Citizen-based Monitoring of Development Cooperation to Support Implementation of the 2030 Agenda

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Development cooperation in the era of Agenda 2030 for Sustainable Development must be premised on a new partnership among development stakeholders globally. Target 17.17 of Transforming our World refers to "effective public, public-private, and civil society partnerships", thus promoting a renewed partnership among development stakeholders[1]. A spirit of understanding, knowledge sharing and mutual learning will provide a conducive environment for this new partnership.

The 2014 Development Cooperation Forum concluded that "achieving inclusive development processes and sustainable development results will require a multi-layered, robust global monitoring and accountability framework for development cooperation post-2015, firmly anchored in national mechanisms."[2] The monitoring and accountability framework for development cooperation is one that will enable country ownership and leadership, mutual learning, and provide a balanced and inclusive platform for meaningful engagement of all stakeholders. The role of local actors, especially citizens, in the monitoring and review of development cooperation is therefore crucial to improve delivery and achieve effective development results.

This policy brief will explore citizen-based monitoring of development cooperation in the 2030 Agenda for Sustainable Development. Lessons will be drawn from experiences with the MDG agenda, giving emphasis to the enablers and incentives necessary to promote citizen-based monitoring of development cooperation.

1. CITIZEN-BASED MONITORING OF DEVELOPMENT COOPERATION

Citizens, whether as individuals or through their various organized fora in civil society, are often knowledge brokers at the point of delivery, providing critical information about the results of development delivery.[3] In the context of the 2030 Agenda for Sustainable Development, development cooperation must concern itself with both inputs and actual results of development and impact on people's lives. In this regard, experiential knowledge from citizens is a critical tool to measure results and inform future delivery of development cooperation. Further-

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1 United Nations, August 2015. Transforming Our World: The 2030 Agenda for Sustainable Development.
2 United Nations Economic and Social Council, July 2014. Development Cooperation Forum 2014: Bringing the Future of Development Cooperation to post-2015. 10 – 11 July 2014. Summary by the President of ECOSOC.
3 Development delivery is used as an all-encompassing term referring to development policy, planning and implementation.

Why monitor development cooperation for the 2030 Agenda?

Development cooperation in all its forms will remain vital to help mobilize the unprecedented scale and scope of support needed to implement the 2030 Agenda for Sustainable Development – financing and other means of implementation, from all sources, including technology and capacity building.

The 2030 Agenda is universally applicable, broader in scope, has a multiplicity of sources, and is significantly more complex to measure. It is reliant on a revitalized global partnership, recognizing the need for a monitoring and review framework that equally focusses on inputs and results for development; and engages with multiple stakeholders, including citizens.

The Addis Ababa Action Agenda (AAAA) recognized the need to ensure participation of all actors, including local authorities, in mechanisms for follow-up and review of the SDGs and their means of implementation.

The UN Department of Economic and Social Affairs (DESA) has commissioned analytical work on monitoring and review of development cooperation at local level to support implementation of the 2030 Agenda and the AAAA. Part of this work focuses on the role of citizens in monitoring effective development cooperation, which has resulted in this policy brief.

The author of this brief, Ms. Namhla Mniki-Mangaliso, Director of the African Monitor, has used case studies and in-depth expert interviews to complement and further substantiate the findings of this brief.

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more, through civil society, citizens are active generators of reliable data that can be used in parallel with official data to complement and supplement existing official capacities. The vehicle of citizen-based monitoring offers an opportunity for mutual learning and sharing between governments, development cooperation partners and citizens; providing significant potential to promote efficiency and improve the results of development. Citizens and civil society have also been effective as delivery enforcers and delivery watchdogs, thus providing an incentive for increased accountability between governments (and their development partners) and citizens.

> **Benefits of citizen-based monitoring:**
> Citizen-based monitoring and engagement
> - Promotes mutual learning and sharing based on citizen's experiential knowledge
> - Helps to refocus development cooperation on results of development
> - Promotes efficiency and effectiveness in development delivery
> - Complements other official data gathering efforts
> - Strengthens accountability relationships between state and citizens and increases trust between state and citizens.

Efforts to improve citizen participation in monitoring development cooperation have the positive benefit of increasing trust between governments and the citizenry, thus strengthening democratic governance. However, citizen participation in monitoring flourishes most in an environment where participation can be pursued, including in other stages of development operations, such as planning and implementation. Furthermore, only when citizens have the space to routinely monitor development delivery broadly can they effectively monitor development cooperation.

In the current global dispensation there is recognition that the expectations of citizens on their governments are fast changing as citizen's demand more transparency. However, as this demand is rising, citizens in the global North and global South are increasingly feeling distant from their governments and excluded from decision making processes.[4] Promoting citizen-based monitoring of development broadly, and monitoring of development cooperation specifically, can increase trust between citizens and their governments, improve implementation and ultimately contribute towards meeting the Sustainable Development Goals.

1.1. OVERVIEW OF EXISTING CITIZEN-BASED MONITORING MECHANISMS OF DEVELOPMENT COOPERATION

The current discourse about citizen engagement in monitoring development cooperation is encouraging, yet the reality is very different. Evidence shows that during the era of the Millennium Development Goals (MDGs) (2000-2015) citizens have had little role in monitoring development cooperation, especially where formalized government-led processes are concerned.[5] Even in countries where there are seemingly mature systems for citizen engagement in policy development, planning and implementation, such engagement does not extend to monitoring per se; and less so in monitoring development cooperation. The Scoping Study on Monitoring, Review, and Accountability for Development Cooperation (UNDESA, 2015) found that citizens, either as beneficiaries of development cooperation or as contributors to development cooperation through tax, generally play a peripheral role in the monitoring of development cooperation.[6] By and large, citizens and civil society structures, private sector and other stakeholders are not part of national development cooperation coordination forums; neither are they sufficiently recognized in policy as essential stakeholders.

Despite the absence of citizens in official processes for monitoring and reviewing development cooperation, it is important to note that civil society has been successful in initiating programmes to monitor development delivery broadly, including national development programmes which development cooperation supports.[7] This policy brief argues that despite the obvious lack of citizen engagement in monitoring development cooperation, there are many lessons to be drawn from citizen-based monitoring of development delivery broadly, which are applicable when monitoring development cooperation.

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4 OECD, 2000. Government of the Future, Symposium September, Paris.
5 Bester, A. 2015. Scoping Study on Monitoring, Review, and Accountability for Development Cooperation to support implementation of a Post-2015 Development Agenda.
6 Ibid
7 It is not always possible to distinguish the source of development funds, i.e. between development cooperation and domestic resources during monitoring processes, as national resources are often combined with development cooperation during implementation. In any case, monitoring development cooperation should be located within the broader context of monitoring development delivery broadly.

Figure 1 below describes dominant forms of citizen-based monitoring. Two questions are useful to help frame and contextualize citizen-based monitoring initiatives: (i) At which level is the initiative operating? Development cooperation, and development delivery broadly are monitored at multiple levels that include local or sub-national, national, regional and global levels. (ii) What is the point of origin for the monitoring mechanism – is it from the demand side initiated by citizens; from the supply side initiated by governments; or initiated through a partnership between citizens and governments? An interplay between these two driving factors often determines the nature of the monitoring mechanism, the set of issues monitored, and the tools used to monitor as demonstrated in Figure 1 below.

Figure 1: Popular mechanisms and tools for citizen-based monitoring

Demand-driven (citizen originated) monitoring mechanisms for development cooperation:
Demand driven monitoring mechanisms are initiated and driven by citizens through different forms of civil society structures that initiate a process of 'demanding' accountability. These mechanisms exist independently of and parallel to official monitoring processes, but they can add value by complementing and supplementing existing monitoring processes, thus leading to real change in policy and practice. Demand-driven mechanisms largely focus on understanding the lived experiences of the poor and generating citizen feedback; thus they measure results and offer important lessons about development. They present a great opportunity for mutual learning and experiential knowledge sharing between governments, development partners and citizens when a spirit of cooperation exists. When national governments are not open, these independent monitoring mechanisms play a critical role to advocate for greater accountability and transparency, thus promoting good governance. Citizen-initiated monitoring mechanisms also tend to:

- have a strong focus on building the capacity of the poor to monitor
- operate at the local and national levels
- focus on either service delivery and/or budget monitoring

As demonstrated in Figure 1, examples of demand-driven monitoring mechanisms include social audits, service delivery score-cards, public hearings, budget tracking, and citizen's surveys. Their key disadvantage is that they are generally project based, and inherently have limited sustainability. They are also generally not institutionalized at the national level, thus lack the impact of institutionalized mechanisms that become implemented at a large scale.

The Tanzanian case study in Box 1 below demonstrates the potential contribution demand-led interventions can make to bring results-focus in efforts to monitor development cooperation.

Box 1: An example of citizen-based monitoring in Tanzania

Sauti za Wananchi (Sauti) is a citizen initiated programme that monitors service delivery in the social sectors, i.e. education, health, and water & sanitation. Tanzania ranks 3rd among Africa's top ODA recipients, having received USD 3 430 billion in 2013, of which USD 1 226 billion went to the social sector[8].. It is fair to say that development cooperation finances a large part of Tanzania's service delivery programme.

Sauti za Wananchi, or Voices of Citizens, is a longitudinal panel survey, collecting data among a nationally representative sample of mainland Tanzania through the use of mobile phones. Implemented by the NGO Twaweza, the initiative uses mobile phones to access citizen perspectives about service delivery in three sectors - education, health and water. Once the survey data has been collected and analyzed, direct advocacy and media publicity is used to publicize results, promote national policy messages and also generate a national dialogue on key issues emerging. Over time, Twaweza has developed relationships with government departments, which is making it easier to use the results for policy and practice change. However they point out that this is a work in progress, and has required significant investment to develop mutual trust with government. An independent assessment of the programme's effectiveness shows that the results from the research have gained most traction with parliaments, media and civil society. Twaweza also reports concern about lack of government responsiveness to the monitoring results, which in turn causes apathy and lack of trust in the process among citizens who want to see clear results.

While initiatives like Sauti and others exist in Tanzania, they are largely excluded from the official ODA monitoring system. The Tanzanian government developed the Joint Assistance Strategy for Tanzania (JAST) in 2007, which outlines an action plan and monitoring framework for development cooperation. Through this framework a number of structures and systems have been put in place to manage and monitor development cooperation, including the Joint Coordination Group, made up of development partners and representatives from the Government of Tanzania. The Joint Coordination Group provides the highest level of dialogue in various aspects of development cooperation management and is supported by the Development Cooperation Forum and Working Groups at various levels. Tanzania also has an Aid Management Platform, which is a web-based mechanism for improving mutual accountability between the Government of Tanzania and development partners by capturing aid flows, disbursements and projections. This comprehensive database system is reported to have improved work processes to report and validate project commitments and disbursements, and consolidate implementation reports in Tanzania. For instance the ODA Report for 2012/13 shows that in-year predictability of ODA improved from 70% in 2005 to 93% in 2013[9].

Despite existing systems for ODA management and monitoring, it is important to note that a large part of the current ODA monitoring mechanism focusses on monitoring inputs, i.e. how much ODA is coming in, what is the disbursement timeline & mechanism, from which development partner, and to which project? For results oriented data, citizen feedback would be necessary. To bring initiatives such as Sauti and others into Tanzania's ODA monitoring framework would complement the existing system and allow the Government of Tanzania to monitor both the inputs and results/outcomes of development cooperation. It would also be useful for development partners, as this data can inform their decisions from an end-user perspective and take into consideration citizens' experiences of which programmes and interventions are more effective.

Supply-driven (government-originated) monitoring mechanisms for development cooperation:

Supply-driven monitoring mechanisms are official, formalized and institutionalized mechanisms initiated and established by governments to promote monitoring and accountability. Major progress has been achieved by governments to develop policies and mechanisms that promote citizen engagement in development delivery, including citizen participation in policy development, development planning, budgeting and implementation. The city of Reggio Emilia in Italy is a good example of a citizen-focused city, where the implementation of city priority projects is done in partnership with citizens' associations. [10] To a lesser extent, these initiatives have extended to monitoring development delivery, where governments adopt policies and create mechanisms and platforms to engage with their citizens to monitor delivery. Box 2 presents a good example

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8 OECD, 2015. Development At A Glance: Development aid by region – Africa.
http://www.oecd.org/dac/stats/documentupload/2%20Africa%20-%20Development%20Aid%20at%20a%20Glance%202015.pdf
9 United Republic of Tanzania, Ministry of Finance. 2013. Aid Management Platform: Analyses of ODA report 2012/13.
10 Valmorbida, A. (Ed.). 2014. Citizens' participation at the local level in Europe and Neighboring Countries Contribution of the Association of Local Democracy Agencies. Peter Land International Academic Publishers.

from South Africa. What is rare to the point of non-existence is seeing these mechanisms extend to monitoring development cooperation. Government initiated monitoring mechanisms generally operate at the national, regional and global levels. Because they are institutionalized, they have the inherent advantage of high impact as they are implemented at a larger scale. However, they also carry an inherent risk of being tokenistic; and can also be overly concerned with monitoring inputs at the cost of results.

Box 2: South Africa - Government Initiated Citizen-based Initiative

The South Africa case study is a good example of an initiative started by a national government to promote citizen based monitoring of development delivery. South Africa largely finances its budget for service delivery through domestic resources, with only about USD 1 261 billion generated from development cooperation support, USD 1 011 billion of which goes to the social sector. Regardless, the case study offers useful lessons that can be applied to monitoring development cooperation about how citizen-led monitoring can be institutionalized at the national government level.

The government of South Africa adopted its Community Based Monitoring Framework (CBMF) in 2013 as "an approach to monitoring government performance that focuses on the experiences of ordinary citizens in order to strengthen public accountability and drive service delivery improvements". Upon the adoption of the national monitoring framework, South Africa began to implement a 3 year pilot from 2013 to 2015, which is implemented in three phases[11]. First a community satisfaction survey instrument is used to gather citizens' perspectives of service delivery in government facilities, specifically clinics, police stations, hospitals, social grant pay-points, service sites and welfare offices. This is done together with a facility survey that solicits the views of government officials about challenges with service delivery. Second, data is analyzed and shared with citizens, government facility officials and civil servants. Third, multi-stakeholder engagement ensues where a social contract is developed between government facilities and citizens for priority delivery areas and actions; and performance agreements are determined between government facility officials, provincial administration management and national government.

A number of lessons are worth highlighting from the South Africa experience:-
• CBMF was developed, adopted and piloted with multiple stakeholders, all of whom had clear roles, including CSO's.
• Specific responsibilities are allocated to citizens, to proactively engage with government facilities, collect and analyze citizen feedback, and make it available in decision making processes.
• The essence of the programme is mutual learning, where both citizens and various levels of government are learning together how to make citizen-based monitoring work in a spirit of cooperation.
• Capacity-building is necessary for both citizens (on how to engage) and for local officials in terms of establishing systems and processes that increase their responsiveness to citizens' needs. The programme adopted action-based learning.
• Doing a community and a staff survey allowed for perspectives from both sides of the service delivery process to emerge, thus also exposing challenges that facility officials face, e.g. lack of capacity, budget limitations and lack of information.

Jointly initiated mechanisms for monitoring development cooperation:

Jointly initiated monitoring mechanisms are created in partnership between civil society, governments and other stakeholders. They tend to operate primarily at regional, and global levels; and to a lesser extent at national levels. A good examples of this is the International Transparency Initiative (IATI), summarized in Box 3. Another good example is AidData[12], especially their innovative work in Uganda where they are testing a crowd-sourcing technology, which allows community stakeholders to give feedback to development partners about programmes implemented. Through this programme policy makers and donors get beneficiary feedback and are thus able to monitor results.

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11 By The Presidency, CBM FACT SHEET PROGRESS ON "STRENGTHENING CITIZEN BASED MONITORING" January 2013

12 AidData is a research and innovation lab that seeks to improve development outcomes by making development finance data more accessible and actionable. See http://aiddata.org/listen-to-citizen-voices#

Box 3: International Aid Transparency Initiative

The International Aid Transparency Initiative is a voluntary, multi-stakeholder initiative that seeks to improve the transparency of aid, development, and humanitarian resources by publishing data on development cooperation. IATI brings together donor and recipient countries, civil society organisations, and other experts in aid information who are committed to working together to increase the transparency and openness of aid. IATI promotes the use of the IATI Standard, which is a standard framework that donors can use to publish development cooperation data accessible from the IATI registry. This data is then analysed and shared through an open data portal call d-Portal (www.d-portal.org), which enables anyone to access development cooperation data about any country. The d-Portal lists information by country, and thus it is able to tell how much development cooperation funds have been disbursed to that specific country, from which development cooperation partners, and to what sector. Furthermore, d-Portal also has forward looking data, where development cooperation partners can publish projected expenditure per country and per sector for at least 2 years.

IATI adds value to monitoring development cooperation by making information about development cooperation easier to access, understand and use. It also increases the reliability and timeliness of data by encouraging frequent updates (donors can update information monthly, but are expected to update at least quarterly); by providing a central location for available data; and by using a single format across all development cooperation partners[13]. Citizens' group who want to use this data to inform their country monitoring strategies for development cooperation are now able to do so; so can parliamentarians better play their oversight role; and government departments from recipient countries can better plan their interventions based on better information of how much and when donors plan to disburse resources.

The IATI Secretariat notes that despite the value this data is able to provide, there are a number of challenges that must be addressed in order for this resource to adapt to the 2030 agenda on sustainable development. Firstly, those donors that already publish their data on the IATI platform need to improve the completeness, consistency and frequency of the data they provide. Secondly, a number of countries still need to join IATI and begin publishing their data, especially sources of South/South cooperation, foundations, businesses and civil society organisations that contribute to development cooperation. Lastly, greater investment needs to go into increasing the capacity and skills in recipient country stakeholders (government and civil society) to actually use this data to monitor development cooperation.

1.2. FACTORS THAT ENABLE CITIZEN-BASED MONITORING OF DEVELOPMENT

The countries and initiatives investigated for this policy brief had in common a number of enablers worth highlighting.

Enabler	Description
Enabling policy and legislative environment:	• The constitution and other key national legislative and policy frameworks promote participatory governance • A national framework exists that encourages multi-stakeholder monitoring of development delivery • A national framework exists that governs development cooperation • Policy frameworks also institutionalize engagement mechanisms and/or platforms NB: The gap in most policy frameworks is the absence of multi-stakeholder engagement in development cooperation coordination; and a weak monitoring element in development cooperation coordination frameworks.
Decentralization and devolution of powers to local government:	• Decentralization has been adopted and is practiced effectively, with devolution of decision making & planning • Local governments are thus able to create better systems to interact with citizens at the local level • Local governments are best placed to interact with citizens as they are close to the realities of communities. • Capacity building within local government to improve responsiveness is undertaken NB: Decentralization is weak or fails when there is resistance from central government to let go of power; when there is failure to finance decentralization processes; and when proper institutions and capacities are not put in place at the local level to enable decentralization. This decreases capacity of local government to engage with citizens.
Strong leadership and change readiness	• Leadership at various levels promotes and champions the ideals of citizen engagement • Structures of government are transformed to be citizen-centric, responsive to the needs and feedback from citizens

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13 - See more at: http://www.aidtransparency.net/about#sthash.2vUn6Lfd.dpuf

	NB: The mental shift among officials is only limited to 'consulting' with citizens; and in some cases even engage with citizens in joint decision making, planning and budgeting. However, there is strong resistance among national and local governments to the idea of being monitored by citizens and having to account to their citizens for delivery, as well as among development cooperation partners when dealing with their own citizens as tax payers.
Effective development cooperation coordination frameworks and platforms:	• Effective development cooperation coordination policies & forums are in place and functional • The principle of mutual accountability[14] is practiced within the review forums • Provision exists for multi-stakeholder participation in these review forums, including citizens NB: The practice of mutual accountability is weak within these forums; most development cooperation partners wield power over recipient governments. Review forums are used exclusively to hold national governments accountable for development cooperation expenditure. Also, there is absence of other stakeholders in these platforms – they are currently dominated by national governments and development partners. These review platforms are not devolved to local government levels; and often, donors do not implement coherent programmes at local level..
Citizen capacity to engage	• Citizens have mature understanding of citizen agency (rights and responsibilities); and have confidence • Citizens have technical capacities to monitor, and understand the various information and tools at their disposal. • Where there is sufficient capacity for citizens to engage, they take advantage of existing local and national government platforms to access information, and for joint decision making, reporting and monitoring. NB: Where citizens do not have capacity to engage, they tend to show apathy to monitoring processes, even when spaces are created for engagement.
Timely accessible information	• Simple, accessible, relevant information acts as a catalyst to citizen engagement. • Effective systems that protect the right of access to information enhance opportunities for citizen engagement NB: Often, despite the existence of right to access of information laws, citizens often face significant challenges to access public information, as local officials are resistant to transparency, and may in some cases not even be aware of citizens' entitlement to access public information.
Enabling and sustainable institutional set-up	• The role that organized civil society plays is critical to facilitate engagement between citizens and government. • Civil society plays the role of the organizer, coordinating monitoring programmes, increasing capacity of citizens, and facilitating bridges for citizens to engage authorities. NB: In the absence of strong institutional support from civil society organizations, citizens often do not have the support they need to engage in monitoring. CSOs are challenged to find resources to sustain monitoring programmes.

Over and above those negative factors already highlighted in the table above, the politicization of participation, lack of trust between government and civil society, and superficial engagement with citizens can also act as a hindrance to citizen-based monitoring of development cooperation. Superficial engagement is characterized by forms of participation that are tokenistic, where citizens might be present when decisions are made but have little or no power to influence the decisions taken in a process. Participation becomes more meaningful when decision makers are willing to transfer decision making power to citizens, ensuring that citizens are engaged actively in the planning, implementation and monitoring stages of the development cycle.

2. ENABLING, PROMOTING & SUPPORTING CITIZEN-BASED MONITORING OF DC IN THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT
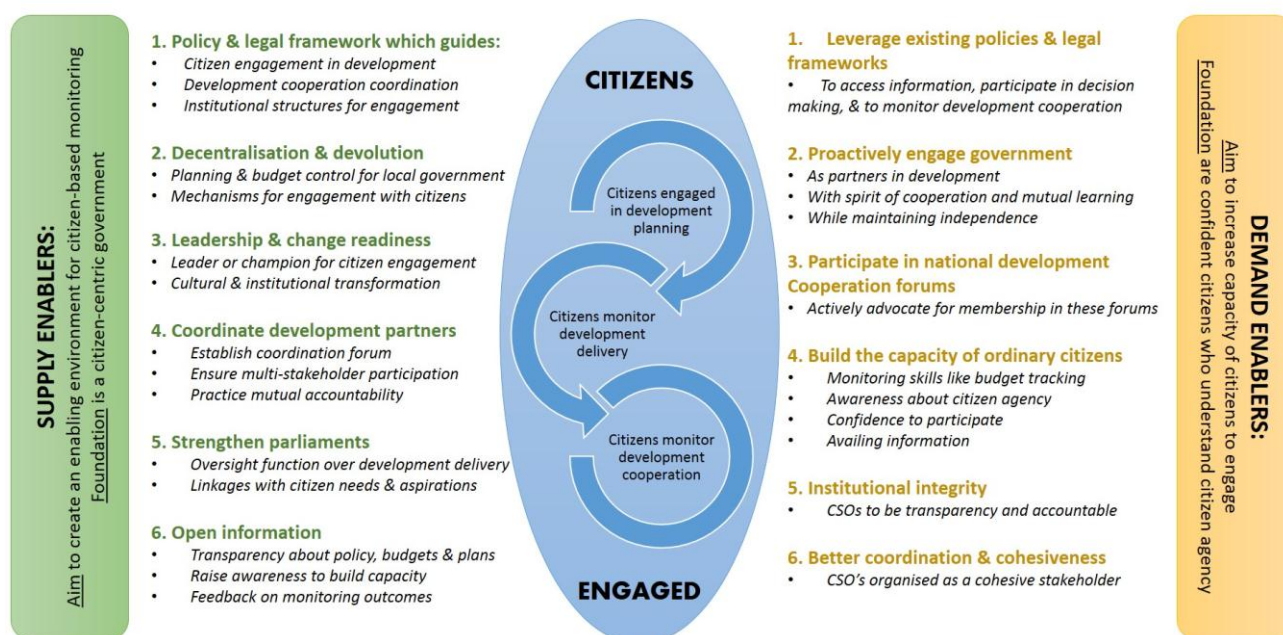
Citizen-based monitoring of development cooperation exists in a mature system of governance where participation can be pursued and citizen engagement is practiced throughout the development cycle from the design and implementation to the monitoring of development interventions. Entrenching citizen engagement may begin with mere consultation, then graduate to real decision making, and finally mature to include monitoring and review for knowledge sharing and mutual learning. Only when citizens have the space and adequate capacity to routinely monitor development delivery broadly, can they sustainably and effectively monitor development cooperation. The starting point therefore is to establish a global shift from current forms of government to citizen-centric government. Initiatives to promote citizen centricity in government institutions can be grouped under four pillars:

UN ECOSOC states that mutual accountability refers "to the relationship of providers and recipients of international development cooperation and their ability to deliver on mutually agreed commitments and producing long-lasting development results." See http://www.un.org/en/ecosoc/newfunct/dcf_account2.shtml

- Redesigning public institutions to have flexibility to dynamically meet citizen's needs and achieve country long-term vision
- Developing capabilities through training public service officials to facilitate a culture shift towards citizen-centric service
- Encouraging transparency by making information available to citizens, actively raising awareness about relevant policies and decisions that affect citizens' lives, and strengthening the capacity of citizens to utilize that information.
- Streamlining processes to meet citizens' needs, strengthen their capacities to engage in monitoring and utilize information, and establish robust mechanisms to collect, analyze and respond to citizen feedback

A number of critical steps must be taken by the global community, including national governments, development cooperation partners and civil society to promote citizen-based monitoring of development delivery broadly and development cooperation specifically. Successful citizen-based monitoring is supported by a number of enablers both from the supply side and from the demand side. The supply side represents the number of things that can be activated by governments to create an enabling environment for citizen-based monitoring of development cooperation. Interventions put in place by governments are not enough however, as citizens and civil society have to take a measure of responsibility to exercise citizen agency. Therefore, a range of interventions on the demand side must complement government efforts. Figure 2 below proposes a basic model that demonstrates the importance of both supply and demand side interventions, highlighting the various enablers that need to be activated and put in place.

MODEL TO PROMOTE CITIZEN-BASED MONITORING OF DEVELOPMENT COOPERATION IN THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT:

2.1. PRACTICAL STEPS FOR GOVERNMENTS AND DEVELOPMENT PARTNERS TO PROMOTE CITIZEN-BASED MONITORING

The model presented above in Figure 2 suggests that governments need to pay attention to six levers in order to create an enabling environment for citizen-based monitoring of development cooperation:
i. Establish a policy & legal framework for citizen participation, development cooperation coordination, and established institutional mechanisms for engagement.
ii. Decentralisation & devolution of power and authority to local governments, thus enabling them to plan, budget, and establish mechanisms to engage with citizens.
iii. Leadership & change readiness in all tiers of government, promoting cultural transformation of public institutions.

iv.   Coordinate development partners to establish development cooperation coherence at national and local levels; and establish a multi-stakeholder coordination forum where mutual accountability is enforced.

v.   Strengthen parliaments as oversight institutions and strengthen their linkages with citizens as their constituency.

vi.   Make public information accessible, and actively raise awareness and knowledge about relevant public policy, budgets, development commitments and plans, as well as findings of monitoring results. Such information and awareness should empower citizens to participate more effectively, and should strengthen the capacity of citizens to engage in monitoring.

Governments need incentives, support and encouragement to successfully put in place the enablers highlighted above. Some of this support may include:

• An on-going global communication and advocacy exercise to promote citizen based monitoring, specifically highlighting the benefits and value-add to governments and development cooperation partners.

• Setting realistic targets and expectations that allow governments to progressively realize the goal of citizen-based monitoring, giving space to officials to plan according to their capacities.

• Greater coherence and determination from development cooperation partners can accelerate citizen based monitoring of development cooperation at the national level. Without using citizen engagement as a conditionality, development cooperation partners can earmark and ring-fence resources specifically for citizen-based monitoring.

2.2. PRACTICAL STEPS FOR CITIZENS TO MONITOR DEVELOPMENT COOPERATION AT LOCAL AND NATIONAL LEVEL

Empowered citizens who have the capacity to take up opportunities created by national governments and development cooperation partners are an important part of the equation. Most constitutions around the world guarantee the rights of citizens, but also speak about the responsibilities of citizens as active agents within their communities. Efforts to promote citizen-based monitoring of development cooperation must recognize that citizens have the right and responsibility to participate in the democratic process.

Efforts to increase capacities among citizens must also be conceived based on the context within which citizens live. Citizens the world over are already burdened with pre-existing commitments to generate livelihoods, raise families and participate as members of the community – this is especially the case for the poor. Any demands on citizen's time should be sensitive to pre-existing life demands; and expectations about the investment citizens make towards monitoring should be commensurate with the benefit they reap as a result of making that investment. In this regard, citizens often need incentives, encouragement and support to participate in monitoring development cooperation. Some of these incentives include on-going communication highlighting the benefits of monitoring to society, confidence building and transference of real decision-making power. More importantly, participation withdrawal and/or fatigue can best be avoided if citizens see tangible results from their participation, such as improved service delivery.

Civil society has an important role to play and a responsibility to ensure that it is positioned to take up its role as a key player in the 2030 Agenda for Sustainable Development, and in monitoring development cooperation. Civil society also needs on-going support from development partners and governments to sustain their activities and finance monitoring efforts.

Practical steps that citizens and civil society can take to monitor development cooperation are to:

i.   Actively take advantage of existing policies that guarantee citizens' right to access information, participate in decision making and to monitor development implementation and development cooperation.

ii.   Pro-actively engage government institutions at all levels as partners in development; seeking out new, creative and positive ways to promote a spirit of cooperation, mutual learning and partnership.

iii.   Seek out and activate opportunities to participate in national development cooperation forums, and any other spaces where development cooperation is coordinated.

iv.   Civil society has a specific role to build the capacity of local citizens and raise awareness about policy provisions, budget allocations, and programme implementation. It is necessary for civil society to

enhance peoples' capacities to engage as citizens by creating confidence, increasing understanding of the entitlements and responsibilities of citizenship, and improving technical capacities.

v. Civil society must organize itself into a cohesive, effective and strong stakeholder to monitor development cooperation delivery and results.

vi. Civil society organizations must embody the principles of transparency and accountability, especially accountable for development cooperation resources received.

2.3. ROLE OF GLOBAL AND REGIONAL STRUCTURES TO PROMOTE CITIZEN-BASED MONITORING OF DEVELOPMENT COOPERATION

Regional and global structures have an important role to promote citizen-based monitoring of development cooperation by taking up an advocacy and communication role in order to build enthusiasm within governments to take up the call for citizen-based monitoring; by communicating a clear and attractive value proposition of why citizen-based monitoring is important for development cooperation; and by encouraging the shift from just monitoring inputs to monitoring results. Regional and global structures are also positioned well to model the principles of mutual learning and knowledge sharing amongst the development cooperation community (recipient governments and partners), by bringing multiple stakeholders including citizens to regional and global fora to share emerging lessons from the ground.

3. CONCLUSION & KEY MESSAGES

i. The 2030 Agenda for Sustainable Development puts citizens at the center of achieving the new development agenda; thus increasing the urgency to shift from input-based to results-based development cooperation.

ii. Results-based development cooperation makes it necessary to create systems to access beneficiary feedback; thus bringing attention to the critical role of citizens in monitoring development cooperation for better results.

iii. Research conducted for this brief demonstrates that citizen-based monitoring can be a powerful instrument and catalyst for mutual learning and experiential knowledge-sharing. However this is only possible where a conducive environment is created for a partnership between government, development partners and citizens.

iv. The concept of action-based learning (while not explored in-depth in the brief, is referred to in the South African case study) lands itself as a useful tool to promote mutual learning. Action-based learning is a method that combines action, reflection, learning and adaptation for continuous improvement of results. The premise is that all those engaged in development must remain open to the idea of reflecting and learning while implementing in order to be responsive to emerging needs on the ground.

v. The principle of good governance within which this new agenda must be implemented necessitates that national governments and development cooperation partners are accountable to their citizens for development cooperation resources. Those countries that contribute to development cooperation must be transparent and accountable to their own citizens about the volumes and use of resources channeled through development cooperation. Recipient governments should on the other hand be accountable to their citizens about how development cooperation resources are used.

vi. In order to promote citizen-based monitoring of development cooperation, governments, development cooperation partners and civil society must collectively activate the enablers that make this possible.

vii. Critical enablers on the supply side are activated by governments to create a conducive environment for citizens to monitor development cooperation. They include appropriate policy and legal frameworks; decentralization and devolution of powers to local government; adequate leadership and transformative culture; policy framework and coordinating mechanism for development cooperation; effective parliaments; and open and accessible information.

viii.   Critical enablers on the demand side are activated by citizens and civil society to increase capacity to monitor. They include leveraging existing policy and legal frameworks; engaging governments progressively in the spirit of partnership; participating in national development cooperation forums; building citizen capacities; ensuring SCO institutional integrity; and increasing cohesiveness among civil society.

ix.   For various stakeholders involved in monitoring development cooperation, it is important to understand that incentives, support and encouragement is necessary for long-term commitment.

x.   The process of promoting citizen-based monitoring of development cooperation is a long-term commitment, which must be seen as an integral part of promoting participatory governance, and establishing citizen-centric governments and institutions. Necessary investment in time, resources and capacity must be made to achieve this long-term result.

xi.   Promoting citizen-based monitoring of development cooperation is, at the end of the day, the collective responsibility of all key stakeholders, including national governments, development cooperation partners and civil society. If it is successfully achieved, it has the potential to be the accelerant needed to achieve the Sustainable Development Goals by 2030.