RELEF SOCIETY OF   TIGRAY (REST)

COMMUNITY SCORE CARD (CSC) MANUAL FOR FACILITATORS

Prepared and Conducted

By

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INTRODUCTION

Accountability means the obligation of power-holders to account for or take responsibility for their actions. Therefore, Social accountability is the approach of building accountable and responsive government by relying on civil engagement.

In this manual community score card and participatory budget monitoring tools are used to measure the satisfaction and dissatisfaction of the community on water supply and small scale irrigation service in Tigray Woredas and Kebeles.

The General objective is to contribute to the country' development effort to improve the quality of service delivery by improving the engagement of stakeholders at grass root level. Furthermore, this manual builds the capacity of local government, community based organization and CSO staffs at all level.

Target and Scope of the Service to be Monitored

Selecting the sector: first and for most it is important to select sectors where the community experienced problem in the service provision. In this project water supply and small scale irrigation, are selected services to be monitored by REST.

Tools of monitoring: in this project Community Score Card (CSC) and Participatory Budget Monitoring (PBM) are the selected social accountability tools. The unit of analysis in Community Score Card is the community (using focus group discussion); similarly in Participatory Budget Monitoring it designed to use focus group discussion at community level and consultative meeting with identified public sectors besides the secondary data collection of budget allocated and utilized for selected services.

Scope of service monitoring: in this project the monitoring is planned to be held in six Woredas and 22 Kebeles of Tigray Regions. As stated on the project document the CSC measures the Quality, availability, adequacy and efficiency, where as the Participatory Budget Review measures the participation, allocation, input and sustainability of the services.

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Good Luck!

CONTENTS

COMMUNITY SCORE CARD (CSC)

PART ONE: COMMUNITY SCORE CARD (CSC)

MODULE 1: THE BASIS FOR COMMUNITY PARTICIPATION

1.1 Objectives

The broader objective of this Module is to acquaint participants with the legal basis for citizens and communities to claim their rights and make government officials and civil servants accountable to the people and for their action. After the completion of this Module, participants will be able to:

- Explain the fundamental objectives of development ;
- Understand the link between development and human rights;
- Elaborate the meaning of Right Based Approach (RBA) to development;
- Explain the concepts of poverty and development;
- Identify the characteristics of good governance, and
- Identify the relevant provisions from the 1995 FDRE Constitution, which serve as the departure point for community participation, and to make government authorities accountable to the people;
- Understand the link between PRSP, MDG and PBS.

1.2 The Right Based Approach (RBA) to Development

Earlier development approaches which attached due emphasis to the objective of development in terms of economic growth and satisfaction of basic human needs couldn't be a panacea for the deeply rooted and protracted abject poverty and destitution of the poor in the developing countries. It may be important to note that in the pre-1990's periods – during the cold war era – the perceptions of development were masked with ideological and political interest; rather than reflecting the true needs and objective situations of the developing world. The end of the cold war, however, unraveled the taboos on the link between development and human rights.

The enabling environment helped to take development objectives beyond narrow approaches in terms of material output and need satisfaction. The end of the cold war facilitates the emergence of a new development approach, which is fundamentally different from its predecessors. The new approach "The Right Based Approach (RBA) to development shed light on the intimacy and indivisibility between human rights and development, and brings a paradigm shift in the conceptualization of development as well as in the understanding of poverty. More importantly, the approach emphasizes the need to link development with human rights and empowering the people to participate in the development agendas of their own affairs.

Notes:
- A Right Based Approach to Development is a conceptual framework that relates all human rights norms, standards and principles into the plans, policies, and process of development. It uses human rights as scaffold of development process. .
- The goal of RBA is the realization of human rights. The approaches treat development process/ initiatives in line with the human rights necessary for survival and dignified living[1].
- RBA is based on the principle of empowerment, participation, accountability, transparency and non-discrimination.

The core idea underlying the adoption of human right based approach brings a fundamental shift not only in the conceptualization of development and poverty, but in programming and operationalzing activities. The adoption of RBA requires changes in polices, programs, attitudes, social and organizational structures.

The 1995 FDRE Constitution is also making it clear that the objective of development is people centered. Article 43(4) of the Constitution writes that "The basic aim of development activities shall be to enhance the capacity of citizens for development and to meet their basic needs".

What is Poverty?

In a boarder terms poverty can be defined as a human situation expressed in terms of lack of access and opportunity to development benefits; lack of income; the inability to decide ones own destiny and powerlessness; and the inability to live in destiny.

Accordingly, poverty is characterized by powerlessness and vulnerability to shocks, absence of participation in decision making, low level of literacy, high morbidity and mortality rate, food insecurity, isolation and discrimination, deprivation, and exclusion, and inability to live in dignity.

In terms of human rights perspective, poverty is not explained only in terms of material deprivation and lack of income, but also in terms of human right rights protection and good governance. The centerpiece of the right based approach to development is to link development with human rights and fundamental freedoms. It is now generally acknowledged that development is impossible in the absence of true democracy, respect for human rights, peace and good governance.

In this regard, Prof. Amartya Sen, the 1999 Nobel Prize Winner in Economics equates development with human rights and freedoms as follow.

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[1] *Human rights necessary for survival and dignified living refers to a broad range of human rights aspects including the right to live, the right to standard of living adequate for health and well-being; the right to education; the right to food and housing etc. For details refer to http://www.odi.org.uk/publications/briefing/3_99html*

> Development can bee seen… as a process of expanding the real freedoms that people enjoy. Focusing on human freedoms contrasts with the growth of gross national product, or with the rise in persona income, or with industrial output, or with technological advances, or social modernizations…. Development requires the removal of major sources of unfreedom: poverty as well as tyranny, poor economic opportunities as well as social deprivation, neglect of public facilities…[2]

It is now well understood that poverty is not merely a state of low economic income, but a state of deprivation of capabilities, choices and power required for the enjoyment of fundamental rights. Poverty means discrimination, inequality and social injustice. For right based approach to development, the achievement of human rights is the objective of development.

What is Development?

The 1986 UN General Assembly Declaration on the right to Development defines development as follows:

> A comprehensive economic, social, cultural and political process, which aims at the constant improvement of the well-being of the entire population and of all individuals on the basis of their active, free and meaningful participation in developmental and resulting from fair distribution of benefits resulting from.[3]

From the above definition, development has the following elements.

- Totality of economic, social, cultural and political process. It is understood that development is a holistic process rather being a discrete element.
- Transformational in a continuum. Development is not a one time shot affair, but a process over a protracted period of time.
- The objective of development is improvement of population and individuals. It is people centered.
- Development requires meaningful participation of the people. Development is participatory.
- Fair distribution of benefits. Development needs to be based on the principle of equality and non-discrimination, in which all citizens' benefits out of it.

Plenary discussion on
  o Development and growth
  o Equitable growth

[2] Quoted in G   No.1, P. 91..
[3] Declaration   blyReolution,41/128, 4 December 1986. Available at http://www-unchchr.ch/html/Menu3/b/74-htm

Is Development a Right? Or Privilege?

Protracted and relentless efforts have been made to accept development as right. In the this connection, it may be important to note that the international human right instruments, more importantly, the 1966 International Covenant on Economic, Social and Cultural Rights, includes a list of rights that all human beings have to enjoy with. Among the lists, we can find the rights to a standard of living adequate to lead decent life, the right to education, the right to health and etc.

> The Economic, Cultural and Social Rights (ESCR) are more of positive in a sense that the government is duty bound to formulate policies and design programmes/ projects and policies, and allocates resources for the attainment of those rights. More specifically, subsequent international undertakings has reaffirmed in concrete manner that development is a right, and the people have rights for education, health and clean water, for example.

In this regard, it may also be of importance to note that the 1995 FDRE Constitution stipulates that development is a right. Accordingly,

Article 43(1) of the Constitution, which deals with the right to development states: "The people of Ethiopia as a whole and each nation, nationality and people in Ethiopia in particular have the right to improved living standards and to sustainable development".

> **Article 15 of the FDRE Constitution states: "Every person has the right to life…"**
> The right to life is not only meant forbearance of the government from unduly encroachment upon the rights of individual persons. The scope of the right to life has broader dimension; and needs not only the negative duty of the government, but also it needs the positive actions of the government aimed at positive steps for the well-being of the society. The positive steps to be taken by the government include, for example, promoting health facilities, expand educational establishments, expanding other all social amenities, such as provision of clean water.

1.3 Constitutional Basis: The Adoption System of Accountable Governance

The availability of the system of good governance also serves as one of the legal basis for community and citizens participation in the developmental affairs of their locality and the nation as a whole. More importantly, it may be important to stress that a system of good governed is one of the manifestations of a democratic form of government.

The concept of good governance is used to describe the way in which a country is governed. In its broader scope, governance includes the government sector, as well as the business and the civil society organizations.

Among other things, good governance is epitomized by predictable, open, and enlighten policy making process, a bureaucracy imbued with a professional ethos, an extensive arm of government accountable for its own action,; and a strong civil society participation in public affairs, and behaving under the rule of law. In this connection, it may be of importance to underline that accountability, transparency and broad democratic participation are key factors in the eradication of poverty.

Characteristics of good governance and relevant FDRE Constitutional provisions

Characteristics	Importance	Relevant Provisions of the 1995 FDRE Constitution
Participation	-Good governance is participatory in a sense that providing all citizens with a voice in decision making as far as political, economic and social affairs of the country is concerned. - It encourages citizens to influence the governments to formulate better policies and undertakes sound actions. -It enables the government to better informed about the wishes of citizens -Participatory forums will enable to reach on consensus on what is a general interest by mediating different interests.	Article 43(2) "National has the right to participate in national development and, in particular, to be consulted with the respect to policies and projects affecting their community".
Transparency	Transparency mainly built on the free flow of information where the decisions, and action of the government and its officials clearly known to the people. The people should know most important policy decisions of the government and when and why they are made. Overall, transparency deals with the right to get information about the decisions and non-decisions of the government.	Article 12 (1) "The conduct of affairs of government shall be transparent.
Equality	All citizens are valued equally and shall not be discriminated on grounds of religion, ethnic identity, gender, and social status**.**	Article 25 "All persons are equal before the law and are entitled without any discrimination to equal protection of the law…"
Accountability	Public officials and civil servants have to be responsible to the people for their decisions and actions. People have the right to make sure that government officials make and implement laws according to the interest and wishes of the people.	Article 12(2) "Any public official or an elected representative is accountable for any failure in official duties".

1.4 Participatory Approach to Development

As noted earlier, the objective of development should be to serve the people. The people who are going to be served are not the object of development, but the subjects of development. The people have to decide on what they need, how to make it, when to make it, and how to mange it.

The main tenet of participatory approach[4] to development stresses that the communities have to be involved in all phases of development implementation: need identification, planning, decision making, implementation and evaluation. By so doing, participatory method helps to promote communities' sense of ownership of decisions and actions.

The purpose of participatory approach is to allow the community to express and analyze the realities of their own situation and their environment; to plan what actions to be taken to change the situation, and to monitor and evaluate the results themselves.

1.5 Plan for Accelerated and Sustained Development to End Poverty (PASDEP)

Poverty eradication is the major development objective of the Ethiopian government. To this effect, the government has formulated a Poverty Reduction Strategy (PRSP). The first phase of PRSP (i.e. Sustainable Development and Poverty Reduction Program) was carried out for the period 2002/03- 2004/5.

PASDEP is the second phase of PRSP for the five year period 2005/6-2009/10, which indicates not only the development targets in the major economic and social sectors, but also encourages and requires the participation of the community and civil society organizations in the country's poverty eradication endeavors.

The Civil Service Reform Program also aims to help the implementation of government policies and programs in a more transparent, efficient, effective and accountable manner. The new introduced system of Business Process Re-engineering (BPR) is also designed to improve the service delivery system in government institutions.

1.6 Implementation of Basic Services (PBS) Project

An agreement between the Ethiopian government donor governments and agencies was singed on the implementation of PBS project. The project emphasizes on improved governance including greater civic participation and protecting critical services such as health, education, and access to water.

The PBS Project mainly deals with the protection of basic service delivery and the promotion of social accountability. The social accountability project aims to airing the voices and the concerns of the poor regarding the quality, effectiveness, efficiency,

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[4] *Note that participatory development is an attempt to introduce a bottom-up style of development, but not an effort to replace the top down approach. For details, please refer to http://www...gdrc.org/U-gov/doc-jica_gg.html*

access etc. to basic services through the dialogue between ordinary citizens, governmental bodies and public service providers.

> The implementation of the PBS hinges on the principle of decentralization of service delivery in the sense that greater level of resources should be made available to Wereda level administration which is very close to the people who are badly in need of basic social services.
>
> **The framework of the overall PBS in Ethiopia is structured with four components:**
> Component 1: Deals with the supply of regions and Weredas with resources for health, education, water supply and agricultural extension.
> Component 2: Focuses on the funding of essential health commodities that are currently purchased.
> Component 3: Concerns with financial transparency and accountability (understand services budget).
> Component 4: Promotes social accountability through CSOs and citizens engagement in planning and budget process.

Accordingly, these components are widely in the implementation process by GOs and CSOs in Ethiopia.

1.7   Implementations of Millennium Development Goals

Millennium Development Goals
- **Eradicate extreme poverty and hunger**
- **Achieve universal primary education**
- Promote gender equality and empowerment
- **Reduce child mortality**
- **Improve maternal health**
- **Combat HIV/AIDS, Malaria and other diseases**
- Ensure environmental sustainability
- Develop a global partnership for development

In Ethiopia MDGs are integrated with development policy and planning framework. Currently, there is an improvement in the overall GDP growth rate, infrastructure development and basic services provision.

Plenary session
- **Explain the advantages of community participation in the implementation of projects/ programs?**
- **Can you mention exemplary project/program that involves the community participation in all its phases?**
- **Can you mention the experience in the implementation of PBS in your Wereda?**

MODULE 2: SOCIAL ACCOUNTABILITY

2.1 Objective

The objective of this Module is to give an introduction on the concepts and methods of social accountability monitoring. After the completion of this module, participants are expected to:

- Define what social accountability is;
- Explain who uses social accountability tools;
- Understand the different methods of social accountability and their purposes with particular emphasis on Community Score and Citizens Report Card.

2.2 What is Accountability?

Accountability can be defined as the obligation of power-holders to account for or take responsibility for their actions. Power-holders refers to those who hold political, financial or other forms of power and include officials in government, private corporations, international financial institutions and civil society organizations (CSOs). Thus, accountability is a consequence of the implicit social compact 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.

2.3 What is Social Accountability?

Social accountability is an approach to both the public, private sector and civil society organizations for improving governance process, service delivery outcomes, and

improving resource allocations decisions. Social accountability 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.

2.4 The Benefits of Social Accountability

Generally, social accountability among others improves governance; improve public policies and services; enables government to make informed decision; improves communication between service users and service providers. Of particular importance is the potential of social accountability initiatives to empower those social groups that are systematically under-represented in formal political institutions such as women, youth and poor people. Numerous social accountability tools, such as gender budgeting and participatory monitoring and evaluation, are specifically designed to address issues of inequality and to ensure that less powerful societal groups also have the ability to express and act upon their choices and to demand accountability.

2.5 Monitoring Methods

There are a number of social accountability methods[5] and tools ; the selection of which depends on the type of function to be monitored, the nature and the scope of the problem, capacities of both the demand side and the supply side, and the socio-political context, etc,. Some of the social accountability methods are as follows.
- Participatory Budgeting, Independent Budget Analysis ;
- Expenditure Tracking (i.e. Budget Expenditure Tracking Survey and Input Tracking);
- Participatory Performance Monitoring (the most common participatory performance monitoring methods are: Citizens Report Card, Social Audit, and Community Score Card);
- Citizens Juries, Public Hearings, Community Radio, Transparency Portals, Citizens Charters and Ombudsman.

2.6 Building Blocks of Social Accountability

While social accountability encompasses a broad array of diverse practices, there are several core elements or building blocks that are common to most social accountability approaches are: (i) accessing *information*, (ii) making the *voice* of citizens heard, and (iii) engaging in a process of *negotiation* for change.

- **Accessing or generating relevant *information*** and making it public are a critical aspect of social accountability. Building credible evidence that will serve to

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[5] *The selection of the method depends of a number of factors ranging from the desired purpose to the capacity of the demand side and the prevailing social and political context. For details on the various methods of social accountability read the World Bank Social Accountability Source Book , available at http://www-eds.worldbank.org/sac*

hold public officials accountable often involves obtaining and analyzing both supply-side information from government and service providers and demand-side information from users of government services, communities and citizens. The transparency of government and its capacity to produce and provide data and accounts are crucial for accessing supply-side information such as policy statements, budget commitments and accounts, records of inputs, outputs and expenditures, and audit findings. The initial focus of social accountability interventions often has been to lobby for enhanced information rights and public transparency. With regard to demand-side information, a wide variety of participatory methods and tools, such as, citizen report cards, community scorecards and participatory monitoring and evaluation techniques—have been developed to generate data while simultaneously serving to raise awareness and promote local-level mobilization and organization.

- Another key element of social accountability is **giving *voice* to the needs**, opinions and concerns of citizens – helping government to better understand citizen priorities and how to better serve citizens. Important strategies for strengthening citizen voice include creating spaces for public debate and platforms for citizen-state dialogue, building citizen confidence and rights awareness, facilitating the development of coalitions and alliances that can speak with a strong, united voice, and making strategic use of (or helping to develop) both modern and traditional forms of media. A principal challenge of social accountability initiatives is to ensure that the voices of poorer and more marginal groups are not drowned out or dominated by more powerful and vocal groups.

- *Negotiation* **processes** may be ad hoc or institutionalized. They can take the form of direct citizen-state interaction, for example, community level meetings with government officials or indirect, mediated forms of consultation and negotiation. In negotiating change, citizens groups employ a range of both informal and formal means of persuasion, pressure, reward and sanction. These include creating public pressure (e.g., public meetings). More importantly core elements that are common to most social accountability approaches include accessing information, making the voice of citizens heard, and engaging in a process of negotiation for change.

2.7 Critical Factors for Achieving Social Accountability

A successful implementation of social accountability depends on the availability of some critical factors. These are:
- Citizen-state bridging mechanisms;
- Attitudes and capacities of citizens and civil society actors;
- Attitudes and capacities of local government actors;
- An enabling environment.

Each of these groups of factors can be looked at in terms of the three key core elements of social accountability–information, voice and negotiation. While social

accountability initiatives usually focus on creating or strengthening mechanisms for enhanced accountability, it is also important to take into account actions by government, civil society, development partners or other actors that can promote social accountability by addressing factors in each of these four key areas. 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.

Discussion and Thinking

- Who can benefit from the application of social accountability tools?
- Read the definition of social accountability mentioned above; and examines the scope of its applications?
- Do you think that the definition given above is narrow? If ye, why? If not, why not?
- To whom public officials are accountable?
- Can you explain the ideas of downward and upward accountabilities? If yes, what it means?
- Who is service provider?
- What is the tool used in community score card process?
- What determines the selection of a specific social accountability method?

MODULE 3: COMMUNITY SCORE CARD PROCESSES

3.1 Objectives

This module deals with the most relevant part of the training since it deals with the practical aspects of conducting social accountability monitoring through the application community score card method . Thus, the objective of this module is to enable participants in conducting community score card through different phases. After the completion of this Module, participants will be able to:

- Identify the different phases involved in community score card process;
- Identify the steps involved in each phase;
- Understand and grasp the nitty-gritty's of   each phase and step,
- Conduct social accountability monitoring by the application of community score card method.

3.2 Definition

A Community Scorecard is one of the many social accountability monitoring methods that is a hybrid techniques of social audit and citizens report card. It is an instrument to exact social and public accountability and responsiveness from service providers by

linking service providers to the community; thus citizens are empowered to provide immediate feed back to the service providers.

From the above definition, it is possible to draw the most important ingredients of community score card. These are:

- It is one of the social accountability monitoring methods;
- It is a good system of communication between service users and service providers;
- It embodies many of the characteristics of democratic system of government, specifically good governance;
- It is about citizens empowerment to decide on their own affairs, instead of being simple spectators;
- It is based on the principle of mutual accountability.

3.3 Purpose, Goal and Strategy

Who are involved: In the process of conducting community score card process, the main actors are **service providers and service users**.

The objective of community scorecard is to improve quality, accessibility and relevance of service delivery and public works. The most notably purpose of community score card is to promote and enhance service provision.

Goal: The ultimate goal of community scorecard process is to seek improved service delivery at different levels by making service providers accountable to the people.

Strategy: The core implementation strategy to achieve the goal is using dialogue in participatory forum that engages both service users and service providers.

3.4 Basic Characteristics of Community Scorecard

The most common characteristics of community score card are as follows.

- It is conducted at micro level, and uses the community as the unit of analysis;
- Information is generated through focus group discussion;
- Enables maximum participation of the local community;
- Provide immediate feedback to service providers ;
- Emphasize joint immediate response and joint decision making;
- Plans for reforms are arrived at thorough mutual dialogue between users and service providers, and can be followed by joint monitoring.

3.5 Uses and Benefits of the Community Scorecard

Community scorecard has a number of uses both to the service providers and service users.

(a) For service users: It helps to give constructive feedback to service providers about their performance.

(b) For service providers: It enables service providers to learn directly from communities about their service and programes which are working well and which are not. Moreover, the feedback helps to make informed decision and consider policy choices with a view to providing improved service that respond to citizens' rights, needs and preference.

Benefits:

- It improves relations between service providers and service users;
- It promote accountability, transparency and responsibility of service providers to service users;
- It helps to create common understanding on the prevailing problems and solutions;
- It serves as a forum for consensus building on different interests of the community;
- It empowers service users, and create the opportunity for service users to assume community ownership of projects;
- It clarifies the roles and responsibilities of service users in service delivery;
- It encourages community participation and enhances the culture of constructive dialogue between service providers and service users.
- It can expose corrupt officials;
- It can show the service providers how to be accountable and responsible to the service users;
- It helps service providers to monitor progress and service quality together with the community;
- It can help to improve the behavior of service users which can assist in improved service delivery;
- It promotes accountability for funds and transparency process.

3.6 Challenges of Community Scorecard

The participation of the community to monitor the service delivery activities of public institutions is a new to many communities - to the traditional communities and the traditional bureaucratic governance system in particular. The introduction of social accountability monitoring mechanisms is new to the Ethiopian communities and public institutions as well.

It is obvious that nothing could be introduced in socio-cultural vacuums. The introduction of new ideas and working methods like the community score card requires new working styles and social and political acceptability. Thus, it is logical that the introduction of community score card approaches will encounter challenges. Some of the expected challenges are as follows.
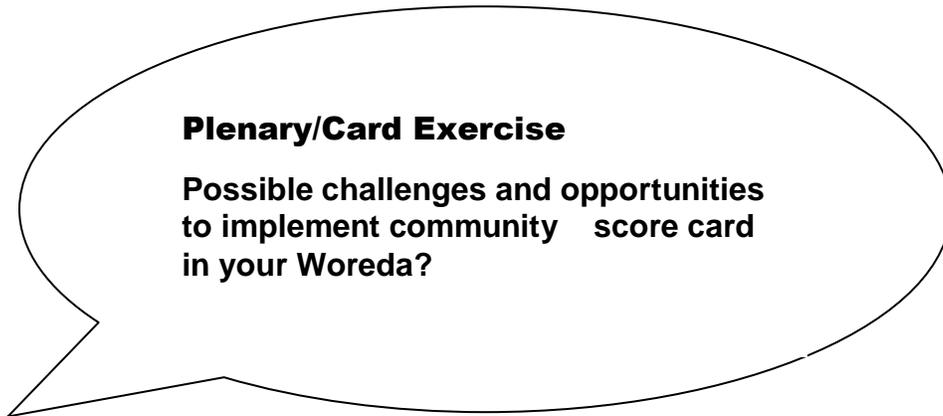
- Acceptance may require time; it may not be an easy and smooth task at the beginning;
- It may lead to conflict if not handled skillfully and well. Good facilitation skill is one of the requirements;
- Sometimes individuals can be targeted (finger pointing); rather than reasonably monitoring service delivery performance;
- It can raise expectations with the service users, if not facilitated well.

There may be a danger of creating demand that cannot be fulfilled by service providers. There is a need to balance between the demand and service providers ability to provide services.

3.7   Effective Scorecard Implementation Requirements

Effective implementation of community score card presupposes the following.

- Good knowledge of the local administrative setup;
- Good participatory facilitation skill;
- A strong sensitization activities so as to ensure maximum participation of service users, service providers and other local stakeholders;
- Well planned community score card process.

Plenary/Card Exercise

Possible challenges and opportunities to implement community   score card in your Woreda?

MODULE 4: COMMUNITY SCORECARD IMPLEMENTATION PHASES

4.1. Objective

The objective of this Module is to introduce participants with the major phases, stages and steps in conducting a community score card. At the end of this Module, participants are expected to:

- Know the major phases of Community scorecard process, and the stages and steps in each phase;
- Identify the major activities to be undertaken in each phase of the process;
- Conduct a community score card process on the basis of each phase.

The implementation of the community scorecard has to pass through various phases, and each phase has its own stages and steps.

Phases of CSC
For the purpose of simplicity, the following five phases of CSC implementation are considered.
Phase 1: Planning and Preparatory Phase
Phase 2: Developing Community Performance Score Card
Phase 3: Conducting Service Providers Self-evaluation Scorecard
Phase 4: Interface/Reform Meeting
Phase 5: Follow-up and Institutionalization

4.2. Phase 1:The Planning and Preparatory Phase

A thorough and well planned preparation is one of the determinants for successful implementation of the community score card. In most cases, it is recommended that preparatory groundwork should begin earlier to mobilizing the community gathering.

The most crucial steps of this phase are:

- Identifying and training of lead facilitators;
- Identification of scope: This includes identification of service scope (e.g. water, education, health, etc,); and identification of geographic coverage (region, district, Woreda, Kebele);
- Identification of the service aspect to be monitored;
- Preliminary stratification of Communities;
- Determining the sample size of the population to be involved FGD;
- Sensitization with a view to ensure maximum participation of service users and service providers and other stakeholders through filed visits, awareness campaign and advocacy work.;
- Developing a work plan ;
- Arranging the required materials and logistics ;
- Identify inputs: This involves identification of the facilities, physical assets, service inputs and entitlements for the chosen sector. It is used to gather the supply side information and publicize the information on the availability and/or uses of key inputs for the service.

4.3. Phase 2: Developing Community Performance Scorecard

This is the most critical phase in the implementation of the community score card process. Since it involves various social groups with different interest, different level of understanding of their rights, different perceptions and attitudes to the service providers, it needs to be handled with due care, diligence, wealth of information about the service to be monitored and the area. Under this phase, it is advisable to strictly follow the various stages and steps provided here below.

Stage 1: Steps to Organize the Community Gathering

1. Brief the community about the purpose and the methodology
2. Divide Participants into focus group discussion on the basis of, for example, gender, age group social mapping, etc.
3. Assign facilitators: Two persons per group, a leader and a note taker.

Stage 2: Steps to Develop the Input Tracking Matrix

1. Explain to the group the purpose of tracking inputs to the service
2. Conducted interviews with the service providers to obtain input information (Information on input entitlements) Tracking Matrix.
3. Provide information on input entitlements or a particular service before discussion and reaching agreements on input indicators.

Input Tracking Matrix [6]

Input	Entitlement (as specified by service mandate, national standard, etc)	Actual (Community perception, what is really happened)	Remark/ Evidence

Note on Input tracking

Inputs are resources that are allocated to a service delivery point in order to ensure efficient delivery of services in health, water supply, education, etc, sectors.

- Input tracking refers to the monitoring of the flow of physical assets & service inputs from the federal, regional, and Woredas to local levels.
- Original entitlements refer to reflections in national budgets, projects

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[6] *Project experience of Zema Setoch Lefitih Mahber, input tracking and community score card each takes eight days for 800 people, 100people per a day and 25 people per session (two session in the morning two session in the afternoon). For further, read Zema Setoch Lefitih Mahber " A Practical Guide to Implementing the Community Score Card in Ethiopiopian Urban Cities"*

document, national policies and standard norms.
- Physical assets: such as books, class furniture , drugs, etc
- Service inputs: such as staffing, nurses, doctors, etc
- Community perception refers to the communities views on the inputs and entitlements.

Group Exercise

Divide the participants on the basis of their Wereda representation and develop an input tracking matrix on water, education, and health. The exercise needs the participants knowledge on their Weredas.

Stage 3: Developing Community Score Card

1. **Generating issues**. Issues can be generated by asking questions:

   - How are things going on with service or program?
   - What programs and services are going well? What don't work well?

2. **Prioritize issues**. The group needs to agree on the most relevant ones that are most important and urgent to deal with first. The group is expected to give reasons for their choice.
   Example

Issue	Priority issues	Reason

3. **End the First Meeting**: After issues have been generated and prioritization done, it is the end of the first day meeting. Before, closing the actual business of the day, undertake the following.

   - Reconvene the plenary meeting (all the groups together);
   - Explain that you will take the information back with to the office to develop indicators for the high priority issues;
   - Agree on the next meeting when the issues (to be presented as indicators) will be scored;
   - Make it clear that the same groups with the same people need to be available for scoring exercise.

4. Developing indicators.

- Back at Office
- Facilitation teams need to meet and share the various issues generated.
- Mix the issues from different groups and come with the common issues representing the service to be monitored.
- Identify the major issues and from those develop indicators and list the issues related to each indicator.

5. Develop a Matrix for Scoring

The most important activity at this step is to develop the score card matrix for scoring from already identified indicators.

Example of Scoring Matrix

Group Name -----------Date----------Service Monitored------Woreda--------		
Indicators	Scores	Reason /suggestion
Indicator 1.		
Indicator 2:		

After the completion of preparing the indicators and matrices, go back to the community.

6. Conducting the Scorecard with the Community

The following activities are to be undertaken under this step.

- Divide participants into focus groups (i. the same group with the same people as generating issues in the first day meeting).
- Present the indicators that have been developed to each group.
- Performance scoring: Use scales for performance scoring (it can be 1-5, or 0-10, or 0-100). The group needs to agree on the scores either by vote, preferably by consensus. The scoring card could be expressed in a qualitative term i.e. very bad, bad, just ok, good, very good.
- Explanation for each score and suggestions for reform and improvement are required.

Note: After scoring the matrix has been completed, that is the end of task for the day. But, before dismissing the groups do the following.

- Reconvene the plenary (all the groups)
- Select 2 or 3 representatives from each group who were active and can represent their group views to meet on appointed days to come up with consolidated scores.
- Consider gender balancing among the representatives.
- Inform the community about the joint meeting and the date fixed.

7. Consolidating the Community Scorecard

- Back to office and develop the matrix that will record scores from all the focus groups so that the score can be consolidated (combined for each indicator).
- On the appointed date facilitators will meet the representative's form from the focus groups. The representatives share scores from each of their groups and the scores are inserted in the matrix and facilitators guide the discussion by asking questions such as, looking the different scores, what is the real picture? Which scores can represent all the scores and the real situation? The purpose is to com-up with representative scores either by taking the average, or preferably by consensus.

Example: Matrix for Consolidated Scores

Indicators	Focus group scores			Consolidated Scores
	Group "A" Score	Group "B" score	Group "C" scores	
Indicator 1	X	y	Z	s
Indicator 2	a	a	c	a

Group work:

Form a group of three: water, health and education group to develop a community score card. The group is advised to strictly follow each stage and step mentioned above, and come-up a table for each stage.
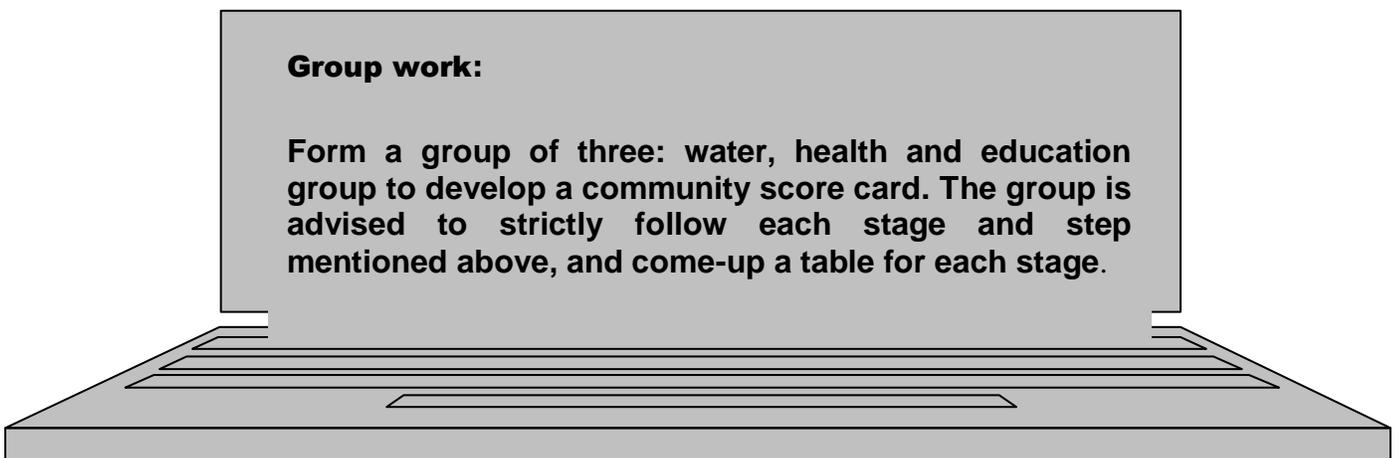
Phase 3: Conducting Service Providers Self-evaluation Scorecard

This phase of the process involves service providers to evaluate the performance of their serves. The process is more or less the same with the community score card, but not exactly identical. Under this process, there may not be need for group formation since the size is very small and come from the same institution. But, where the participants are many, there may be a need to form groups, and consolidating the group scores.

Remember that the process is almost the same as developing the users score card process, but it may not be exactly identical. The steps may be short since there may not be a need for group formation and score consolidation if the service providers are organized in one group, and the lead facilitator thinks that developing the indicators and scoring the indicators can be done on the first day. Thus, try to look at the steps in accordance with the context. You can follow the same procedure as you have done for the users or you can make it short.

But for the purpose of clarity we introduce all the steps as it has been done for the users performance scoring.

Follow the following steps under this phase.

Stage 1: Organizing the service providers

- Chose facilitators who play a role to lead the score card exercise (a leader, who is respected and trusted by the group, and note taker).
- Explain the purpose and benefits of the exercise to the group. Advise the group to look at the systems, structures, policies, and processes, but not individuals and people.
- Let the facilitator explain to the group about community scorecard process.

Stage 2: Developing Service Providers Score Card

1. **Prioritize:** give sequence for issues generated by the community.
2. **Use the similar indicators but different scoring**
3. **Develop a matrix for scoring:** refer example of the scoring matrix developed for service users.
4. **Conducting Service Providers Self-evaluation Scorecard: r**efer to the process mentioned for service users scoring.
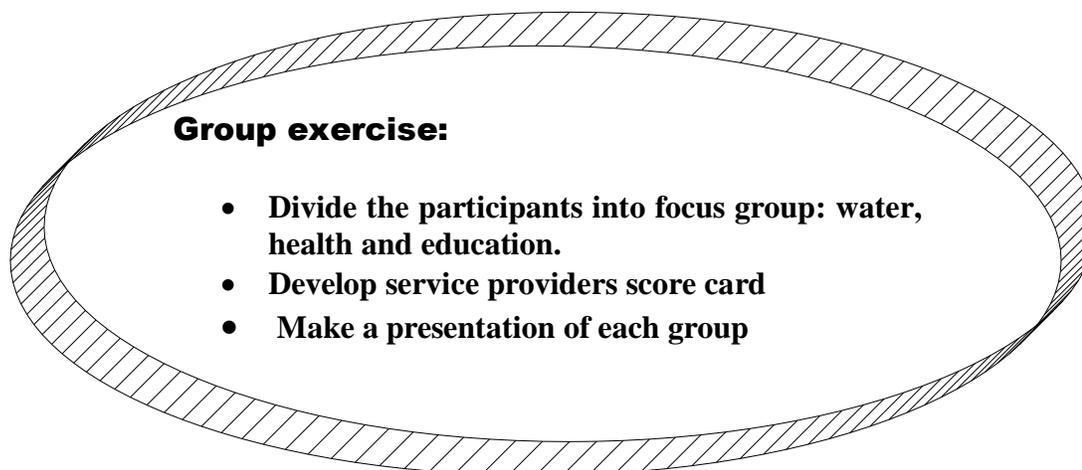
   Under this stage, undertake the followings

   - Agree on the scoring method (i.e remember that it is usually advisable to use similar scoring method to that used by the community).

- Start with each indicator by asking the service providers group to give it a score using the identified method (i.e. the group has to agree on the score before writing on the matrix).

Scoring Matrix

Indicator	Score	Reason /suggestion
Indicator 1:----------		
Indicator 2:----------		
Indicator 3:---------		

5. **Consolidating the Service Providers Scorecard:** follow the same process as the service users, if you have more than one group.

Group exercise:

- **Divide the participants into focus group: water, health and education.**
- **Develop service providers score card**
- **Make a presentation of each group**

Phase 4: Interface/Reform Meeting

This is the joint meeting between service providers and service users to engage in a constructive dialogue on a particular service delivery. At the meeting, there is a needed to show the score cards resulted from each other side. The meeting is expected to come-up with a concrete reform, action plans and commitment for follow-up the realization of the agreed upon plans.

 At this phase of the process, all necessary efforts should be made to get the attendance of important persons such as key decision makers, people representatives, donor representatives, etc.

1. Conducting the Joint Interface Meeting

- Make sure that the joint meeting is lead by a skillful facilitator with good negation skill and experience;
- Explain the purpose,
- Explain the methodology (participatory dialogue between service users and service providers);
- The representative of the community present the consolidated scores (i.e. along with recommendations for low scores how to improve it; and how to maintain for high scores);
- The representative of the service providers group presents the scores of the group (i.e. along with recommendations and suggestions including the suggestions from the service users representative);
- Open a participatory dialogue/ discussion and questions;
- Out of the discussion identify the most pressing and critical issues;
- Prioritize the issues considered burning issues into action for change.

2. Develop the Joint Action Plan

- Jointly prioritize the issues;
- Put them in order of priority on a flipchart with the participants suggestion for improvement;
- Make sure that the suggestions for improvement are realistic and achievable (i.e. use possibility and time frame criteria).
- Group similar priorities together and agree on the overall them (name/heading);
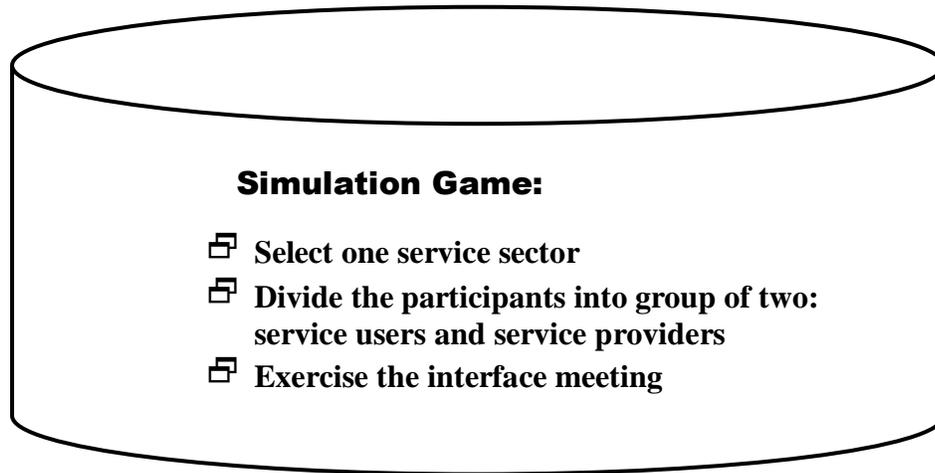- Discuss each priority "theme" and put it in matrix.

Planning Matrix (Put in the flipchart for all to see it)

Priority Theme	Action (needed to address the issue)	Who lead the action	With whom (name & institution)	By when should it be done (realistic)	Note

Phase 5: Follow-Up and Institutionalization

The main concern of this phase is that score card process shouldn't stop after generating a first round score card and a joint action plan. Repeated cycles of the scorecard are needed to institutionalize the practice - the information collected needs to be used on a sustained basis.

This phase mainly deals with information dissemination and the implementation of the joint action plans and checking improvement of service delivery through exercising repeated cycles of score card. Under this phase, it is important to disseminate the information through available means; to introduce regular monitoring systems, generate performance bench marks; propose performance based resource allocation, etc.

Simulation Game:

- Select one service sector
- Divide the participants into group of two: service users and service providers
- Exercise the interface meeting

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