



ANNEX 4: IDA Commitments and Achievements in Engaging Citizens and CSOs

A. IDA Commitments over Time (2010–2022)

1. The IDA is among the pioneers that recognized the value of citizen engagement for development effectiveness early and made specific commitments in successive IDA replenishments since 2010. The World Bank [Strategic Framework for Mainstreaming Citizen Engagement](#) (CE) and the [ESF Stakeholder and Information Disclosure Standard](#) (SE) apply to the IDA and provide the policy framework (see annex 1 for details). The IDA commitments for CE/CSE are described under the Governance and Institutions section and include targets and actions for citizen and multistakeholder (including CSOs) engagement, social accountability, and open government. For ready reference, extracts are shown in table 1 below.

Table 1: Policy Commitments Related to Citizen Engagement under IDA16 to IDA19

The IDA Narrative in the Report of the Executive Directors to the Board of Governors	Policy Commitments, Results Indicator in RMS, and Achievement
<p>IDA16 (2010–2013). To enhance accountability and ownership, the IDA will strengthen its contacts in recipient countries with parliaments and civil society organizations (p. 14). The importance of civil society organizations (CSOs) in the development process was recognized in the Accra Agenda for Action (footnote 21).</p>	<p>Not applicable as IDA16 did not have policy commitments. No CE-relevant indicator in any RMS Tier.</p>
<p>IDA17 (2014–2017). The IDA will also increasingly support initiatives that enable greater openness in governments and closer interaction among citizens, the private sector, and the state (para. 29). Introduced use of beneficiary feedback in IDA-supported projects (para. 47, annex 1, table 1, p. 61). RMS Tier 3 (table 2c, p. 79).</p>	<p>Achievement: 92% at the end of FY17 compared to 38% at the beginning of the IDA17 cycle.</p>

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<p>IDA18 (2017–2020). A Governance and Institutions section was added as a special theme for the first time (p. 45–49). Participants welcomed the inclusion of policy commitments fostering demand-side governance, including those on citizen engagement and open government. They noted that for interventions supported by the IDA to be successful and sustained, governments must develop institutions that are capable, efficient, inclusive, and accountable to citizen needs (para. 110, p. 46). Policy commitments include integrating citizen engagement and beneficiary feedback into service delivery operations; strengthening open, transparent, and inclusive governance through Open Government Partnership (OGP) commitments (p. x); and supporting projects in at least 10 IDA countries in the development and implementation of user feedback and/or enhanced GRMs for service delivery that ensure participation by women in these processes.</p>	<p>Achievement: 50 countries have been supported with enhanced GRM and/or multiple additional beneficiary feedback interventions. Achievement: 95% of FY19 projects using beneficiary feedback (%) (p. 83).¹</p>
<p>IDA19 (2020–2023). Governance is retained as a special theme (p. ix, 55–61). Priorities include addressing the issue of “limited mechanisms for citizens to hold their government to account” (para. 118, p. x). Citizen participation is achieved through multistakeholder platforms (SDG16.7, para. 118). Drawing on lessons from the IEG report on the implementation of IDA18 special themes, the approach in IDA19 will aim to ensure that citizen engagement in IDA operations is broadened and deepened with concrete steps, including building capacity, strengthening monitoring and reporting, and regular outreach (para. 119). Participants emphasized the importance of enhancing social accountability and citizen engagement. Open, participatory, and responsive governance is critical for governments to provide more inclusive, effective, and equitable public policies and service delivery. Openness and transparency are fundamental ingredients to ensuring information is available and accessible to the public, thus facilitating the public’s informed participation in policymaking. The IDA will help increase social accountability in IDA countries by supporting platforms that systematically involve a range of stakeholders, including women as well as vulnerable groups, in decision-making and implementation of public policies (para. 126).</p>	<p>The only policy commitment is for multistakeholder platforms. No mention of a CE/CSE-specific commitment. RMS retains the Tier 3 Indicator—Projects using beneficiary feedback (%). Achievement: Not yet available.</p>

¹ The measure of use of planned beneficiary feedback during implementation has been refined to take account of the three-year measurement lag needed before implementation can be tracked (p. 91). Second, a new indicator, “*projects with beneficiary feedback indicator at design*,” was introduced to track the share of new projects that include a beneficiary feedback indicator in their results framework. The indicator will demonstrate current institutional progress, tracking early progress in implementing the citizen engagement initiative and giving task teams an incentive to integrate beneficiary feedback into the design and monitoring plan for new projects (p. 75).

2. **Notable achievements for CE/CSE as of IDA19 (June 30, 2022) include:**

- a. 100% of projects approved in recent years are “citizen centric” (defined as having one or more CE mechanisms shown in box 1); 70% of investment projects approved in FY21 had three or more
- b. 50 IDA countries set up enhanced GRM and/or beneficiary feedback systems
- c. 38% of IDA-eligible countries (74) had multistakeholder engagement platforms (FY21) for policymaking and implementation
- d. 26 countries supported by the IDA to operationalize Open Government Partnership (OGP) reforms

B. IDA20 Commitments

3. **The final [IDA20 Replenishment report](#) includes the following information and commitments related to citizen and CSO engagement:**

- a. **Para. 36. In all its engagements, the IDA acts with openness and accountability, serving its clients and partners.** The IDA publicly discloses results and operational and financial data for accountability toward its donors, clients, and citizens. The Aid Transparency Index places the IDA in its highest category, ranking it among the most transparent development institutions. Citizen engagement is also essential to achieving development outcomes, and as such, all IDA investment operations are required to be informed by consultations with civil society.

An important channel for engaging civil society is the Global Partnership for Social Accountability (GPSA), a multi-donor trust fund managed by the World Bank. The GPSA provides grants to CSOs, supporting them with capacity building and implementation support in their engagement with governments to help solve pressing development and governance challenges, especially in the delivery of services, and to improve development outcomes using social accountability mechanisms, including citizen feedback. Since it was established in 2012, the GPSA has disbursed 51 grants totaling \$33.5 million, of which 73% was for IDA countries. Moreover, after the publication of the *Strategic Framework for Mainstreaming Citizen Engagement* in 2014, citizens’ voices and agency are increasingly and more systemically integrated into WBG policies, projects, and advisory services to improve development results and build sustainable national systems for citizen and civil society engagement.

- b. **Para. 62. The IDA will seek to foster more inclusive governance by strengthening platforms for greater social accountability and citizen engagement.** IDA20 will continue to further sharpen focus on citizen engagement by supporting better integration of gender and social inclusion considerations in all stages of fiscal planning and budgeting. Well-planned fiscal policy and budget systems are central to achieving strategic priorities such as inclusive governance and gender equality. IDA20 will help countries foster inclusive governance and institutions through reforms that incorpo-

rate principles of equity into the management of financial resources and public investments. Gender-responsive budgeting also involves economic modeling to better understand and address the impacts of fiscal policy on multiple stakeholders and gender equality outcomes.

- c. **Page 104. IDA20 includes a result indicator (Tier III, Indicator #23), “Projects with beneficiary feedback at design (%)” in the IDA Results Measurement System (RMS).** IDA19 also used this indicator. The target for FY21-23 is 100%. This indicator is somewhat modified from the indicator used in IDA17 (i.e., “Projects using beneficiary feedback (%)”). Noteworthy is the missing focus on the actual use of feedback collected.

C. Challenges and Suggested Actions

4. **More attention to the effectiveness and quality of implementation of the CE commitments is needed.** IDA reports on compliance with targets for inclusion of CE activities in project design at the approval stage. However, it does not report on the actual implementation of planned CE activities and associated outcomes. For example, the [IDA18 Implementation Status](#) reports introducing enhanced grievance redress and beneficiary feedback interventions in 50 countries but provides no details on how it was implemented and what the outcomes were. Similarly, the [IDA19 Implementation Status report](#) (para. 37–39) contains no performance indicators and/or discussion of implementation progress on IDA19 commitments to help citizens hold the state accountable and scope and quality multistakeholder platforms engagement in decision-making and implementation of public policies. The final IDA20 Replenishment report, February 17, 2022, does not outline how the IDA would implement and monitor commitments for greater CE and social accountability with gender and social inclusion. We welcome the IDA team’s response to PTF [comments on the IDA20 Draft Deputies report](#) (annex 3) that it is “open to conducting a timely review of the IDA19 commitment on the impact of the multistakeholder platforms and other World Bank efforts to enhance CSO engagement and multistakeholder platforms” (p. 18).
5. **CSO engagement in IDA-funded projects takes place but is underutilized.** CSOs engage as (a) implementing partners to IDA/IBRD project implementing authorities to provide agreed operational services and (b) as stakeholders, advocates, and third-party monitors to enhance citizen/stakeholder engagement, enhance accountability, and participate in multistakeholder platforms. To provide operational services, CSE is funded from project funds (IDA/IBRD/ other donors) and, as stakeholders in their own right, from trust funds, Bank budget, and other private and official donors. CSOs choose whether to engage and the pathway to follow depending on their preference (e.g., advocacy, watchdog, service provider, capacity builder, representation, etc.). In response to an Access to Information request by the PTF, the Bank advised that during FY16-21, about 1% of the total amount of contracts (\$811 million) and 2% of the total number of contracts (over 2,700) awarded by the IDA went to CSOs. This level appears to be unchanged significantly in nominal terms (a decline in real terms) from a 2012 Bank estimate of \$842 million.

6. **Now is a good time to expand CSE in the IDA to help address at least four key challenges in the IDA20 implementation:**
- a. **Implementation challenge.** The IDA will need to almost double the annual disbursements of about \$20 billion to transfer the bulk of the nearly \$80 billion of undisbursed IDA19 funds and much of the \$93 billion new IDA20 money in the next three to four years. An expanded use of CSOs as service providers can help accelerate IDA disbursements and results.
 - b. **Inclusive development challenge.** CSOs have well-recognized expertise and a proven track record in promoting inclusive development and last-mile delivery, especially in FCSs. They can help with faster delivery of IDA commitments for inclusive development: inclusive social protection services, programs for persons with disabilities, inclusive climate policies, inclusive and responsive public services, closing gender gaps, preventing and responding to gender-based violence, inclusive and gender-sensitive budgeting, financial inclusion, closing connectivity gaps and helping with crisis preparedness, and, in the process, enhance trust in government and enhance social sustainability.
 - c. **The challenge of monitoring project performance.** Using CSOs as third-party monitors (TPM) can improve monitoring, evaluation, and learning. Collaboration with CSOs will help implementing agencies (IAs) supplement their M&E capacity and systems, assure donors and the public that the IA is meeting outputs and outcomes commitments, collect feedback to improve performance and responsiveness, build community trust, and comply with donor conditions.
 - d. **The challenge of ensuring transparency and accountability (T&A) in government spending.** Already, the high governance and fiduciary risks inherent in IDA lending in countries with weak [CPIA](#) ratings for transparency, accountability, and corruption in the public sector will be further elevated by the expanded scale of IDA20. This expansion will take place in governance systems weakened and overburdened by pandemic-related disruptions of the past two years. IDA20 recognizes the problem and is requiring enhanced governance reforms when lending for infrastructure in countries with a CPIA score of 3.0 or less on T&A and corruption.
7. **Promoting CSO engagement in IDA-funded project life cycles can help it deliver better results and ensure that the money is well spent.** CSOs can play crucial roles as social intermediaries facilitating the interaction between individuals and communities as well as acting as “citizens” and “stakeholders” in their own capacity in projects funded by the IDA/IBRD. No new policies are needed as CSOs are included in the definition of “citizen” and “stakeholder.” Explicit attention to promoting CSO engagement in CE/SE agendas in the life cycles of IDA/IBRD-funded projects would help more effective implementation of the IDA20 commitment to greater social accountability, citizen engagement, inclusive development, and faster delivery of funds and results in all IDA thematic areas than governments acting alone. CSE can be promoted through several actions:

- a. Issue a guidance note for the Bank’s borrowers and staff on using CSOs for effective implementation and monitoring (including third-party monitoring) of IDA/Bank-funded projects. The guidance can be based on the Bank’s experience with operational collaboration with CSOs as well as the recent work by the Asian Development Bank and the Inter-American Development Bank.²
- b. Enable ex post monitoring of contract awards to CSOs under IDA-funded projects. Currently, information on contract awards to CSOs is not disclosed in the [contract awards database](#) published by the Bank. Disclosing whether the contract award is to a CSO (nonprofit entity) and adding an appropriate filter would enable sorting of contracts awarded to CSOs. This information would enable interested parties in and outside the Bank to do deep dives in the data on CSE at country, sector, regional, and institutional levels. This can be transformational in promoting a learning cycle to identify good practices for improving CSE in development work.
- c. Resume production and publication of the [annual reports on collaboration with CSOs](#) in the World Bank-IDA operations. The last such report was produced in 2012, and the reasons for discontinuation are not apparent. However, the report is a valuable tool to allow an informed dialogue on progress and issues relating to the Bank’s goal of collaboration with CSOs as development partners in the full spectrum of Bank activities, including CE/SE in projects. The ADB and IADB already publish such reports.

8. IDA partners should consider institutionalizing citizen and CSO engagement in future IDAs. In the coming months, the IDA plans to undertake reviews of (i) implementation progress and outcomes of IDA commitments for citizen and CSO engagement in projects and multistakeholder platforms and (ii) partnerships with other development actors. These reviews are a valuable opportunity to close the information gaps on actual citizen and CSO engagement in recent years and to discuss how going forward, the IDA can sustain and elevate citizen and CSO engagement beyond the progress already made.

Participants in IDA18, IDA19, and IDA20 have steadfastly supported actions bringing citizens and CSOs more effectively into the development process, and specific successes have been achieved. CSE currently receives mention as part of the governance cross-cutting theme, but this may be limiting attention to citizen and CSO engagement’s contributions to areas other than governance.

There are many good reasons to sustain and expand CSE in future IDAs. IDA participants and global development accords have articulated these on many occasions in the past, but it is useful to recall them. In their own right and as implementing partners, CSO engagement in the IDA helps improve inclusion and last-mile delivery in all sectors and themes; improve development outcomes; enhance value for money through increased accountability in the use of funds and performance verification; and helps with faster and better delivery of IDA

² In 2021, the ADB updated its policy on “[Promotion of Engagement with Civil Society Organizations](#)” (*ADB Operations Manual*), issued a staff guidance note, and a [Sourcebook for Engaging with CSOs in ADB Operations](#). The Inter-American Development Bank has an updated [Civil Society Engagement Strategy and Action Plan](#) and is currently [consulting on progress](#) under the 2019–2021 Action Plan and a proposed 2022–2024 Action Plan.



results than governments acting alone. The IDA has many comparative advantages relative to other official and private donors in supporting and funding CSOs. In this context, now is a good time to start a discussion among relevant stakeholders and IDA participants on what roles CSOs can play in future IDAs and how they could be funded. We recommend the following:

- a. The planned reviews of IDA19 commitments for citizen and CSO engagement and partnerships aim for in-depth reviews of actual implementation and lessons for enhancing effectiveness. The deadline for completion might be the IDA20 Mid-Term Review.
 - b. In preparation for future IDAs, IDA participants launch a consultative process with relevant stakeholders to deliberate the following issues. Completion may be aimed no later than the launch of the IDA21 Replenishment process.
 - i. *What progress has been made in actual citizen and CSO engagement in the IDA following relevant IDA commitments in recent years, and what are known outcomes and lessons?*
 - ii. *Do the IDA participants want to sustain the progress and make further commitments for citizen and CSO engagement in future IDAs?*
 - iii. *Should the IDA support the development of both state and nonstate institutions to advance its goals for accountable and inclusive institutions and resilient, inclusive, and sustainable development?*
 - iv. *What improvements are needed in the Bank's current policies and procedures for CSO engagement as distinct from policies for citizen and stakeholder engagement, and what IDA commitments could be considered for supporting CSE in the IDA?*
 - v. *How can IDA recipients and staff be incentivized to routinely consider the potential roles CSOs can play at project and sector/country levels, and how can the transaction costs involved be minimized?*
 - vi. *Should citizen and CSO engagement be unbundled from governance and considered a cross-cutting theme, in its own right, to enable deeper attention to CSO contributions across all IDA themes/sectors? If not unbundled, how would greater attention and policy commitments for CSE in the IDA be ensured?*
 - vii. *How can full funding be ensured when planning CSO engagement in projects and multis-takeholder platforms?*
9. **The IDA is well positioned to persuade/require IDA recipients to expand the use of CSOs to help design, implement, monitor, and evaluate projects.** It can do so by leveraging its long-term and trusted relationship with the governments, the concessional IDA funding, CE/SE policies, country presence, and prior actions process for development policy (budget support) operations. The IDA has infrastructure and expertise in developing countries, especially in FCS situations, to channel funds to CSOs and to supervise CSE over the full project life cycle. It can often work in situations where there are government restrictions on foreign funds flow to local CSOs from private and official bilateral donors (especially in FCS situations). Substantial expansion of CSO engagement in IDA operations will have many externalities, such as building, over time, a capable and well-resourced local civil society in IDA recipients that can engage constructively with the governments, promote open government systems, and increase trust in and support for the IDA and implementing authorities.

Appendix to Annex 4: PTF Comments on the IDA20 Draft Deputies' Report and IDA Team Responses, December 8, 2021

PTF Comment (11-30-21)

Thank you for this opportunity to comment on the IDA20 Draft Deputies' Report, which outlines a strong IDA20 financing package. Our comments relate to the improved effectiveness of IDA-funded operations resulting from citizen engagement (para. 36, 62) and build on the comments and suggestions we provided at the IDA CSO roundtable on October 6, 2021.

Commendably, recent IDAs have included strong and growing commitments for citizen and CSO engagement (see the attachment at the end of this note). Expanding such engagement is necessary to address the twin challenges of effective implementation of the \$90 billion IDA20 package (the most ambitious IDA package so far) and ensuring that the money is well spent. Many IDA countries, especially in fragile and conflict-affected conditions, suffer from weak governing capacity and, therefore, rely on CSOs and NGOs to deliver their programs and help with monitoring and oversight of resource use.

IDA Team Response (12-8-21) (p. 4, 17–18)

Thank you for your comments and for recognizing the IDA's strong and growing commitments to citizen and CSO engagement across the IDA cycles. We acknowledge the critical role that CSOs play, particularly in FCS countries. At the country level, CSOs are an integral part of multistakeholder consultations that inform the formulation of Systematic Country Diagnostics and Country Partnership Frameworks. At the project level, CSOs play a crucial role in enhancing citizen engagement in Bank operations, for example, through facilitating beneficiary feedback loops, implementing community-driven approaches, conducting third-party monitoring, and increasing transparency and accountability—overall, contributing to better results and higher development impact on the ground. Consulting with beneficiaries throughout the project cycle is embedded within the new Environmental and Social Framework.

PTF Comment (11-30-21)

We are encouraged to see that in a recent report to the board (para. 70), World Bank Group Management states: “In response to IEG’s recommendations, the Bank and IFC have taken steps to build more impactful and efficient approaches to engaging with citizens and clients, including through enhanced diagnostics, training, systems, and digital platforms.”

In contrast, IDA20 seems to take a step back from commitments included in prior IDA replenishments as it does not outline actions needed to expand the role of citizen and CSO engagement in assuring IDA20’s effectiveness. To remedy this, in our view, two basic issues call for IDA deputies’ attention and actions.

First, the IDA has reported that citizen engagement (CE) activities have been included in the design of almost all projects funded by the IDA since 2016 (thanks to the strong commitments and targets in IDA17-19). The necessary next step is to comprehensively report on the extent of actual implementation of citizen/CSO engagement over the last five to six years, how the feedback collected is used, and outcomes achieved as a result. Strengthened monitoring of citizen engagement was recommended by the Independent Evaluation Group in 2017 and promised in IDA19. Such reporting is essential for transparency, accountability, learning, development effectiveness, and moving forward. This should be highlighted in the IDA deputies’ report.

Second, we welcome the affirmation (para. 62) that the “IDA will seek to foster more inclusive governance by strengthening platforms for greater social accountability and citizen engagement.” However, greater clarity is required as to how this will be done and the specific actions that will be taken to achieve this, as has been done in recent IDA replenishments (see attachment).

To address these issues, we respectfully suggest that the commitment in para. 62 of the report to foster “greater social accountability and citizen engagement” should be strengthened by adding the following specific actions:

(a) the IDA will review and share how citizen and CSO engagement commitments under the recent IDAs have been implemented, outcomes achieved, and lessons learned by the end of CY22; and,

(b) building on the 2018 IEG evaluation and other recent developments (such as the adoption of the Environment and Social Framework), the 2014 citizen/CSO engagement framework should be updated no later than the IDA20 Mid-Term Review. This update would provide a basis for expanded citizen/CSO engagement in service delivery and strengthened feedback loops, as well as strengthened roles for CSOs and citizens in monitoring and oversight of the implementation of IDA20-funded operations. Such a review would include consideration of how engagement can be adequately financed.



IDA Team Response (12-8-21) (p. 4, 17-18)

The IDA remains committed to strengthening platforms for greater social accountability and citizen engagement. Per the strategic framework on citizen/CSO engagement adopted in 2014, all investment project financing operations financed by the World Bank are required to meet the following three conditions: (i) project design must be citizen-oriented; (ii) projects' results frameworks must include at least one beneficiary feedback indicator to monitor citizen engagement throughout project implementation; and (iii) projects must report on the beneficiary feedback indicator(s) by the third year of implementation.

The Bank monitors and reports on these targets on a quarterly basis for projects approved since July 2015. Results are published in the Corporate Scorecard at <https://scorecard.worldbank.org/>. There has been significant progress on this; for example, 99% of IPFs approved in FY20 had a citizen-oriented design compared to the baseline of 60% in FY14.

Development Policy Financing (DPF) operations have also included measures for enhancing citizen engagement, for example, through the adoption of national legislation on participatory budgeting or procurement monitoring. Citizen engagement is also facilitated through certain IDA policy commitments and the IDA RMS. For example, IDA19 committed to supporting at least 50% of IDA countries to establish and strengthen platforms for engaging with multiple stakeholders, including women as well as vulnerable groups, in policymaking and implementation to enhance public participation, accountability, and responsiveness. The IDA19 RMS tracks the percentage of projects with beneficiary feedback at design.

Considering the present focus of IDA20 on building back better, there was a need to improve the specificity of the IDA19 citizen engagement commitment. Accordingly, for IDA20, the focus and ambition of the citizen engagement commitment will be sharpened and increased, respectively, through a new commitment to mainstream gender-responsive budgeting. Specifically, IDA20 will encourage greater citizen participation, accountability, and responsiveness by supporting institutional reforms that mainstream principles of gender equity and social inclusion into the management of public finance. Given the lessons learned from IDA19 about the challenges associated with measuring the broad concept of multistakeholder engagement, the proposed approach demonstrates selectivity for a more targeted response to the most pressing challenges of IDA countries.

Even so, the IDA is open to conducting a timely review of the IDA19 commitment on the impact of the multistakeholder platforms and other World Bank efforts to enhance CSO engagement and multistakeholder platforms.