



Sustaining social accountability mechanisms in frontline service delivery:

Citizen empowerment & state response
in four Indonesian districts

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Social accountability & frontline service delivery

Frontline services:

point of interaction between citizens and public service providers.

Social Accountability:

citizens' collective actions to improve public services by

- identifying problems,
- bringing them to providers' attention, and
- constraining the state's use of power.



Question: Under what conditions are SA tools effective and sustained?

Study parameters & methodology

Kinerja SA tools

- Complaints Handling Survey (CHS)
- Service Charter (SC)
- Multi-Stakeholder Forum (MSF)

Identify

1. Replication of SA tools
2. Changes in service delivery
3. Attitudes :
 - Towards SA
 - Broader changes in practices from citizen engagement
4. Contextual factors

Methodology

- 60 semi-structured interviews
- Respondents: MSF members, frontline providers, district officials, CSOs & Kinerja staff
- 4 districts in Aceh & West Kalimantan
- 15 primary health ctrs
- February-March 2014
- *Topics*: context, Kinerja implementation, outcomes, replication

Macro context

Province	Aceh		West Kalimantan	
District	Banda Aceh	Bener Meriah	Sambas	Sinkawang
% population in urban area	100	20	18	69
% population below poverty line	9	26	9	6
Human Development Index (HDI)	78	72	66	69
% medically assisted births	100	94	74	89
Prior policy reforms conducive to SA				
Participation	X	X		X
Transparency	X		X	
Accountability	X		X	X

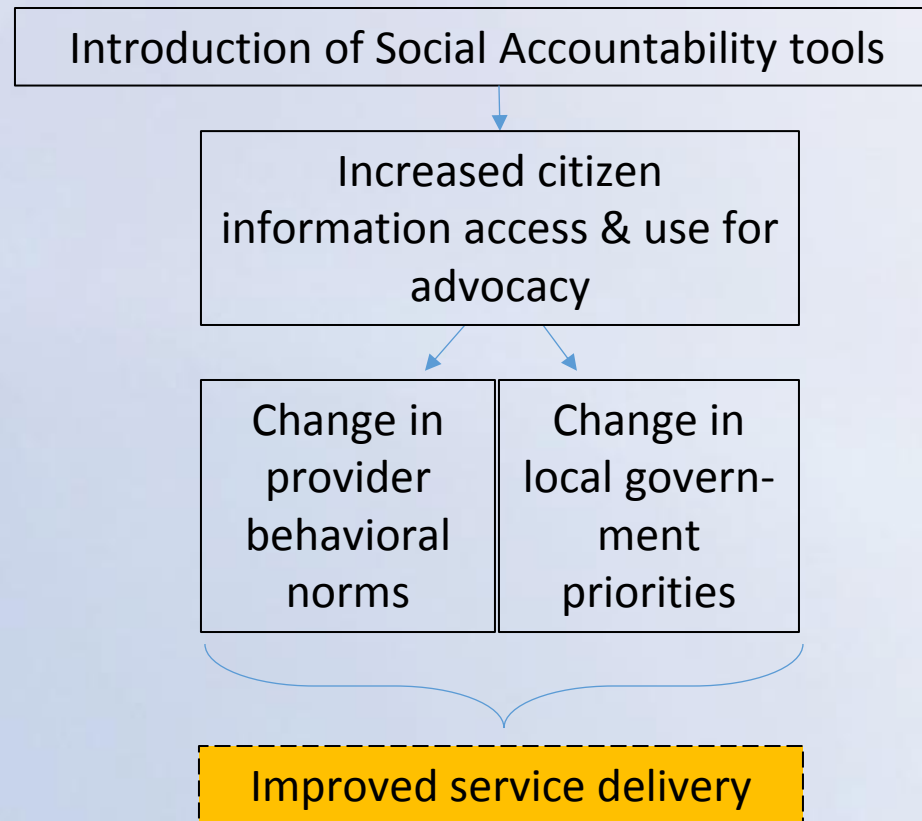
Source: 2011 DAPOER data, 2012 Local Budget Index

Micro context

Site	Existing complaints mechanisms	Existing provider-user relations	Past SA effort
Banda Aceh			
BA1	not effective		X
BA2	effective	functioning	
BA3	not effective	antagonistic	X
Bener Meriah			
BM1			
BM2	effective		
BM3	effective		X
Sambas			
SAM1	effective		X
SAM2		antagonistic	X
SAM3	not effective	antagonistic	X
SAM4		antagonistic	
SAM5	not effective	antagonistic	X
SAM6	not effective	antagonistic	X
Singkawang			
SIN1		antagonistic	
SIN2	not effective		
SIN3	not effective	antagonistic	

Source: Authors' interviews

Effects on service delivery?

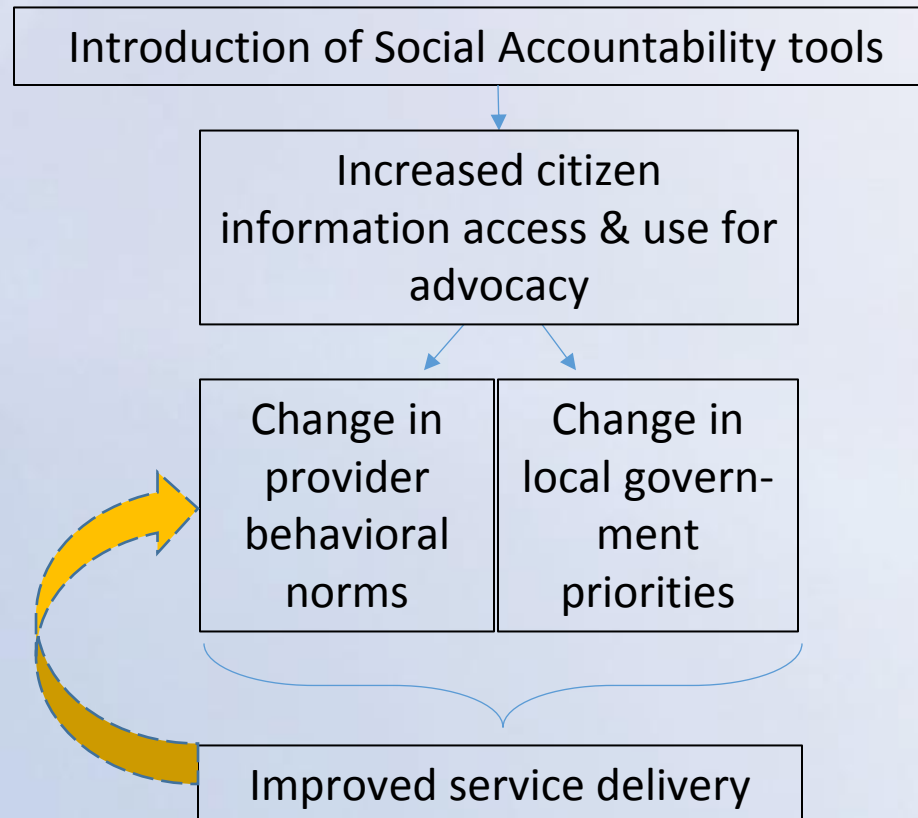


Perceived changes in service delivery

Site		Provider	MSF
Banda Aceh			
	BA1		
	BA2		
	BA3		
Bener Meriah			
	BM1		
	BM2		
	BM3		
Sambas			
	SAM1		
	SAM2		
	SAM3		
	SAM4		
	SAM5		
	SAM6		
Sinkawang			
	SIN1		
	SIN2		
	SIN3		

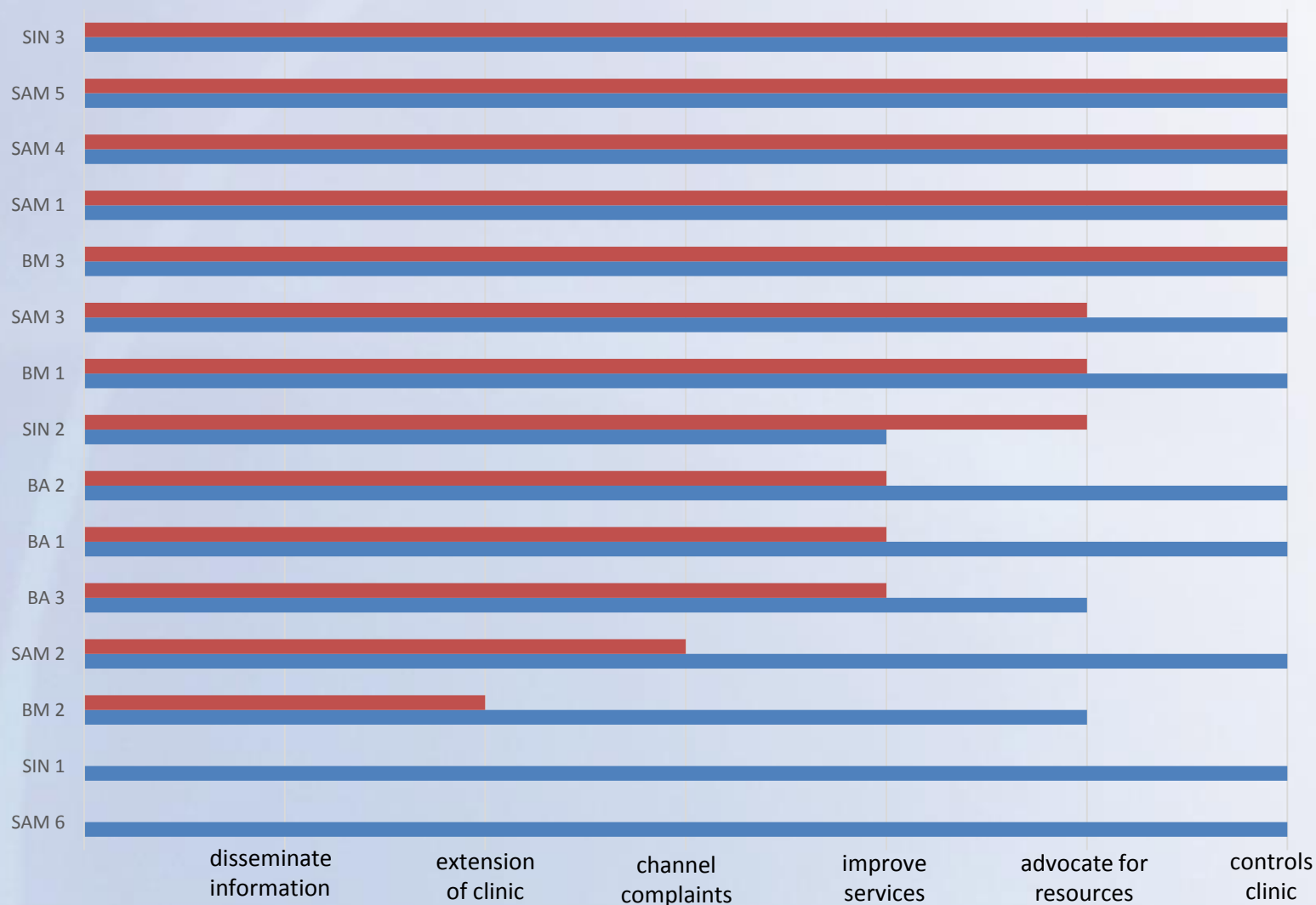
Source: Authors' interviews

Feedback on provider behavioral norms?



Divergent views of social accountability

Perceived MSF role: **MSF** & **provider** respondents by site



Source: Authors' interviews and Fox (2007)

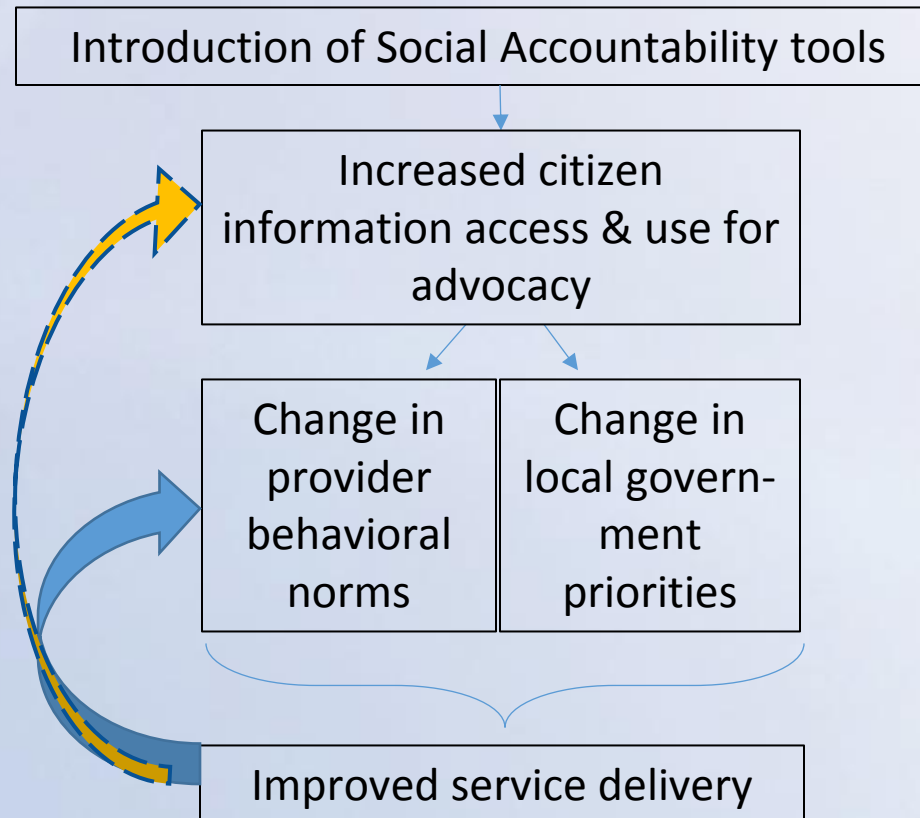
Effects of context vary

Comparison of context & implementation factors for **high/low** SA sites

Site	Prior complaints mechanisms	Prior provider-user relations	Clinic questions CHS methodology
BM 3	Effective		
SAM 4	Effective		X
SAM 1		Antagonistic	X
SAM 5	Not effective	Antagonistic	
SIN 3	Not effective	Antagonistic	X
SAM 6	Not effective	Antagonistic	X
SIN 1		Antagonistic	X

Source: Authors' interviews

Feedback on citizen empowerment?

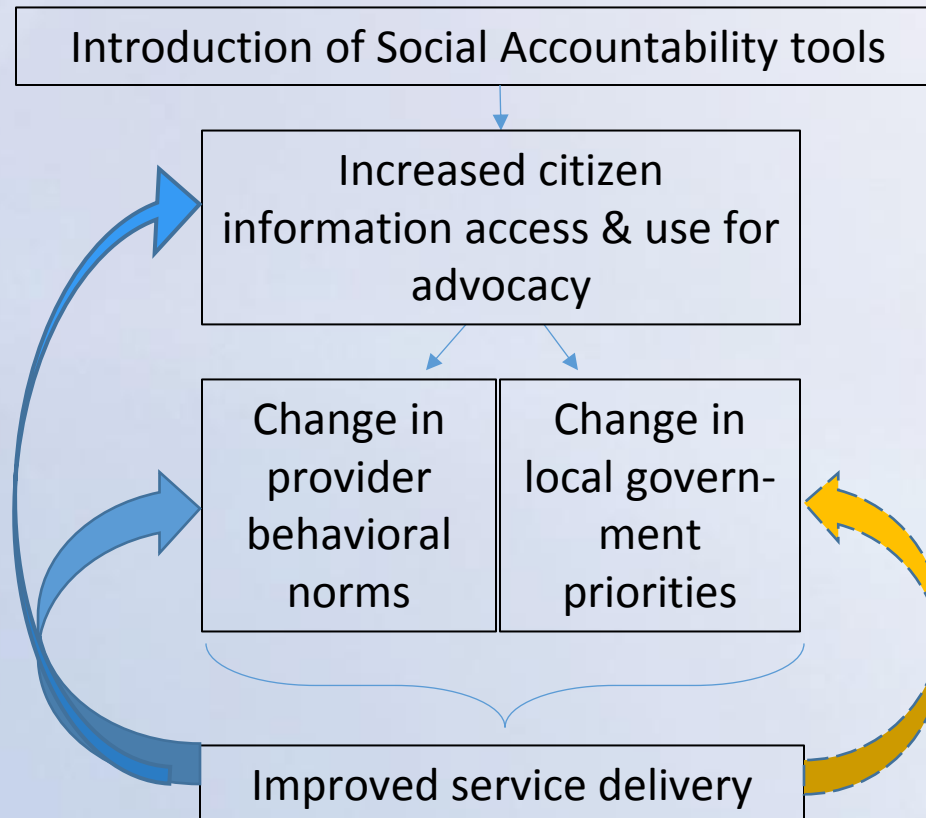


Broader changes result at some sites

	Construction of citizenship	Practices of citizen participation	Responsive and accountable states	Inclusive and cohesive society
Banda Aceh				
BA1	Green	Red	Green	Red
BA2	Green	Red	Green	Red
BA2	Green	Red	Green	Red
Bener Meriah				
BM1	Green	Red	Green	Red
BM2	Green	Red	Green	Red
BM3	Green	Red	Green	Red
Sambas				
SAM1	Green	Red	Green	Red
SAM2	Green	Red	Green	Red
SAM3	Green	Red	Green	Red
SAM4	Green	Red	Green	Red
SAM5	Green	Red	Green	Red
SAM6	Green	Red	Green	Red
Sinkawang				
SIN1	Green	Red	Green	Red
SIN2	Green	Red	Green	Red
SIN3	Green	Red	Green	Red

Source: Authors' interviews and Gaventa & Barrett (2012)

Feedback on local government priorities?



Broader changes result in some districts

District	Replication?	Construction of citizenship	Practices of citizen participation	Responsive & accountable states	Inclusive & cohesive society
Banda Aceh	No				↑
Bener Meriah	Yes		↑↑	↑↑↑	↑↑↑
Sambas	Yes			↑↑↑	↑↑
Sinkawang	No		↑		

Source: Authors' interviews and Gaventa & Barrett (2012)

Contrasts between districts committed to SA

	Bener Meriah	Sambas
Replication plans	2 additional clinics	All clinics in district Regulatory changes & incentives
Clinic context		
prior provider-user relations	None	Antagonistic
prior complaints mechanisms	Effective	Mostly ineffective
negative provider reactions to CHS	None	Consistently negative
Broader changes		
Increased responsiveness	√	√
Inclusion of non-state actors	√	√
Expanded citizen participation	√	
Quotes characterizing commitment to SA	<p>“Criticism is like vitamins; they help to improve our system.”</p> <p>“If it is just the <i>Dinas</i> on its own [w/o civil society], the program will not get very far.”</p>	<p><i>Dinas</i> supports Kinerja “because it changed providers’ mindsets and performance.”</p> <p>“Now we just try to make services comfortable so that more patients will come.”</p>

Interpretation and recommendations

Distinct patterns of commitment to SA

1. *Citizen-centered*: involving citizens as partners in improving service delivery
2. *Client-centered*: helping providers identify priorities for improving services

Recommendations:

- Leverage reforms to provide institutional incentives and sanctions for provider responsiveness
- Ensure that invited spaces directly engage providers with citizens



Interpretation and recommendations

Aligned citizen & provider attitudes towards SA increases sustainability and hard accountability

- Inherent problem of lack of responsiveness from providers who see a smaller role for MSFs than citizens
- If MSFs insist on accountability, but providers do not see as legitimate role, SA may be futile & disempowering

Recommendations:

- Go beyond enumerating progress on SA tool implementation as gauge on sustainability
- Seek out contexts where SA tools are novel & address pressing needs

Interpretation and recommendations

Contextual factors are salient, but effects are inconsistent.

- Clinics demonstrated responsiveness in both positive and negative contexts
- Underscores importance of micro-contextual drivers of citizen engagement (Joshi, 2014)

Recommendations:

- Use contextual data as a guide, but be prepared for unexpected outcomes
- Encourage SA in both conducive and resistant contexts

More Information

Kinerja website:

<http://www.kinerja.or.id>

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Slides for possible discussion during Q & A

Social accountability: breakdown

Transparency		Accountability	
Opaque	Clear	Soft	Hard
<i>Dissemination and access to information</i> <ul style="list-style-type: none"> State shares information only 		<i>Institutional answerability</i> <ul style="list-style-type: none"> Citizens can request information State specifies response to shared information Ongoing monitoring Making demands to enforce legal standards 	
		<i>Sanctions, compensation, and/or remediation</i> <ul style="list-style-type: none"> Invoking formal grievance procedures Holding demonstrations to protest against poor service quality 	

Source: Adapted from Fox (2007) and Joshi & Houtzager (2012).

Outcomes of citizen engagement

Outcomes	Positive	Negative
Construction of citizenship	Increased civic and political knowledge Greater sense of empowerment and agency	Reliance on knowledge intermediaries Disempowerment and reduced sense of agency
Practices of citizen participation	Increased capacities for collective action New forms of participation Deepening of networks and solidarities	New capacities used for “negative” purposes Tokenistic or “captured” forms of participation Lack of accountability and representation in networks
Responsive and accountable states	Greater access to state services and resources Greater realization of rights Enhanced state responsiveness and accountability	Denial of state services and resources Social, economic, and political reprisals Violent or coercive state response
Inclusive and cohesive societies	Inclusion of new actors and issues in public spaces Greater social cohesion across groups	Reinforcement of social hierarchies and exclusion Increased horizontal conflict and violence

Source: Gaventa & Barrett (2012)