municipal financial constraints are better understood.
- Generates trust between the (local) government and the population.
- Increased trust has proven to improve tax collection.

b) *Citizens*

- Increases citizens' level of information and understanding of public processes.
- Inclusion of marginalized groups and improvement of social cohesion.
- Creates a democratic culture within the community.
- Improves public administration transparency and efficiency in public expenditures.
- Encourage citizen participation in decision-making and in the allocation and oversight of public funds.

Prerequisites to implement PB

There are four basic conditions which are decisive for a successful implementation of the PB process[73]:

- **A strong political will from the mayor and the local council members**: A supportive political environment is crucial for sustaining the process. Hostile or uncooperative councilors or officers who refuse to provide the needed logistical, informational and financial support could eventually jeopardize the PB process.
- **The presence of a vibrant civil society:** The existence of active social movements, NGOs, unions and other voluntary associations does not only guarantee a high level of participation, but also a legitimization of the process.
- **A clear definition of the rules of the game:** as soon as the community is involved and mobilized, all sorts of realistic and unrealistic expectations are articulated. Without having clear information about the process, including the scope of proposals and the financial limitations of the municipality, PB becomes a frustrating exercise for citizens as well as for the local government. Therefore, it is of great importance to have clear rules on the scale of activities, the financial capacities of the municipality and the role of citizens throughout the process.
- **The will to enhance the capacities of the municipal staff, the local councilors and the citizens on municipal budgeting as well as PB:** For municipal staff and local councilors to be able to be part of the process and for citizens to actively participate in all phases, all have to be well informed on the concept and aims of PB. It is also crucial that all stakeholders receive detailed information on the sources, amounts of revenues and the current system of expenditure.

72 Sintomer Y., Herzberg C., Röcke A., From Porto Alegre to Europe: Potentials and Limitations of Participatory Budgeting, 2005, pp.9..
73 UN Habitat, Global Campaign on Urban Governance - 72 Frequently Asked Questions about Participatory Budgeting, 2004, pp.30.

How to proceed?

Step 1 – Preparatory work

A PB process is usually initiated by the respective municipality and thus relies exclusively on the will of the mayor and the effectiveness of citizens to demand PB. When the municipality decides to implement PB in its district, it is important that the local council and the main actors in the municipality (heads of departments, with special focus on the financial manager) clarify internally the main goals of the process and create a common vision. They should be aware of the risks accompanying PB and define for themselves why they want to introduce such a process. Such an internal reflection is crucial for a successful implementation process.

The general shape and scope of the project should be also defined in this initial phase. The main steps, as well as the time schedule of the whole process should be clarified and roles should be distributed among the municipal staff and local councilors.

It is recommended that the municipality involves representatives of the main civil society organizations in the reflection phase and get their feedback, since they will be important actors throughout the process, especially in the mobilization phase.

Furthermore, it is crucial that the municipality begins with the preliminary preparation of the awareness-raising material on municipal budgets. A special focus should be paid on readable budgets (s. Box 31).

Box 31

Material for readable budgets

As part of PB intervention, it is not only necessary to make budgets accessible to all citizens, but also to make them understandable. For this purpose, it is important to develop readable budgets in advance. These should be accessible via:

1. An interactive infographic of the municipal budget, which is reachable through the municipal website and other social media platforms; or
2. An information leaflet on the municipal budget

Step 2 – Capacity building of municipal officials and staff

After agreeing on the general outline of the PB process in the respective municipality and before starting with the main activities targeting the citizens, it is of outmost importance to ensure that all local councilors and relevant municipal staff (head of departments with the financial manager in the foreground) receive training on the concept and mechanisms of PB as well as on budget work. The importance of such a step derives from the fact that local councilors are key players that have decision-making authority regarding the allocation of budget. Furthermore, local councilors as well as municipal staff are considered to be the main focal persons for the citizens.

The training should be divided into two workshops, held most preferably on two different days, in order not to overwhelm the participants with the amount of information provided. The following structure is recommended:

1. The first workshop should be divided into two sections. The first section should focus on introducing the PB concept, explaining its core idea, its origin and its importance as a social accountability tool. It should also provide some detailed information on the preconditions of PB, the building blocks of the tool and the various mechanisms used in the implementation process. This information should lay the groundwork for the second section of the workshop, where the participants will determine all the detais related to the implementation process, tackling the process steps, techniques for maximum inclusion, the level of budget transperancy and the portion of the overall budget to be discussed throughout the process.

   For the pupose of this workshop it is highly recommended to hire a trainer, who has profound knowledge in the field of social accountability and in particular PB.

2. The main objective of the second workshop is to increase the knowledge of the participants on the accounting terminologies, reading and interpreting financial reports, and acquaint them with the types of budgets and their uses. The training should offer an overview of the financial reporting objectives, the required reports issued by municipalities, the accounting definitions as well as the method to interpret numbers to determine the liquidity, shortage and deficit, and yearly performance measurement. The workshop should also tackle the legal framework that governs the budgets preparations, definition and the differences between budget and balance sheet. Furthermore, the 4 types of budgets: operational (General), Development, Enterprise, and Fiduciary budgets including their components and tips to prepare them should be illustrated.

This training should be either conducted by an external financial consultant or by the financial manager of the respective municipality.

Step 3 –Awareness-raising and capacity building of citizens

Capacity building of citizens: For citizens to be able to submit suggestions on spending priorities, they have to be well informed on how municipal budget functions and what the financial capacities and the limits of their municipality are. However, budgets can often be difficult to decipher and ordinary citizens lack the level of understanding of the budget that is necessary to participate in public debates and understand budget choices. Therefore, it is significant that citizens willing to be part of the PB process receive some training to acquire and build their skills and competencies in reading municipal budgets. For this reason, an information event open to all citizens should be organized prior to the community meetings to illustrate the municipal budget, introduce the PB project and the possibility of participating in the municipal budget preparation process. It can however be considered, depending on the size of the city/ village and its capacities, if several information events distributed among the neighborhoods, are conducted. The maximum number of participants should be 200. In all cases, the citizens should be mobilized and the municipality should address the various civil society organizations to support in advertising for the event.

Raising awareness campaign for citizens: Besides this event, simplified information on municipal budgets should be disseminated through different channels. Different tools can be utilized such as info-graphics published on the municipal websites, leaflets and animation movies (s. Box 31 on readable budgets). It is significant that a wide spectrum of citizens are addressed, which requires a well-thought advertising strategy.

Step 4 – Organization of a community meeting

The public meeting constitutes one of the most important steps of the PB process. Together with the local council and the representatives from the municipality (financial manager and heads of departments), citizens will discuss the budget for the next year. In this session the municipality will disclose its budget, providing detailed information on the amount of revenues and expenditure planned for the upcoming year. Citizens will be given the chance to express their opinion on the budget, submit their needs and interests for priorities.

Each municipality, depending on its financial capacities can decide whether they want to allocate a limited amount of the budget to the citizens and discuss with them potential projects to be implemented in the future or confine the role of the citizens to discussing the money distribution of the municipality, allowing them to prioritize fields of expenditure.

In both cases the session will be facilitated and documented and a list incorporating the suggestions of the citizens will be finalized and submitted to the municipality. The final decision will be taken by the decision making body, after seriously considering the results of the community meeting.

Besides accountability, inclusiveness is a crucial aspect of this meeting. Normally this meeting is designed as an open meeting directed to all the citizens of the community. Depending on the size of the city/ village, either one single meeting can be held for all citizens, or separate neighborhood meetings. It is highly recommended that the number of participants does not exceed the range of 200 persons; otherwise it will be difficult to control the session.

The participation of citizens with different backgrounds including marginalized groups as well as discriminated members of the community should be guaranteed. Hence, a wide advertisement in advance for this meeting is a decisive step to ensure the participation of wide spectrum of citizens. A special emphasis should be put on reaching youth and women.

It is also crucial to ensure the presence of a number of CSOs, especially service delivery CSOs, and involve them in the process, not only as consultants but as potential implementing stakeholders. Through their participation in community meetings, CSOs can get a deeper insight into the needs and interests of the community and thus implement projects that meet the addressed needs, especially if the municipality lacks financial means to achieve these projects.

With this step one can convey the message, that the development of the community is not only confined to the municipality, but is rather a shared-responsibility between the municipality and its citizens (incl. private sector and organized civil society).

The community meeting should be held before submitting the municipal budget to the MoLG for approval, so as to be able to incorporate some of the suggestions of the citizens in the budget. Since the official submission deadline of municipal budgets in the West Bank and Gaza is 01.11 of each year, it is highly recommended to hold the meetings in September.

Step 5 – Follow-up, Monitoring & Evaluation

After conducting the community meeting, it is crucial that decision makers and administrators provide information on the outcome and justify the selection of the proposals to ensure accountability. This can be achieved by publishing the decision and outcomes of the community meeting on the municipal website or in lack of thereof in the newspaper.

It is also recommended to organize a further community gathering after six months from the initial community meeting to inform the people, whether the chosen proposals have been taken into consideration or not. A further community meeting is an important tool to keep the citizens updated on the activities of the municipality and prove to them that the municipality is keen on involving citizens in the budget preparation process.

After each implementation step, the municipality should evaluate the effectiveness of the tools and mechanisms utilized throughput the process, including the mobilization strategy, the communication channels with the citizens and the training material. PB is a long term concept that should be developed after each single cycle.

9. Youth Participation

1. The concept of youth participation

Youth participation is understood as a strategy that encourages youth to express their opinions, to become involved and to be part of the decision-making processes.

Youth participation requires making structural and procedural changes in order to adapt the needs and the realities of young people and guarantee youth access in decision making. In such a process the whole community is involved (including CSOs, youth programs and local decision makers) to create real partnership between youth and adults.

Benefits of youth participation

Adults should be aware of the advantages of working with youth and how the creation of a supportive environment encourages greater youth participation. Youth will be more receptive to the idea of working with adults when they realize that they are being respected as a group, and that their participation is encouraged.

Efficiency	Youth participation means better decisions and increased efficiency: policies and programs designed after consultation with users are more likely to be effective.
Inclusivity	Youth participation strengthens community capacity: giving young people a place in decision-making builds a broader base of citizen involvement and creates stronger, more inclusive communities.
Development	Youth participation contributes to positive youth development: increased confidence, communication and organizational skills and to express their needs and claim for their rights
Rights	Youth Participation is a right: UN Convention of the Rights of the Child (1989) is addressing the right of children and youth to participate in general and specifically to government decisions. The Council of Europe in 2003 adopted the Charter on the Participation of Young People in Local and Regional Life.

2. Methodology for sustainable and integrated municipal youth participation

2.1 Enabling Environment:

An enabling environment refers to factors that promote, facilitate and strengthen youth development, youth empowerment and the meeting of young people's needs and protection of their rights.

In order to guarantee a constructive engagement of young people and good governance, different social, economic and political factors have to be in place such as governmental policies and regulations, structures, allocation of budgets and expertise of human resources.

a) Governmental policies and regulations:

a.1 The MoLG mandate is to assure that the local governance sector is following principles of "democracy, transparency and community participation". Specifically one the goals of the Strategic Plan for 2010-2014 is to "enhance the institutionalization of community participation".

a.2 **Youth Participation Policy Paper**: The **MoLG** is developing a policy paper on youth participation in cooperation with relevant Ministries (Higher Council of Youth and Sport, Ministry of Education) and other stakeholders (LGUs representatives, youth representatives, CSOs, etc.). After the designing of the policy a process is going to start to set the Strategy and Action Plan on which are the needed tools for municipalities to adopt and implement the Policy Paper.

b) Structures for community/youth participation:

b.1 Municipal level:

The **municipalities** are responsible for community participation and involvement, special focus should be allocated to provide adequate resources to strengthen youth participation mechanisms at local level, including:

- a municipal staff member to be trained and functioning as Community/Youth Officer*
- a well equipped venue/office for the Community/Youth Officer.
- an appropriate space for setting-up a Municipal Youth Centre
- designing a local Youth Action Plan (YAP) and allocate a Budget line for youth initiatives

Community/Youth Officers, 2014

* The **Community/Youth Officer:** acts as interface between the municipality, Youth Promoters (YP) and local organizations (SC) ensuring coordination among the concerned stakeholders to promote youth related affairs on the local level. The Community/Youth Officer is an integral part of the local government and should have a position within the municipal structure.

b.2 Community level: youth representatives' body and community representatives

A **Youth Representative Body** should be established by selecting a group of **YP:** 15 young people (15-29 years old) who play a strategic role in terms of mobilizing their peers for youth related issues and act as a mediator between the Community/Youth officer and the young people in the community. They are the youth representatives' body for a period of two years, in the second year new YPs will be integrated in the group and trained with peer to peer exchanges of knowledge and coaching. YPs are organized in three working groups in order to plan and implement several activities:

- <u>Cultural events and volunteering</u>: youth day, cleaning day, painting walls, career counselling, etc.;
- <u>Social media and campaigning</u>: Facebook page; press releases; local campaigns, etc.;
- <u>Monitoring</u>: organize public hearings, monitor municipal service provision, attend Local Council meetings, etc.

A **Supporting Committee (SC)** should be established in each location, according to the Youth Service Assessment and the available local stakeholders, the YPs together with the Municipality have to select from seven to ten organizations, institutions, schools, representatives of the private sector. The main role of the SC is to participate in the planning sessions of the YAP; to identify possible synergies and cooperation among the Municipality and the local community and they should meet at least every three months with the Mayor, Local Council, Community/Youth Officer and YPs.

c. Expertise of human resources: capacity building.

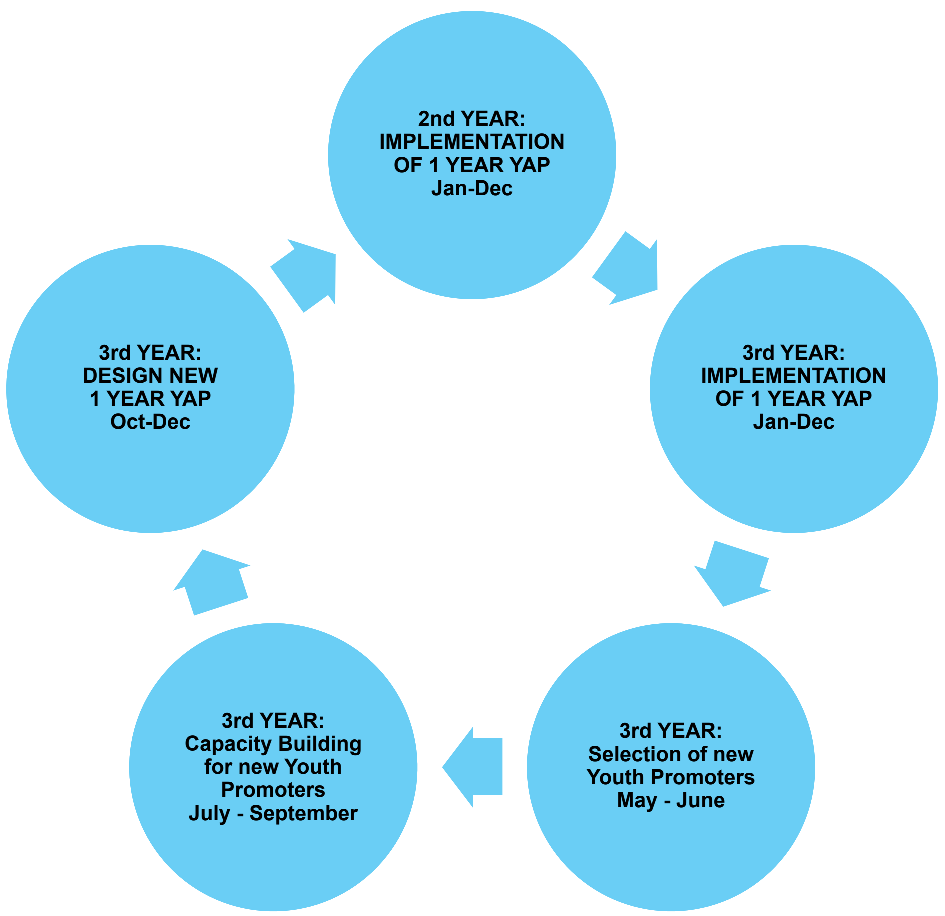
Capacity building of personnel and involved stakeholders is needed in order to guarantee a supporting environment for the establishing of youth participation mechanisms. Specific trainings have to be provided for the Community/Youth Officer, for local council members and mayors, for the Youth representative body, for the community (parents, youth and elders).

2.2 Methodology to establish the needed structures for sustainable youth participation:

To establish the needed structures and mechanisms to promote youth participation in local decision-making and enhance municipal services provision for the community with a specific focus on youth needs, Municipalities have to implement five steps, the time for setting these structures is at least one year.

1 YEAR PROCESS TO SET UP NEEDED MECHANISMS:

After the setting up of the structures towards the implementation of the 5 steps a process of 2 year cycle is starting:



STEPS and TOOLS summary[74]:

YEAR ONE: 5 steps to set-up the needed structures and enhance capacities of all stakeholders.

1. Community/Youth Officer is integrated in the Municipal Organizational Chart

Purpose	- Promote concept of youth participation at the local community level - Responsible for planning and implementation and monitoring of the YAP - Focal person for the selected YPs and to support them in their involvement in decision-making processes (attending local council meetings, participate in SDIP sessions,…) - Conduct studies and researches on youth needs and local available resources and services - Networking with all local organizations in order to improve quality of services provided for youth with maximum utilization of available resources - Participate in youth related meetings and workshops with concerned parties and other Community/Youth Officer of other municipalities - Research and inform young people of the community on opportunities and issues relevant to them (scholarships, internships, study trips, trainings and summer camps, …) - Prepare project proposals to search for additional funds for youth work and projects
When to Use	Essential to start the process of youth participation in local governance.
Level of difficulty	Medium to High
Level of implementation	Local Level
Actors	Municipal Employee Local council members Local organizations and institutions
Summary of Methodology	- Select the Community/Youth Officer according to job description (s. annex 10) - Provide a capacity building training package for the Community/Youth Officer (up to 6 months): Main concepts and tools to promote youth participation Planning and organize activities for youth and the community-YAP Leadership and Management Communication and facilitation skills Social Media Promotion of volunteerism and mobilization Lobbying and campaigning Fundraising and proposal
Facilities	• Allocate an office and identify a municipal youth centre

74 Please refer to the GIZ Manual containing all detailed interventions of the Youth Participation methodology for further information.

Costs	Medium
Notes	**Lessons learned:** The Community/Youth Officer position is crucial as the youth and the community needs a focal person to talk to. The Community/Youth Officer should be selected carefully; this position requires educational background and experience in community work. An assistant for Community/youth Officer should be selected and involved in YCC activities, it can be one of the YPs or one of municipal employees A youth centre is needed to implement the activities of young people and to enhance sustainability. **Challenges:** Lack of a youth unit in the Municipal organizational structure and lack of specialized municipal staff Lack of non-formal education on youth participation, civic education and youth rights Lack of willingness of Mayors to allocate a full time or part-time employee for community and youth work

2. Youth Service Assessment:

Purpose	- Mapping youth services and youth services providers in each community. - To get to know the status quo of all available resources and stakeholders in the community who are providing services and are willing to support youth.
When to Use	After identifying the Community/Youth Officer Is the first task to be implemented by the Community/Youth Officer
Level of difficulty	Medium – High
Level of implementation	Local Level
Actors	- Community/Youth Officer - Local council members - 3 municipal staff - Local stakeholders - Young Volunteers

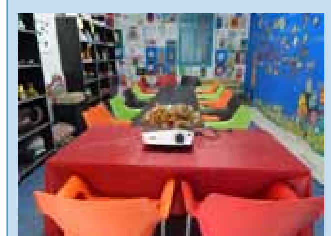
Summary of Methodology	Prepare a **Stakeholders map:** - Organize a meeting between Community/Youth Officer, Municipal staff (at least 3) and the Local Council members in order to identify all local stakeholders that are providing services for youth. - Follow the guiding questions for each sector of the society in order to better identify the actors and design the "onion map" (see annex 11) - Do a Power- interest grid of the stakeholders identified in the "onion map" (see annex 12) - Conduct the assessment: 1. <u>With services providers:</u> Methodology to be used: - one to one interview, online survey and focus group - Utilize the questionnaire and adapt if needed (see annex 13) 2. <u>With Beneficiaries (Youth):</u> Methodology to be used: - Street surveys, online survey and focus group - Utilize the questionnaire and adapt if needed (see annex 14) - Findings: 3.1 Prepare a data base (excel sheet) with all contacts of local (see annex 15) 3.2 Elaborate a final report with all data and analysis of results (see example on CD rom)
Costs	Medium
Notes	**Lessons learned:** It is important to be as precise as possible while identifying local stakeholders (names, contacts..) Explain the main purpose of the service assessment at the beginning of any meeting/focus group/.. Utilize local volunteers to support in collecting data and distributing questionnaires The YSA should be used as starting point to develop the YAP In case resources allow you, make a contract with a young expert/university student who could support in the data collection and analysis. **Challenges:** It takes time therefore the Community/Youth Officer that is the main responsible to implement this assessment should be fully recognized as part-time or full time employee within the municipal structure. Sometimes not all local stakeholders are providing accurate information

Cartoon Drawing circles in Al Breej-Gaza, 2014

3. Sensitization activities for the community:

Purpose	Increase community awareness in order to break barriers towards the concept of youth involvement in local decision-making processes. To inform the young people of the community about the opportunity to become a YP (=to be selected as "Representative of Young People of the community within the municipal structure")
When to Use	After selecting the Community/Youth Officer and before selecting the YPs
Level of difficulty	Low
Level of implementation	Local Level
Actors	- Community/Youth Officer - Civil society organization/CBOs - Mayor and Local Council members - Local community
Summary of Methodology	Several activities are organized in the community in order to involve and inform citizens and young people on their right to participate and to be involved in local decision-making processes, to inform about the function of the Community/Youth Officer and announce the possibility of becoming a YP. Examples of activities to be organized in partnership with NGOs/CBOs: - Public meetings to explain youth and community participation tools and to announce the selection of YPs - Workshops for students, youth, adults, local organizations, and parents - Public events such as forum theatre and music events - Drawing murals and exhibitions - Youth info point and radio spots - Specific training sessions on the topic of youth and community participation tools for the mayor and local Council members ➔ It is important to already distribute the application forms to apply for becoming a YP
Costs	Medium
	Lessons learned: The support of the community and the local council is crucial to achieve effective youth and community participation. Establish a forum for talents, artists, and youth activists in each location in order to support the municipalities in implementation of sensitization activities. **Challenges:** To allocate the needed economical resources for the CSOs to implement the awareness raising activities for the community.

4. Selection of the Youth representative body within the municipality – YPs

Purpose	- Selection of 15 young people (age 15-29) to become a YPs for 2 years: "The representative of the young people of the community within the municipal structure". - Tasks of YPs: - To work close to the municipality, Community/Youth Officer and the local council. - Preparing and developing the local YAP. - To implement activities and trainings for other young people and the community - To lobby and advocate for youth rights and youth issues with campaigns, attending local council meetings. - To collect new ideas and suggestions from other youth and the community on main needs and priorities for better municipal services - Play an important role in fundraising for youth activities in the municipalities.
When to Use	After the sensitization of the community
Level of difficulty	High
Level of implementation	Local Level
Actors	- Community/Youth Officer - Mayor and local council members. - Civil society organizations - Youth in the community
Summary of methodology  *Youth Centre, West Bank, 2014*	- Distribute the YPs call for applications and the application form (annex 16 and 17) to apply to become a YP within the community (universities, schools, youth clubs and centres, local institutions and organizations, etc.) - Form a selection committee responsible to read all applications and evaluate them according to the evaluation marks (see annex 18): one local council member; one community member; one NGO/CBO member. - Identify the best 30 application forms according to the ranking criteria and conduct an Orientation day (see annex 19) to evaluate the candidates in terms of presentation and communication skills; team work and interaction with others; commitment and creativity. - Select the final 15 YPs and form 3 working groups: 1-volunteerism and cultural events 2-social media and advocacy 3-monitoring of municipal services and participation in LC meetings - Provide 3 months' training package for the YPs: *Municipal structures and Law;* Youth Participation concept; SA and monitoring tools; Team building ; Problem solving, Conflict management; Goal settings and *creative thinking; YAP methodology;* Video shooting; Social media; Advocacy and campaigning; Communication skills; Fundraising and proposal writing; Peer to peer and volunteerism.

Costs	High
Notes	**Lessons Learned:** It is crucial to make sure that the whole community is informed about the selection process and to collect as much applications as possible. To have a transparent and participatory process to give the scores to each candidate. To use a <u>selection process</u> instead of <u>election process</u> can guarantee access to all youth of the community and not only the “politicized ones”. Also the process of electing the candidates is giving the youth a feeling of over-authority and over-power with the possible consequence that they don’t listen to the voices and needs of the other youth in the community and don’t consult with them.It is important that YPs always keep in contact with the community for a continuous exchange. They are the voice of the other citizens towards the local decision-makers. YPs have to attend at least one Local Council meeting per month to be able to influence decision-making processes. For the YPs having the Community/Youth Officer is a guarantee for their real involvement and participation in the municipal structures. It is crucial to have males, females, people with disability and other vulnerable groups in the Youth Representative body. **Challenges:** LGUs do not take Youth Representatives seriously and do not give credit to youth. Lack of awareness on the importance and need to build youth capacities as responsible citizens. Lack of awareness of the importance of youth participation. Narrow understanding and mistaken perception of local government by youth

5. YAP:

Purpose	Enhance responsiveness of municipality towards youth and community needs and make youth and community active and participating.
When to Use	After building the capacity of the YPs
Level of difficulty	Medium
Level of implementation	Local Level
Actors	- Community/Youth Officer - YPs - SC: up to 10 local organizations, institutions, schools, and private sector and key stakeholders. The role of SC is to contribute in all planning sessions of the YAP, identify possible synergies and look for cooperation mechanism. -Mayor and Local Council members. - Local community
Setting / No. of participants	1) <u>Assess the problem:</u> - Review of relevant documents (SDIP; Youth Service Assessment ;..) - Identify causes of problems - Setting objectives - Getting information from the community on their needs 2) <u>Develop solutions:</u> - Formulate the goals - List the main steps of the action plan - Identify potential barriers and enablers - Classify stakeholders according to their power and interest to support the action plan 3) <u>Develop a plan:</u> - Detail activities for each goal - Determine needed resources for each activity (human resources, financial resources, infrastructures,..) - Define the timeframe and preconditions for each activity 4) <u>Budget:</u> Allocate a Municipal Budget line for youth and community activities. 5) <u>Integrate YAP in SDIP:</u> Make sure that the activities of the YAP are integrated in the annual revision of the SDIP-Strategic Development and Investment Plan For an example of one year YAP see CD rom
Costs	High
Notes	**Lessons Learned:** Municipal Budget for implementing YAP is highly needed for institutionalization and sustainability. SC has to meet regularly with YPs and LC to monitor and support YAP implementation (at least every 3 months). It is crucial to mobilize local CBOs/CSOs for the implementation of community activities and build partnerships. **Challenges:** Lack of budget line for community and youth activities. Lack of coordination among public, civil and private sector at the community level as well as lack of coordination among all NGOs and CBOs. Lack of sufficient and sustainable funding. Critical challenges facing youth due to the socio-economic and political situation to be an active member in the society and be involved in volunteerism.

YEAR TWO: activation of the established structures

Implementation of the YAP

Purpose	To strengthen and systematize the involvement of young people within local decision-making and to provide better services for youth and community.
When to Use	After the set-up of all structures and the design of YAP
Level of difficulty	Medium
Level of implementation	Local Level
Actors	- YPs - Community/Youth Officer - SC -Mayor and Local Council members - Civil society organization/CBOs
Summary of Methodology	- Monthly implementation of YAP activities in partnership with NGOs, schools, institutions (Jan – Dec) - Organize meetings with SC and Local Council members to report on YAP implementation (at least every 3 months) - Regularly YPs should attend Local Council meetings to report on the implementation of YAP and be involved in decision-making processes - Apply for additional funds to support implementation of YAP with local and international donors - Prepare the next year YAP using the same participatory methodology (Oct – Nov) and allocate a new municipal budget line
Costs	Medium-High

YEAR THREE: peer to peer mechanisms to secure sustainable youth participation

Implementation of the YAP and selection of new YPs

Purpose	To strengthen and systematize the involvement of young people within local decision-making and to provide better services for youth and community. Also to transfer the acquired knowledge from the current YPs to the new selected group.
When to Use	After the set-up of all structures and the design of YAP
Level of difficulty	Medium
Level of implementation	Local Level
Actors	- YPs - Community/Youth Officer - SC - Mayor and Local Council members - Civil society organization/CBOs
Summary of Methodology	**YAP implementation (Jan – Dec):** - Monthly implementation of YAP activities in partnership with NGOs, schools, institutions. (Jan – Dec) - Organize meetings with SC and Local Council members to report on YAP implementation (at least every 3 months) - Regularly YPs should attend Local Council meetings to report on the implementation of YAP and be involved in decision-making processes - Apply for additional funds to support implementation of YAP with local and international donors **Selection of new YPs (May – June):** in this task the current YPs with the help of the Community/Youth Officer should announce the recruitment of new YPs using the same methodology as used in the set-up of the structures in the first year but with more roles and responsibilities for the current YPs: - Announcing - Collecting applications - Taking part of the selection committee **Capacitating the new YPs (July – Sep):** in this task the new YPs will receive a three months capacity building package. The Community/Youth Officer and the current YPs have the mandate to transfer the acquired knowledge and experiences to the new group of selected youth. **Prepare new YAP for the coming year (Oct – Dec):** in this task and using the same participatory methodology the current YPs with the newly selected YPs will prepare the next year YAP and allocate a new municipal budget line.
Costs	Medium-High

YPs at the Youth Academy, 2014

Section 3

1. Evaluation of the SA pilot intervention

At the end of the piloting phase, LGP mandated a team of experts (both national and international) in order to assess the intervention75. The findings and suggestions for the way forward are summarized here, in order to feed into the reflection about the future of SA in the Palestinian context.

The external evaluation process, carried out in March 2014, aimed to make an overall independent assessment about the past performance of the two pilot interventions (from March 2013 to February 2014), paying particular attention to the outcomes of the pilot interventions' actions against their objectives. The evaluation process also aimed to identify key lessons and propose practical recommendations for follow-up actions, potential phasing out with certain partners and up-scaling of the SA mechanisms via relevant up-scaling structures. The evaluation process utilized a set of quantitative and qualitative evaluation tools paying particular attention to the in-depth interviews with targeted government officials to assess the benefits as well as the constraints of applying SA mechanisms in LGUs in the West Bank and Gaza.

2. Findings

2.1 Findings regarding SA intervention

The main findings of the evaluation show that all interviewed government officials believe that SA tools implemented in the frame of the pilot intervention positively affected municipal planning, decision-making and implementation. All mayors were satisfied with the changes made by the SA intervention to their municipality. They also consider the application of SA mechanisms in their LGUs as important for many reasons. According to the evaluation, most interviewed government officials (14 out 16) believe that SA tools have improved or have the potential to improve the quality of municipal services.

Government officials reported that the implementation of SA tools in their municipality benefited local government structures with regard to several aspects:

1) Minimization of the number of complaints for the targeted services (11 out of 16 LGUs).
2) Improvement in collection rates (observed only in 9 out of 10 LGUs in the West Bank).
3) Increase of citizen participation in the various municipal activities (confirmed by all interviewed mayors).

Most government officials (13 out of 16) also confirmed that the implementation of SA tools made them aware of the needs of vulnerable groups they did not know before. All government officials also confirmed that they are willing to continue applying SA tools after the pilot intervention.

The evaluation team also observed a strong support to the concept of SA by citizens who participated in the implementation of SA tools. Citizens believe that the intervention responds to their needs in regard to their participation in the municipal decision-making process and that it should be replicated in other LGUs to improve municipal services. They also indicated that the intervention positively changed their perspective about their municipality. They felt that the intervention enhanced their participation in the municipal decision-making process.

As CSOs are a central element of the SA, the evaluation found that the pilot intervention also built the capacities of 6 CSOs in regard to the SA concept and tools. This capacity building program was accompanied by the creation of the present manual, designed to enable both CSOs and municipalities to adequately apply SA tools.

Despite all the efforts undertaken by LGP to assist municipalities implementing and institutionalizing SA, the evaluation found out that LGUs are not yet fully capable of implementing the tools without external technical support. Therefore, there is a strong need for further support even beyond the piloting phase of the SA intervention.

2.2 Main findings regarding the YCC

In regard to the YCC pilot intervention, officials of targeted LGUs are strongly supportive to the intervention and consider the implementation of the intervention in their LGU as important. Most of them (8 out of 10) consider YCC activities as complementary and integrative to their municipal strategy. Most LGU officials (6 out of 9) believe that youth participation has increased in their LGU. All LGU officials confirmed that they will allocate youth budget item in their municipal budget. All of them also believe that youth participation has the potential impact of improving the quality of municipal services. 5 out of 10 interviewed LGU officials believe that the intervention enabled them to know about special youth needs that they were not aware of before.

Youth promoters (the representative body of young people in the community) are also supportive and believe that the intervention has enhanced their participation in the municipal decision-making process. They also believe that the intervention should be up-scaled and applied in other LGUs.

As confirmed by LGU officials, youth officers (municipal employees dedicated to youth and community work), partner CSO representatives, and youth promoters; the mechanisms introduced by the YCC project have a great potential of making youth participation in local governance more impactful and sustainable. The budget lines allocated by LGUs to youth activities will ensure financing of youth participation activities on a monthly basis. The youth officers represent an efficient mechanism to integrate youth interests in the daily management of LGUs. Youth promoters form a conflict-sensitive mechanism to represent the youth of the town and to form a communication mechanism between the municipal council and the youth of the town. Amongst other successful mechanisms introduced are the youth action plans, the youth supporting committees (the supporting committee from local civil society sector, institutions, private sector and citizens), and the municipal youth activities center. Despite all the efforts taken by LGP to assist LGUs implementing and institutionalizing YP, LGUs are not yet fully capable of proceeding with the process without external technical support. Therefore, there is a strong need for further support even beyond the second phase of the YCC.

3. Overview of main conclusions and recommendations

3.1 SA-related recommendations:

The evaluation pointed out that the enabling environment for SA in the targeted municipalities improved through the pilot intervention. The interventions succeeded to provide municipalities with actual procedures to apply the principles of SA, including transparency, and the tools implemented provided a basis for the improvement of the quality of municipal services.

Moreover, the evaluation underlined that the pilots succeeded to change the attitude of most government officials regarding the importance of SA.

75 Eid Nahed, Weitzenegger Karsten, *Evaluation Report on the GIZ Social Accountability and Youth Participation pilot projects in the Palestinian Local Government*, May 2014, 43 p.

Thus, the supportive attitude of the various stakeholders, the success of the procedures and tools applied in most targeted municipalities, the networking between the various crucial stakeholders and the capacities developed by the various stakeholders, all are factors suggesting the ability of the interventions to be up-scaled and rolled out. However, according to the evaluation, government officials have conflicting understanding about the institutionalization concept and some of them still misunderstand the concept of SA, considering it equal to the "Open Door Policy". Moreover, government officials and personnel need further capacity building in order to adequately be able to apply the mechanisms of SA on their own.

As for any pilot activity, the intervention encountered very few cases that were not as successful as intended. Those cases should be utilized to extract learned lessons to make the up-scaling process more successful.

As the findings indicate an enhancement of the enabling environment on the local level and lessons have been extracted about the potential risks of applying SA, the evaluation recommended to up-scale the intervention, thus targeting more municipalities in order to further support the MoLG in the institutionalization process.

The study underlined MoLG's potential role in facilitating the effort of SA institutionalization in Palestinian municipalities by providing policies and general guidelines to Palestinian municipalities which provide orientation and know-how. The evaluation also mentioned the strong need for MDLF to support the institutionalization process by adding it to the performance criteria for providing grants to the municipalities. Indeed, the latter would be more encouraged to adopt SA mechanisms if they are part of the performance based financial allocations that the MDLF is implementing in the sector.

3.2 YCC-related recommendations:

- The evaluation team observed that CSOs, targeted LGUs, and also youth promoters are not so aware of the link between YCC and SA. They are not aware that the YCC intervention is a sub-intervention to the SA that aims to enhance the participation of youth since they comprise the majority of the Palestinian society which, consequently, will enhance SA. Thus, more capacity building and awareness sessions are needed within the framework of YCC to ensure that YCC CSOs, LGUs, and youth promoters understand this link.
- The second SA forum (if conducted) should give great emphasis to youth participation and clearly show the link between YP and SA.
- In future developments of SDIP manuals, MDLF supported by GIZ should try to include youth participation as an essential element of drafting the municipal strategy.
- In order to maximize the belief of LGU officials with the benefits of youth participation, they should feel that youth can also provide innovative solutions to problems facing the municipality. To reach this goal and also to give hope to many students and new graduates of being able to create and having a financial income, LGP can launch a new supporting intervention of crowd sourcing youth graduates and students to assist LGUs. This involves targeting students and newly-graduates asking them to think about solutions to problems that face the municipality. They can be rewarded with an amount of money to motivate them. The initiative would enable municipalities to utilize the brains of all those new graduates or students to provide solutions with low cost. For example, civil and industrial engineering students and new graduates can be gathered in a seminar to request that they submit proposals containing creative solutions with low cost to problems facing their municipalities.
- Youth promoters are mostly students and, consequently, they have limited financial resources. The fact that they are not being provided with transportation cost might limit their intention to participate. Therefore, LGP is advised to provide transportation cost to them and to take into consideration the time of carrying out the activities so that it does not contradict with their exam time.
- LGP should design and implement a strategy that will result in a change in municipal hierarchy to include youth officers. This would further support the sustainability of the intervention.
- Support the development of a youth policy in harmonization with all relevant ministries and stakeholders based on the results of the pilot phase.
- Implement peer to peer methods to transfer the knowledge between youth promoters

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http://www.pgexchange.org/ (20.09.14)

Annexes

Annex 1 – Citizen's Charter

1. **Aim of the present Charter**

The Aim/purpose of this charter is to work for better quality in public service *(Elaborate on a statement of the service(s) being offered.)*

2. **Services targeted** *(Enumeration of services delivered by the department)*

We deliver the following services:

a)

b)

c)

d)

3. **Service Delivery Standards** *(Place against each service the entitlement of the user, service standards and remedies available to the user for the non-adherence to standards)*

Our aim is to achieve the following service delivery/quality parameters:

.Service Nb	Nature of Service	Service Delivery Standard (Time limit (days/hours/minutes	Remarks
a			
b			
C			
d			

4. **Availability of Information**

Information on the following subjects can be obtained from our officers listed below:

Details of information	Name and Designation of the Officer	Address/location of the office	Telephone/Fax/Email

Availability of prescribed forms		
Title of the form	Fee to be paid	Whom to contact
a		
b		

Forms are also available in the web at www........... (where applicable) and can be downloaded.

For information outside Office hours, please contact (Name and Designation of the contact person).

5. **Complaint Redressal Systems** *(Give details of grievance redress mechanism and how to access it. Procedures, cost and charges should be made available online, on display boards or booklets inquiry counters etc, at places specified in the Charter. Indicate clearly that while these are not justiciable, the commitments enshrined in the Charter are in the nature of a promise between service provider and user.)*

Courteous and helpful service will be extended by all the staff. If you have any complaints to make in the delivery of the above standards you are welcome to register your complaints with the following officers:

Name and designation of the officer	Address for correspondence	Telephone/Fax/Email

(If applicable:) We have also created a website for registering complaints at www .... You are welcome to use this facility.

A centralized customer care centre/grievance redressal centre is also available at _____ where you can lodge your complaint.

All complaints will be acknowledged by us within . . . . days and final reply on the action taken will be communicated within . . . . days.

6. **Consultation with our users/stakeholders** *(Frame a structure for obtaining feedback and performance audit and fix a schedule for reviewing the Charter every six months at least.)*

Citizen's Charter is a joint effort between the users and us to improve the quality of service provided by us. We are committed to constantly revise and improve the services being offered under the Charter. We therefore welcome suggestions from you.

We hold periodical ______ meetings with users/user representatives. If you wish to be associated with this please contact _______ at _______.

(If applicable) Please enter your details at our website www........indicating your willingness to be available for consultation/survey on the points enlisted in the Charter.

7. **Other information**

Our helpline number is . . . .

Our customer information centre is located at (address) . . . . (Phone No.). . . . .

Annex 2 – CSC Input Tracking Matrix

Input Indicator	Entitlement specified in service) mandate, national (.standard, etc	Actual community perception/ situa-) (tion in reality	Remarks/Evidence

Annex 3 – CSC Prioritization of issues

Issue	priority	reasons

Annex 4 – CSC Matrix

First workshop:

Issue	priority	reasons

Second workshop:

Group 1 (name):.....................					Date of Scoring:.......................	
Standard	Score					Reasons
	Very poor = 1	Poor = 2	OK = 3	Good = 4	Very Good = 5	
Standard 1 :						
Standard 2 :						
Standard 3 :						
Standard 4 :						

Standard	Score by group 1	Score by group 2	Score by group 3	Score by group 4	Consolidated score	Reasons
Standard 1:						
Standard 2:						
Standard 3:						
Standard 4 :						

Standard	Consolidated score by community	reasons	Suggested solutions
Standard 1:			Suggested solution 1
			Suggested solution 2
			Suggested solution 3
Standard 2:			Suggested solution 1
			Suggested solution 2
			Suggested solution 3
Standard 3:			Suggested solution 1
			Suggested solution 2
			Suggested solution 3

Annex 5 – CSC Service provider score card

Standard	Score by service provider	reasons	Suggested solutions
Standard1			Suggested solution 1
			Suggested solution 2
			Suggested solution 3
Standard2			
Standard3			

Annex 6 – CSC Action Plan (interface meeting)

Action Plan to improve the service of: .... As a result of conducting the CSC by the citizens of ..... and the municipality of..... Date: ..../....../............... Date of evaluation of performance:......./......./..............					
Standard	Action (activities needed to improve the service)	Who will lead it? (who have the main responsibility to carry out the action)	With whom? (any other supportive bodies?)	Completion date	Resources
Priority standard 1	Action 1 Action 2				Resource 1 Resource 2
Priority standard 2	Action 3 Action 4				Resource 3 Resource 4
Priority standard 3	Action 5 Action 6				Resource 5 Resource 6

Annex 7 – MV Service indicator scoring matrix

Indicator/Sub-indicator	Scoring Format	Actual Score	Maximal Score Possible	Comments
Total Score				

Annex 8 – MSD Mapping of key actors

Stakeholder type	Stakeholder's name/organization	Strategy of involvement	Number of required meetings	Mechanism for selecting representatives
Supportive Stakeholders	1.			
	2.			
	3.			
Marginal Stakeholders	1.			
	2.			
	3.			
Non supportive stakeholders	1.			
	2.			
	3.			
Mixed blessing stakeholders	1.			
	2.			
	3.			

Annex 9 – MSD Stakeholders' position

#	Stakeholder	Attitude towards the issue in question	Reasons
1			
2			
3			
4			
5			

Annex 10 - Job Description

COMMUNITY/YOUTH OFFICER

Purpose of position:

A Community/Youth Officer as defined by the GIZ - YCC "youth create change" methodology acts as interface between the municipality and civil society organizations, ensuring coordination among the concerned stakeholders to promote youth related affairs on the local level. Community/Youth Officer is an integral part of the local government and should have a position within the municipal structure.

Duties & Responsibilities:

1. Promote concept of youth participation at the local community level.
2. Responsible to implement the 5 steps to set-up youth participation structures within the municipality (get capacity building trainings, prepare a Youth Service Assessment, organize Sensitization Activities

for the Community, Selection of YPs, Design YAP).

3. Mentoring, coaching and supporting individuals to facilitate personal, social and educational growth in young people as well as encouraging greater social inclusion.
4. Responsible for planning, implementing and monitoring the YAP.
5. Focal person for the selected YPs and to support them in their involvement in decision-making processes (attending local council meetings, participate in SDIP sessions,…).
6. Conduct studies and researches on youth needs and local available resources and services.
7. Networking with all local organizations in order to improve quality of services provided for youth with maximum utilization of available resources.
8. Coordinate and organize regular meetings every 3 months with the SC.
9. Participate in youth related meetings and workshops with concerned parties and other Community Workers of other municipalities.
10. Research and inform young people of the community on opportunities and issues relevant to them (scholarships, internships, study trips, trainings and summer camps, …).
11. Prepare project proposals to search for additional funds for Community/youth work and projects.
12. Organize meetings with parents and community groups to involve them and look for their support and to advocate for young people's interest.
13. Prepare press releases of implemented events and send to local media.
14. Keep posting any relevant event in the Municipality Web page and Facebook Page and any other social media.

Qualifications and Requirements for the Post of Community/youth officer

Qualifications and Requirements:

1. Academic background in social science or community/youth work
2. At least 2 years' experience in community/youth Work.
3. Excellent communication skills written and verbal.
4. Proven leadership skills, coupled with the ability to work constructively as a member of a team.
5. Experience in understanding and dealing with complex cultural contexts.
6. Excellent interpersonal skills to be able to relate well to a wide range of people including the parents of YPs, representatives of local organizations and different community groups.
7. Good organisational and time management skills.
8. Presentation and facilitation skills are highly needed.

Community/Youth Officer Code of conduct:

Non-discrimination

Community/Youth workers will ensure that equality of opportunity is promoted and will enable and encourage young people to respect and celebrate their own and others' cultural backgrounds, identities and choices.

Empowerment

The Community/youth worker seeks to enhance the power of young people by making power relations open and clear; by holding power-holders accountable; by facilitating their disengagement from the youth work relationship; and by supporting youth in the pursuit of their legitimate claims. Community/Youth workers presume that young people are competent in assessing and acting on their interests.

Non-corruption

Community/Youth workers will not advance themselves at the expense of Community/youth.

Transparency

Community/Youth workers will be open and honest with young people, enabling them to access information to make choices and decisions in their lives and in relation to their participation in youth work activities. Community/Youth workers will act with integrity, adhering to the principles and practice responsibilities of their profession.

Confidentiality

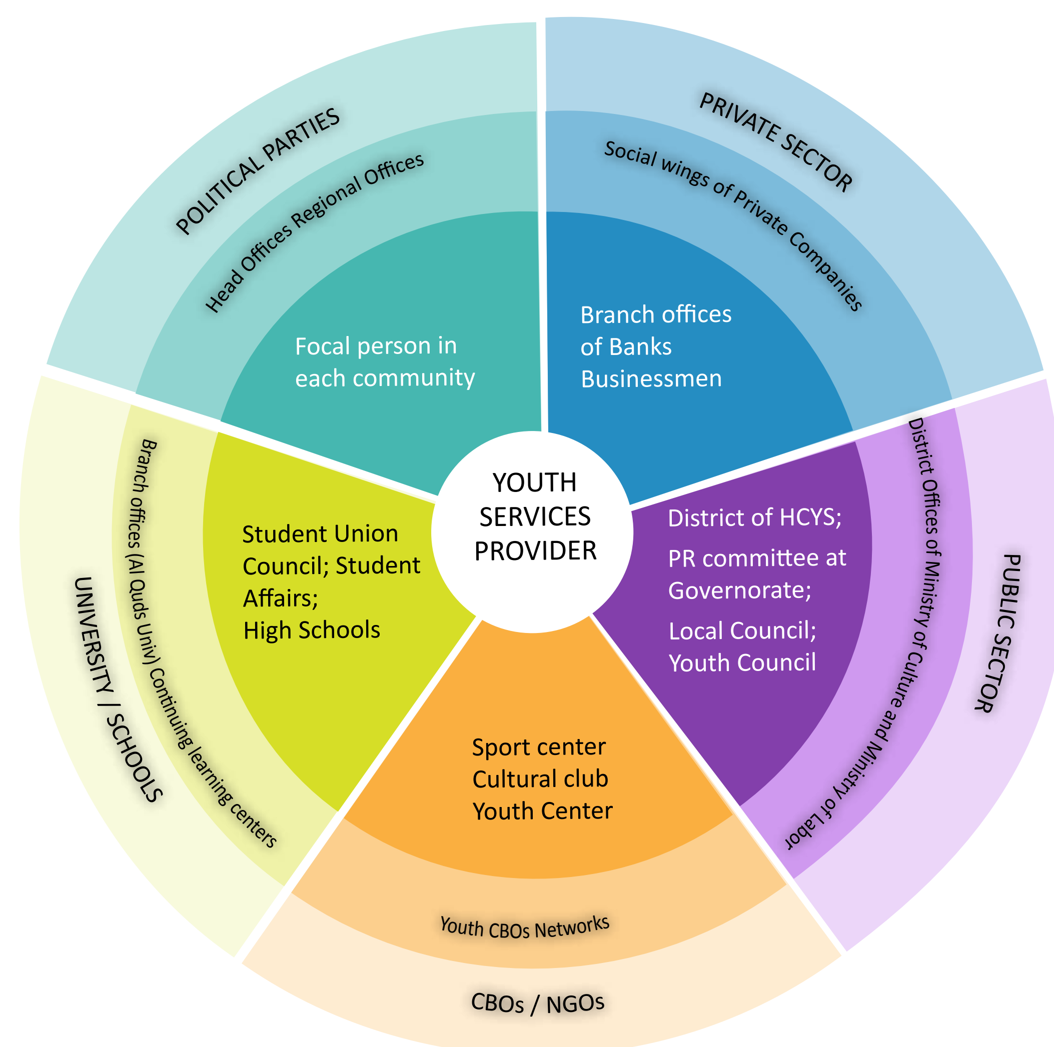
Information provided by young people will not be used against them, nor will it be shared with others who may use it against them. Young people should be made aware of the contextual limits to confidentiality, and their permission sought for disclosure. Until this happens, the presumption of confidentiality must apply.

Cooperation

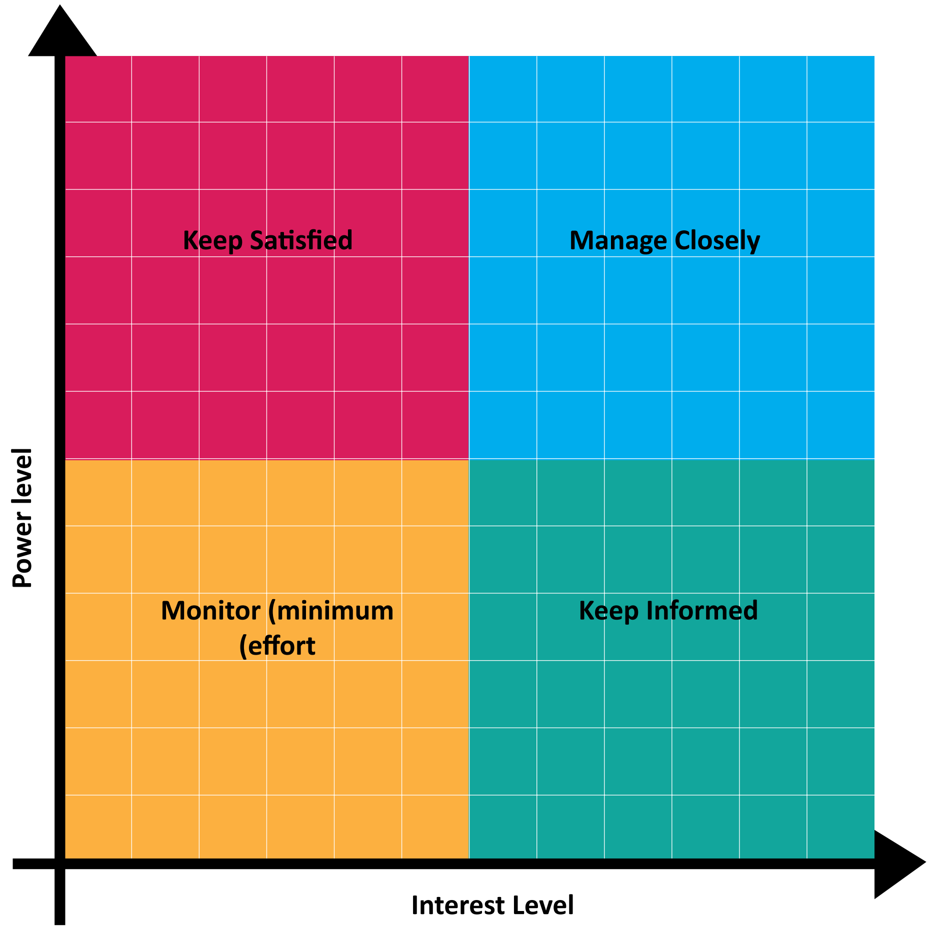
Community/Youth workers will recognize the limits of their role. Community/Youth workers, in consultation with young people, seek to cooperate with others in order to secure the best possible outcomes for young people.

Annex 11 –Youth service assessment (onion map)

STAKEHOLDERS MAP:



Annex 12 – Power Interests Grid



Annex 13 – Questionnaire for youth service providers

Assessment form of the services provided to youth in the town / city.

This survey is designed to identify services for youth and their providers and service assessment in the local community and finding a database on youth service providers in the municipality.

Thank you for your cooperation.

General information

Name of Institution:

The name of the contact person:

Phone number:

Mobile number:

Fax number:

Email address:

Youth Participation in Local Governance

General questions:

What is the sector you work at?

- The private sector
- The public sector
- civil society institutions
- Schools and universities
- Political parties
- Media.

What types of services provided by your organization for youth?

You can choose more than one answer

- Health
- Educational (schools, universities, grants, etc ...)
- Youth activities (camps, Scouts, volunteer programs, dialogue meetings, educational workshops, competitions, advocacy campaigns, etc ...)
- Training (courses, life skills such as leadership, vocational rehabilitation, training graduates etc ...)
- Media
- Entertainment (gardens, parks, shopping places, cafes, trips, etc …)
- Sports
- Programs for youth economically empowerment (loans, project funding, cooperatives, etc ...)
- Others

Detail the provided services, please.

For example, in health: health courses, awareness sessions, treatment, etc…

How the service is provided **advertised for** youth?

You can choose more than one answer.

How you announced the youth services at you provide?

- Through membership
- Advertisements, posters and leaflets
- Digital media (Facebook, websites, etc. ...)
- Applications
- Media (TV, radio, newspapers, etc ...?)

- Phone (phone calls and messages)
- others:

Are there special activities for youth?

- Yes
- No

Are there special activities for girls?

- Yes
- No

Where do you get the funding from?

- External support
- Local support
- Subsidy(governmental support)
- A self-supporting
- Others

Youth Participation in Local Governance/ Private Sector

Is there a special funding to support youth activities?

- Yes
- No

Are there special policies or standards in this regard?

- Yes
- No

If the answer is yes, please mention.

Youth Participation in Local Governance/ Public Sector

Is there a special funding to support youth activities?

- Yes
- No

Are there special policies to support youth activities?

- Yes
- No

If the answer is yes, **please** mention.

Youth Participation in Local Governance/Civil Society Organizations

Do you have activities that are held on a regular basis?

- Yes
- No

If the answer is yes, please define activity and time.

Youth Participation in Local Governance/ Universities and Schools

Are there youth activities and programs that are held on a regular basis?

Yes

No

If the answer is yes, please mention.

Youth Participation in Local Governance/ Political Parties

Are there youth activities and programs that are held on a regular basis?

Yes

No

If the answer is yes, please mention.

Youth Participation in Local Governance/ Political Parties

Do you offer media programs targeting the youth sector?

Yes

No

If the answer is yes, please explain.

Annex 14 – Questionnaire for youth

Assessment form of the services provided to youth in the town / city.

This survey aims to assess services provided for youth in the town / city.

Section I

General Information

Gender

- Male
- Female

Age

- 14-20
- 20-25
- 25-30
- 30 and above

Educational qualifications

- School
- Institute
- University
- Post- graduate studies

University:

Place of residence:

Marital status

- single
- married
- others

Section II

General questions

To what extent do you have knowledge of the services provided to youth in the city \ town in the following fields?

The service	I know	I do not know
Health		
Education (Schools, universities, grants, etc. ...)		
Youth activities (Camps, Scouts, volunteer programs, dialogue meetings, educational workshops, competitions, advocacy campaigns, etc ...)		
Training (courses, life skills such as leadership, vocational rehabilitation, training graduates etc ...)		
Media		
Entertainment (gardens, parks, shopping places, cafes, trips, etc...)		
Sports		
Programs to empower youth economically (loans, project finance, cooperatives, etc ...)		

If your answer was health, mention the organization that provides youth service in the field of health.

If your answer is education, mention the organization that provides youth service in the field of education.

If your answer is youth activities, mention the organization that provides youth service in the field of youth activities.

If your answer is training, mention the organization that provides youth service in the field of youth activities.

If your answer is media, mention the organization that provides youth service in the field of media.

If your answer is entertainment, mention the organization that provides youth service in the field of entertainment.

If your answer is sport, mention the organization that provides youth service in the field of sport.

If your answer is economic empowerment, mention the organization that provides youth service in the field of economic empowerment.

If there are other youth services, please mention the service and the organization.

Section III

what are the services that you benefit from?

The service	I get benefits	I don't get benefits
Health		
Education (Schools, universities, grants, etc. ...)		
Youth activities (Camps, Scouts, volunteer programs, dialogue meetings, educational workshops, competitions, advocacy campaigns, etc ...)		
Training (courses, life skills such as leadership, vocational rehabilitation, training graduates etc ...)		
Media		
Entertainment (gardens, parks, shopping places, cafes, trips, etc...)		
Sports		
Programs to empower youth economically (loans, project finance, cooperatives, etc ...)		

How satisfied are you with the service that you receive?

	Very satisfied	Satisfied	Unsatisfied	Very unsatisfied	I don't know
Health					
Education (Schools, universities, grants, etc)					
Youth activities (camps, Scouts, volunteer programs, dialogue meetings, educational workshops, competitions, advocacy campaigns, etc)					
Training (courses, life skills such as leadership, vocational rehabilitation, training graduates etc)					
Media					
Entertainment (gardens, parks, shopping places, cafes, trips, etc)					
Sports					
Programs to empower youth economically (loans, project finance, cooperatives, etc)					

Do you think these services are enough or not enough?

	Very enough	enough	enough not	Very not enough	I don't know
Health					
Education (Schools, universities, grants, etc)					
Youth activities (camps, Scouts, volunteer programs, dialogue meetings, educational workshops, competitions, advocacy campaigns, etc)					
Training (courses, life skills such as leadership, vocational rehabilitation, training graduates etc)					
Media					
Entertainment (gardens, parks, shopping places, cafes, trips, etc)					
Sports					
Programs to empower youth economically (loans, project finance, cooperatives, etc)					

Mention any other services that you use, your satisfaction and are they enough or not?

What are the reasons for not using or participating in some of the provided services?

Section IV
How do you spend your spare time?

Mention the preferred media means for you to access information

Annex 15 – Data Base

Youth Create Change Database for Youth Services providers								
Organization	**Sector**	**Email address**	**Phone number**	**Mobile number**	**Fax**	**Contact person**	**Type of services for Youth**	**Services provided on regular basis**
							sport, summer camps / رياضة، مخيمات صيفية	
							funds, loans / اقراض، تمويل	
							recreational/ترفيه	
							social and cultural / خدمات اجتماعية وثقافية	
							education formal and non-formal / تعليم منهجي ولامنهجي	
							career counseling / ارشاد وظيفي	

Annex 16 – YP Call for application

- Are you an active person and want to participate in creating better services for young people in the community?
- Do you think that young people deserve more space in the local decision-making processes, knowing that youth constitute 40% of the Palestinian people?
- Do you want to participate and volunteer to make your community a better place to live?
- Do you think that young people are an important source and the community should utilize their abilities and creativity?

If your answer is yes, then you should submit an application to become a leading youth within Youth Create Change Programme!

The municipality started a new programme with the support of the Local Governance Programme and GIZ civil society to raise the level of youth participation in local decision-making processes in order to provide better services for youth.

In your municipality, there is a Community/Youth officer now who takes care of youth issues and interests. He also facilitates cooperation between local youth groups, NGOs, civil society organizations, schools, universities and other relevant youth institutions.

On the local community level, the programme will select 15 youth promoters. They are a group of people ranging between 15-29 years old and play a strategic role in mobilizing and encouraging their peers to participate in youth relevant issues. They also play the role of the facilitator and interface between the youth coordinator, the local council and a category of youth in the gathering.

Benefits that you will get if you are selected to be a youth promoter:

- Knowledge of the changes relevant to young people in the local community
- Self- development
- Contribution to the development of a democratic society
- Contribution of creating new job opportunities
- Learning
- Mobilization
- Filling leisure time
- Getting rid of political illiteracy

Youth Promoters responsibilities:

- Working with the municipality, the Community/youth officer and the municipal council
- Mobilization and advocacy for youth issues.
- Developing a youth action plan.
- Be an active member.
- Involving other youth in the community and exchanging skills and knowledge with them

Youth Promoters Groups:

Volunteering and cultural activities group: organizing activities such as Cleanliness Day, painting walls, informing the community on important issues like heath and national events and celebrations etc..

Organizing events like Youth Day, youth conferences and participation in local festivals.

Mobilization, advocacy and social media group: developing a youth magazine, establishing a page on social media websites like Facebook and advocacy and campaigning for local youth relevant issues.

Monitoring group: attending the local council meetings, organizing public hearings, community discussions and monitoring services provided by the municipality by participatory tools.

Leading youth qualifications:

- An effective person
- ranging between 15-29 years old
- A talented person
- Has a vision for the future
- Participates in youth activities
- Has the ability to work within a team
- Does not reflect the interests of political parties
- Balance between the number of males and females within the young entrepreneurs

Additional skills and experience taken into account when choosing Youth Promoters:

- Public relations and media skills
- Cultural skills
- Group work and leadership
- Project Management
- Monitoring and evaluation skills

The process of selecting the Youth Promoters:

Filling the application form available with the Community/Youth Officer in the municipality or online by the following link: …………………………………..

A committee will select 30 young people according to the submitted applications

A preliminary workshop will be held with the participation of 30 young people to be informed on the programme and to confirm their participation, skills and their future vision.

The committee will select 15 young people.

Contact person:

Community/Youth Officer: ………………….

Programme Coordinator: ………………

Annex 17 – YP Application Form

Application Form to Join the Youth Promoters

This form is the only source of your information needed for selecting the youth promoters for youth participation in local governance. Please fill all required information accurately.

Thank you

First: Personal Information				
Name			male	female
Date of Birth				
Address				
Educational Qualification	Less than high school		High school	
	University students		B.A. and more	
Telephone			Mobile:	
E-mail			Facebook:	
Your Current Job				

Second: General Questions		
1. How you define youth participation in decision making process in local governance?		
2. How do you think youth participation can affect the social change toward better services?		
3. Why do want to be part of the youth promoters group?		
4. How joining the youth promoters group will help you achieve your goals, ambition, develop yourself and develop your community ?		
5. Have you ever volunteered to work in a youth organization?	Yes	No
Organization name:		
The field that you volunteered in:		
Your motivation to volunteer:		
Please choose maximum two fields from the list below, which you think is more appropriate for your skills and motivation		
Voluntary work	Media and public relations	
Cultural field	Monitoring and advocacy	

Annex 18 – Evaluation marks

YPs' applications for the YPs Group membership are evaluated based on the following**:**

1. Application form 30/30
2. Orientation day 20/20

Evaluation Grid for the Application Form

Question n. 1 (1 to 5 points)

Evaluate the **knowledge** of the candidate about Youth Participation concept 1 -5

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Question n. 2 (1 to 5 points)

Evaluate the **vision and ideas** of the candidate to bring a change in the society 1-5

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Question n. 3 (1 to 10 points)

Evaluate the **personal motivation** to become a YPs 1-5

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Evaluate the candidate motivation to support and help its **community** 1-5

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Question n. 4 (1 to 5 points)

Evaluate **personal interest**

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Question n. 5 (1 to 5 points)

Evaluate **quality of the organization and motivation to be a volunteer**

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Attribute extra scores if:

- Two Extra points for female applicants, if there are not enough applications to keep a quota of at least 30% girls.
- Two Extra points if the Applicant works in a local Youth Association.

Evaluation Grid for the Orientation

Presentation and Communication Skills (1-5 Points)

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Teamwork and interaction with others (1-5 Points)

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Creativity (1-5 Points)

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Availability and Commitment (1-5 Points)

1	2	3	4	5
Poor	Fair	Good	Very Good	Excellent

Note: The application should be rejected, if the score of Availability and Commitment is less than 3.

Make sure to select 3-5 youth per each of the following groups:

- Activities and Volunteering Group
- Advocacy and Lobbying Group
- Monitoring, Evaluation and documentation Group.

Annex 19 – Orientation day

Orientation Day **Activities** for the Selection of Youth Promoters

Topic	Duration/ minute	Description	Evaluation Guidance
Opening	15	Introduction about the meeting, introducing the participants, the goal of the meeting and the program in general Ice breaker	- How fast the participants get engaged in the activities - The interest shown toward the topics - The Concentration of the participants during the session - The level of the questions of the participants

Present yourself	60	- Give the participants 3 minutes to prepare a presentation about themselves, which they have to present in 30 second, The presentation should include the following:
		  - Personal information
		  - Educational level
		  - Personal skills
		  - Practical experiences
		  - Individual characteristics
		- Ask the participants to draw a personal poster. Provide them with: Magazines, Newspapers, Glue, Pencils, colure hard papers, Colures and Scissors
			- Presentation skills
			- Self Confidence
			- Content of the presentation
			
			- Finishing the Poster on time.
			- Hard work
			- Creativity and the content of the Poster

Group Work and Team Building Skills	90	- Divide the participants into groups: - Run the activity of Carrying the water with tied cups After discussion change the groups - Run tower construction activity.	- Communication skills - Team work - Leadership - Respecting others - Participating in decision making process - The ability to achieve the task - Logical thinking - Cooperation with partners.
Coffee Break	15	Short coffee break	

Dividing the participants into three groups - the activities and volunteering group - lobbying and advocacy group - Monitoring, following up, evaluation and Documentation group	30	Dividing the participants into three groups according to the selected topics and every group comes up with ideas and practical practice for the groups.	The groups should contain diversity and gender balance: - The participant's skills should match with the tasks needed from them. - They have the ability to develop in the field they chose. - Respecting others.
Volunteering concept and why youth participation is important?	30	Ask two question for discussion and brainstorming: 1- What is Volunteering? 2- Why youth participation is important in all the society levels and fields?	- Level of knowledge - The ability to express their ideas - Strong personalities - Positive view and attitude toward the society
Wrap up and Evaluation	10	Finalization, thanking and evaluation at the end of the session.	

Carrying the tied water cups activity:

1. Prepare the cups tied with threads beforehand; each cup is tied with five equal in length threads.
2. Divide the participants into 3 to 4 groups (depending on the number of participants), each group should have maximum 5 participants.
3. Explain the activity to the group
4. Each group have to curry the filled water cup for 10 meter distance at least, and then empty it in an empty cup, trying not to drop water on the ground.
5. Ask the participants to make a strategy before they start.
6. The participants are allowed to hold the cups from the threads ends only.
7. The winner team; is the one that deliver the biggest amount of water to the empty cup.
8. After finishing the activity, discuss with the group the performance of each team, communication in each team, what are they success keys, and what are the reasons for failure?
9. Please indicate that working within the youth promoters group requires teamwork and good communication, which is an important element to achieve success.

Tower Construction Activity:

Materials: marshmallow and long zero spaghetti

Objective: This event is used for more than a training material with a focus on the following skills:

Time management, workload, team building, leadership, planning for the initiative and team and group work skills. This will be done by building the longest, the most beautiful and the most powerful tower using the available materials (marshmallow and spaghetti)

Time: one hour (half an hour implementation and quarter of an hour discussion)

Implementation steps

- participants are divided into 4 groups.
- each group prepares a written construction map showing the form of the tower, the number of layers, the name of the tower and the name of the group that supervises the construction then the group document give it to the trainer.
- distribute marshmallow and spaghetti bags to each group
- after 20 minutes the trainer changes the main prominent trainees from a group to the other.
- the trainer takes the materials after 25 minutes from all groups
- at the end, the best tower will be selected.

Questions and discussion:

Were you committed to the planning attached to the document: Why?

Were you committed to the time?

Were the materials sufficient to build?

How was the decision made?

How have you received the new individual (who was introduced to the group after 20 minutes?)

How have you felt and behaved after the withdrawal of one of the group members?

Presentation and introducing Skills Activity (draw yourself)

Materials: paper, colors, glue

Objective: To introduce the participants to each other, estimating presentation skills each participant (in terms of voice, posture, eye contact with the participants, etc….) and more importantly, the assessment of creativity of the participants to express themselves through the exercise.

Time: 10 minutes are given to each participant to draw the present his drawing in a minute and a half.

Description: Paper and pens are distributed to the participants. They will be asked to draw themselves and their characters on paper, after that everyone will present and talk about his drawing in front of all the participants. They will hang the drawings on walls as an exhibition.

Questions and discussion:

What will the drawing mean? How will it express you?

If I want to draw myself, I will draw a clock because time is the most important thing in my life.

Group Division Activity

Description: The participants are divided into three groups, depending on the selected topics. Each group comes up with ideas and practical applications for the implementation of this section and groups are (the activities and volunteering group, lobbying and advocacy and influence group and monitoring, following up, evaluation and documentation group). If there are some themes that are not accepted by the participants, they should be motivated to be involved and refer to them that there will be representatives from each group of the final selected. So, if they choose a topic with fewer acceptances, there will be less competition.

After each group discusses the ideas, it will propose an applicable initiative on its topic the each croup will nominate a representative to present the idea for the entire group.

Time: 20 minutes to all working groups time, then about 5 to 10 minute presentation for each group.