

Training manual on Community Score Card (CSC) and Citizen Report Card (CRC)



*When you give
to older people*

they give back

HelpAge International helps older people claim their rights, challenge discrimination and overcome poverty, so that they can lead dignified, secure, active and healthy lives.

Acknowledgements

Training of trainers was provided for 11 woredas: Mullo, Dandi, Ejere, Girja, Dugda, Legehida, Sawena, Ephrata Gidim, Malie, Zeway Dugda, and Welmera, but actual pilots for community score cards were done in eight woredas (Mullo, Dandi, Ejere, Girja, Legehida, Sawena, Ephrata Gidim, Malie); while citizens report card was piloted in Dugda only.

Partner organisations of HelpAge International in Ethiopia



Women Support Association

HUNDEE

Oromo Grassroots Initiative



Action for Development



Rift Valley Children and Women Development

Training Manual on Community Score Card (CSC) and Citizen Report Card (CRC)

Published by HelpAge International in Ethiopia

Copyright © 2009 HelpAge International

Registered charity no. 288180

Written by YEM Consultant Institute

Front cover photo: Buke Arero Share

Photos © HelpAge International

Any parts of this publication may be reproduced without permission for non-profit and educational purposes unless indicated otherwise. Please clearly credit HelpAge International and send us a copy of the reprinted sections.

Contents

Introduction	5
Part One Community Score Card (CSC)	
Module 1: The Basis for community participation	6
1.1 Objective	6
1.2 The Rights-Based Approach (RBA) to development	6
1.3 Constitutional basis: the adoption of a system of accountable governance	9
1.4 Participatory approach to development	9
1.5 Plan for Accelerated and Sustained Development to End Poverty (PASDEP)	10
1.6 Implementation of Basic Services (PBS) project	11
1.7 Implementation of the Millennium Development Goals (MDGs)	11
Module 2: Social accountability	13
2.1 Objective	13
2.2 What is accountability?	13
2.3 What is social accountability	13
2.4 The benefits of social accountability	13
2.5 Monitoring methods	14
2.6 Building blocks of social accountability	14
2.7 Critical factors for achieving social accountability	15
Module 3: Community Score Card processes	16
3.1 Objective	16
3.2 Definition	16
3.3 Purpose, goal and strategy	16
3.4 Basic characteristics of the Community Score Card	16
3.5 Uses and benefits of the Community Score Card	17
3.6 Challenges of the Community Score Card	17
3.7 Effective score card implementation requirements	18
Module 4: Community Score Card implementation phases	19
4.1 Objective	19
4.2 Phase 1: The planning and preparatory phase	19
4.3 Phase 2: Developing the community performance score card	20
4.4 Phase 3: Conducting service provider's self-evaluation score card	23
4.5 Phase 4: Interface/reform meeting	25
4.6 Phase 5: Follow-up and institutionalisation	25
References	26
Part Two Citizen Report Card	
Module 1: Introduction and concept of the Citizen Report Card	27
1.1 Objective	27

1.2 What is CRC training?	27
1.3 Preparation for success	27
1.4 What issues will a CRC address?	28
1.5 CRC Concept	28
1.6 Purpose and use of the CRC	29
1.7 Components of the CRC process	30
1.8 CRC steps	30
1.9 CRC scrutiny	31
 Module 2: Planning and survey instruments for CRC	 35
2.1 Objective	35
2.2 Planning for CRC	35
2.3 Survey instrument design	37
2.4 Pre-survey preparation	38
 Module 3: Conducting the survey, dissemination and advocacy	 41
3.1 Objective	41
3.2 Final checks before the actual CRC survey	41
3.3 Execute sampling and commence survey	42
3.4 Data entry, analysis and write-up	43
3.5 Dissemination of findings	44
3.6 Advocacy for improving services	45
References	45
 Annex 1 CRC Focus Group Discussion Guidelines	 46
Annex 2 CRC Sample Questionnaire (PANE)	47

Introduction

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

The Community Score Card process is a community-based monitoring tool that is a hybrid of the techniques of social audit and the Citizen Report Cards. Like the Citizen Report Card, the CSC process is an instrument to exact social and public accountability and responsiveness from service providers. The CSC process uses the “community” as its unit of analysis, and is focused on monitoring at the local/grassroots levels.

The Citizen Report Card (CRC) provides feedback from the user of the service through a household sample survey. Focus group discussion (FDG) can help to refine the CRC questionnaire and gain some qualitative information. CRC can serve as an instrument to improve macro-level sectoral policies and strategies. CRC in general captures citizens’ feedback in simple terms by measuring their satisfaction or dissatisfaction.

The Community Score Card (Part 2) and Citizen Report Card (Part 3) manuals are prepared to guide the civil society organisation (CSO) partnered with HelpAge International to improve social accountability through monitoring and evaluation of service delivery mechanisms. Furthermore, this manual builds the capacity of local government, CSOs and CSO staff at woreda and community level.

General and specific objectives of the manual

The general objective is to contribute to the country's development effort and to raise the quality of service delivery by improving the engagement of stakeholders at grassroots level.

The first objective is to train and enable woreda sectoral office staff, CSO representatives and stakeholders' staff to carry out CSC and CRC monitoring mechanisms to measure the citizen’s satisfaction and dissatisfaction on education, health and water supply services to improve the quality of services delivery in the future.

Type, tools, target and scope of the service to be monitored

Selecting the sector It is important first and foremost to select sectors where the community has experienced problems in service provision. In this project, water supply, education and health are the selected services to be monitored.

Tools of monitoring In this project the Community Score Card (CSC) and Citizen Report Card (CRC) are the selected tools. The unit of analysis in CRC is the household (using questionnaire) but in CSC the unit of analysis is the community (using focus group discussion). The target population is expected to be marginalised and disadvantaged social groups in the community.

Scope of service monitoring In this project the monitoring is planned to be held in eight woredas of Oromia, SNNPR and Amhara Regions. As stated on the project document the CSC measures the quality, efficiency and participation and the CRC measures the quality and the availability of the services.

YEM Consultant Institute

Good Luck!

PART ONE Community Score Card (CSC)

Module 1: The basis for community participation

1.1 Objective

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 for their actions. Completion of this module, will enable participants to:

- Explain the fundamental objectives of development
- Understand the link between development and human rights
- Explain the concepts of poverty and development
- Identify the characteristics of good governance
- Identify the relevant provisions from the 1995 FDRE Constitution, which serve as the departure point for community participation
- Make government authorities accountable to the people
- Understand the link between the PRSP, MDGs and PBS.

1.2 The Rights-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 could not be a panacea for the deeply-rooted and protracted abject poverty and destitution of the poor in the developing countries. In the period before 1990 – during the cold war era – the perceptions of development were masked by ideological and political interests rather than reflecting the true needs and objective situation 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 facilitated the emergence of a new development approach, which is fundamentally different from its predecessors. The new “Rights-Based Approach” (RBA) to development emphasises the indivisibility of human rights and development, and has brought about a paradigm shift in the conceptualisation of development, as well as in the understanding of poverty. More importantly, the approach emphasises the need to link development with human rights and empowering the people to participate in development agendas related to their own lives.

The core idea underlying the adoption of a human rights-based approach brings a fundamental shift not only in the conceptualisation of development and poverty, but in programming and operationalising activities. The adoption of RBA requires changes in policies, programmes, attitudes, social and organisational structures.

The 1995 FDRE Constitution also makes it clear that the objective of development is people-centred. Article 43(4) of the Constitution states that “the basic aim of development activities shall be to enhance the capacity of citizens for development and to meet their basic needs”.

Notes

- A Rights-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 a framework for the development process.
- The goal of RBA is the realisation 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 principles of empowerment, participation, accountability, transparency and non-discrimination.

What is poverty?

In broader terms poverty can be defined as a human situation expressed in terms of lack of access to development benefits; lack of opportunities; lack of income; and powerlessness – the inability to decide one’s own destiny.

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

From a human rights perspective, poverty is not explained only in terms of material deprivation and lack of income, but also in terms of human right protection and good governance. The centrepiece of the rights-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, Professor Amartya Sen, the 1999 Nobel Prize Winner in Economics, equates development with human rights and freedoms as follows

Development can be 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 personal income, or with industrial output, or with technological advances, or social modernisations... Development requires the removal of major sources of freedom: 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 rights-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:

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

² Quoted in *George Washington International Law Review* (2000) Vol 33:1, p. 91

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 development and in the fair distribution of benefits resulting therefrom.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 centred.
- 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

- Development
- Equitable growth

Is development a right or a privilege?

Protracted and relentless efforts have been made to gain acceptance of development as a right. The most importance of the international human right instruments, the 1966 International Covenant on Economic, Social and Cultural Rights (ESCR) includes a list of rights that all human beings should enjoy. Among these is the right to a standard of living adequate to lead a decent life, the right to education, and the right to health.

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

³ Declaration on the Right to Development, adopted by UN General Assembly Resolution 41/128, 4 December 1986. Available at <http://www-unhcr.ch/html/Menu3/b/74-htm>

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), 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 not only means forbearance of the government from undue encroachment upon the rights of individual persons. The scope of the right to life has a broader dimension. It requires not only the negative duty of the government, but also positive actions by the government aimed to secure the well-being of the society. The positive steps to be taken by the government include, for example, promoting health facilities, expanding educational establishments, and expanding other all social amenities, such as provision of clean water.

1.3 Constitutional basis: the adoption of a system of accountable governance

A system of good governance also serves as one of the legal bases for community and citizens' participation in the developmental affairs of their locality and the nation as a whole. More importantly, good governance is one of the manifestations of a democratic state.

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

Among other things, good governance is epitomised by predictable, open, and enlightened policy-making processes; a bureaucracy imbued with a professional ethos; government accountability for its own actions; strong civil society participation in public affairs; and conformity with the rule of law. Accountability, transparency and broad democratic participation are key factors in the eradication of poverty.

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 manage it.

The main tenet of participatory approach⁴ 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.

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

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.

Characteristics of good governance and relevant FDRE Constitutional provisions

Characteristics	Importance	Relevant Provisions of the 1995 FDRE Constitution
Participation	<p>--Good governance is participatory in the sense of providing all citizens with a voice in decision making as far as the political, economic and social affairs of the country are concerned.</p> <p>--It encourages citizens to influence government to formulate better policies and undertake sound actions.</p> <p>--It enables the government to be better informed about the wishes of citizens</p> <p>--Participatory forums will enable a consensus to be reached on what is the general interest by mediating different interests.</p>	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 is built on the free flow of information where the decisions and actions of the government and its officials are clearly known to the people. The people should be aware of the most important policy decisions of the government and when and why they are made. Overall, transparency deals with the right to obtain 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 ensure 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."

1.5 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 Paper (PRSP). The first phase of the PRSP (i.e. the Sustainable Development and Poverty Reduction Programme) was carried out for the period 2002/03- 2004/5.

PASDEP is the second phase of the 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 organisations in the country's poverty eradication endeavours.

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

1.6 Implementation of the Basic Services (PBS) project

An agreement between the Ethiopian government donor governments and agencies was signed on the implementation of PBS project through the Multi-Donors Trust Fund. The project emphasises improved governance, including greater civic participation and protection of 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, as one of the four components of the PBS, aims to air the voices and consider the concerns of the poor regarding the quality, effectiveness, efficiency and access to basic services through dialogue between ordinary citizens, governmental bodies and public service providers.

The implementation of the PBS hinges on the principle of decentralisation of service delivery, in the sense that more resources should be made available to district- and woreda-level administrations. These are very close to the people who are badly in need of basic social services.

The framework of the overall PBS in Ethiopia has four components

- Component 1** deals with the supply of regions and woredas 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 financial transparency and accountability (understanding the services budget)
- Component 4** promotes social accountability through CSOs and citizens' engagement in planning and budget process.

The implementation of the four components of the PBS project requires the involvement of both government organizations and CSOs in Ethiopia.

1.7 Implementation of the Millennium Development Goals (MDGs)

Millennium Development Goals

1. Eradicate extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empowerment
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, Malaria and other diseases

7. Ensure environmental sustainability
8. 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 woreda?
- Have you realized the link between PASDEP, MDG & PBS? How are CSOs programs/projects are aligned with these frameworks?

Module 2: Social Accountability

1.2 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 the Community Score Card (CSC) and the Citizen Report Card (CRC).

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 includes officials in government, private corporations, international financial institutions and civil society organisations (CSOs). This 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 and private sectors and civil society organisations for improving the governance process, service delivery outcomes and 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 can improve governance, public policies and services; enable government to make informed decisions; and improve 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 methods⁵ and tools, the selection of which depends on the type of function to be monitored; the nature and the scope of the problem; the capacities of both the demand side and the supply side, and the socio-political context.

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 ombudsmen.

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 critical aspects of social accountability. Building credible evidence that will serve to hold public officials accountable often involves obtaining and analysing 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 Score Cards, and participatory monitoring and evaluation techniques – have been developed to generate data while simultaneously serving to raise awareness and promote local-level mobilisation and organisation.
- 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.

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>

- **Negotiation processes** may be ad hoc or institutionalised. 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 examine the scope of its applications.
- Do you think that the definition given above is narrow? If yes, why? If not, why not?
- To whom public officials are accountable?
- Can you explain the ideas of downward and upward accountabilities? If yes, what does it mean?
- Who is a service provider?
- What is the tool used in the Community Score Card process?
- What determines the selection of a specific social accountability method?

Module 3: Community Score Card processes

3.1 Objective

This module deals with the most relevant part of the training which focuses on the practical aspects of conducting social accountability monitoring through the application the Community Score Card method. The objective of this module is to enable participants to conduct the Community Score Card process through its different phases. After completing of this module, participants will be able to

- identify the different phases involved in the Community Score Card process
- identify the steps involved in each phase
- understand and grasp the details of each phase and step
- conduct social accountability monitoring by applying the Community Score Card method.

3.2 Definition

The Community Score Card is one of many social accountability monitoring methods and is a hybrid technique combining social audit and the Citizen Report Card. It is an instrument to extract social and public accountability and responsiveness from service providers by linking them to the community; thus citizens are empowered to provide immediate feedback to the service providers.

The most important advantages of the Community Score Card are:

- It is part and parcel of 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 empowers citizens 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 is involved In the process of conducting the Community Score Card process, the main actors are service providers and service users.

Objective The objective of the Community Score Card is to improve quality, accessibility and relevance of service delivery and public works. The most notable purpose of the Community Score Card is to promote and enhance service provision.

Goal The ultimate goal of the Community Score Card process is to influence the quality, efficiency and accountability with which services are provided at different levels.

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

3.4 Basic characteristics of the Community Score Card

The most common characteristics of the 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.
- It enables maximum participation of the local community.
- It provides immediate feedback to service providers.
- It emphasises joint immediate response and joint decision making.
- Plans for reform are arrived at thorough mutual dialogue between users and service providers, and can be followed up by joint monitoring.

3.5 Uses and benefits of the Community Score Card

The Community Score Card has a number of uses, both for the service providers and service users.

For service users it helps to give constructive feedback to service providers about their performance.

For service providers it enables the providers to learn directly from communities about which of their services and programmes are working well and which are not. Moreover, the feedback helps them to make informed decisions and consider policy choices with a view to providing an improved service that responds to the citizens' rights, needs and preferences.

Benefits

- It improves relations between service providers and service users.
- It promotes accountability, transparency and responsibility of service providers to service users.
- It helps to create common understanding of the prevailing problems and possible solutions.
- It serves as a forum for consensus building on different interests within the community.
- It empowers service users, and creates 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 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 behaviour of service users which can assist in improved service delivery.
- It promotes accountability and transparency in the use of funds.

3.6 Challenges of the Community Score Card

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

It is obvious that these mechanisms cannot be introduced in a socio-cultural vacuum. The introduction of new ideas and working methods, such as 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 or smooth task at the beginning.
- Good facilitation skills are one requirement; the CSC may lead to conflict if not handled skillfully and well.
- It can result in individuals being targeted (finger pointing) rather than reasonable monitoring of service delivery performance.

- The CSC can raise unrealistic expectations with the service users, if not well facilitated.

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

3.7 Effective score card implementation requirements

Effective implementation of the Community Score Card presupposes the following

- Good knowledge of the local administrative setup
- Good participatory facilitation skills
- A strong sensitisation 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 the Community Score Card in your woreda?

Module 4: Community Score Card implementation phases

4.1 Objective

The objective of this module is to introduce participants to the major phases, stages and steps in conducting a Community Score Card (CSC). At the end of this module, participants are expected to

- Know the major phases of the CSC process, and the stages and steps in each phase
- Identify the major activities to be undertaken in each phase of the process
- Conduct a CSC process on the basis of each phase.

The implementation of the CSC 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 the Community Performance Score Card

Phase 3: Conducting Service Provider's Self-evaluation Score Card

Phase 4: Interface/reform meeting

Phase 5: Follow-up and institutionalisation

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 CSC. In most cases, it is recommended that preparatory groundwork should begin earlier to mobilise the community gathering.

The most crucial steps of this phase are:

- identification and training of lead facilitators
- identification of the scope, including 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
- sensitisation with a view to ensure maximum participation of service users and service providers and other stakeholders through field visits, awareness campaign and advocacy work
- development of a work plan
- arranging the required materials and logistics
- identifying inputs, including the facilities, physical assets, service inputs and entitlements for the chosen sector. It is used to gather the supply-side information and publicise the information on the availability and/or uses of key inputs for the service.

4.3 Phase 2: Developing the community performance score card

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

Stage 1: Steps to organise the community gathering

- Brief the community about the purpose and the methodology.
- Divide participants into focus group discussions on the basis of, for example, gender, age group, and social mapping.
- Assign facilitators: two persons per group, a leader and a note taker.

Stage 2: Steps to develop the Input Tracking Matrix

- Explain to the group the purpose of tracking inputs to the service.
- Conduct interviews with the service providers to obtain input information (information on input entitlements) for the Tracking Matrix.
- Provide information on input entitlements or a particular service before discussing and reaching agreement 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 and other 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 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.

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 Ethiopian Urban Cities"

Group Exercise

Divide the participants on the basis of their woreda representation and develop an input tracking matrix on water, education, and health. The exercise needs to make use of the participants' knowledge of their woredas.

Stage 3: Developing the Community Score Card

- **Generate 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?
- **Prioritise issues** The group needs to agree on the most relevant and important issues that are urgent to deal with first. The group is expected to give reasons for their choice.

Example

Issue	Priority issues	Reason

Ending the first meeting

After issues have been generated and prioritisation completed, it is the end of the first day's 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.

Developing indicators

- Back at the 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.

Developing a matrix for scoring

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

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.

Conducting the Score Card with the community

The following activities are to be undertaken under this step

- Divide the participants into focus groups (i.e. the same group with the same people as when generating issues in the first day's 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, fair, good, very good.
- Explanations 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 two or three representatives from each group who were active and can represent their group's 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.

Consolidating the Community Score Card

- 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 of 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 three groups: water, health and education groups 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.

4.4 Phase 3: Conducting service provider's self-evaluation score card

This phase of the process involves service providers evaluating the performance of their services. The process is more or less the same as with the CSC, but not exactly identical. Under this process, there may not be need for group formation since the numbers are very small and come from the same institution. But, where the participants are many, there may be a need to form groups, and consolidate the group scores.

As the process is almost the same as developing the user's score card process, the steps may be shorter since there may not be a need for group formation and score consolidation if the service providers are organised 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 has been done for the user's performance scoring.

Follow this sequence of steps under this phase.

Stage 1: Organising 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 the CRC process.

Stage 2: Developing the Service Providers Score Card

- Prioritise by giving a sequence for issues generated by the community.
- Use the similar indicators but different scoring
- Develop a matrix for scoring: refer to the example of the scoring matrix developed for service users.
- Conducting Service Providers Self-evaluation Score Card: refer to the process mentioned for service users scoring.

At this stage, undertake the following

- Agree on the scoring method (i.e. remember that it is usually advisable to use a 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:-----		

To consolidate the Service Providers Score Card follow the same process as for the service users, if you have more than one group.

Group exercise

- Divide the participants into focus groups: water, health and education.
- Develop Service Providers Score Card
- Make a presentation of each group

4.5 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 need to show the score cards resulting from each side. The meeting is expected to come up with concrete reforms, action plans and commitment to follow-up the realisation of the agreed 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's representatives, and donor representatives.

Conducting the joint interface meeting

- Make sure that the joint meeting is led by a skillful facilitator with good negotiation skills and experience.
- Explain the purpose of the meeting.
- Explain the methodology (participatory dialogue between service users and service providers).
- The representative of the community presents the consolidated scores (i.e. along with recommendations on how to improve low scores and how to maintain high scores).
- The representative of the service provider's 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.
- Prioritise the issues considered burning issues into action for change.

Developing the Joint Action Plan

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

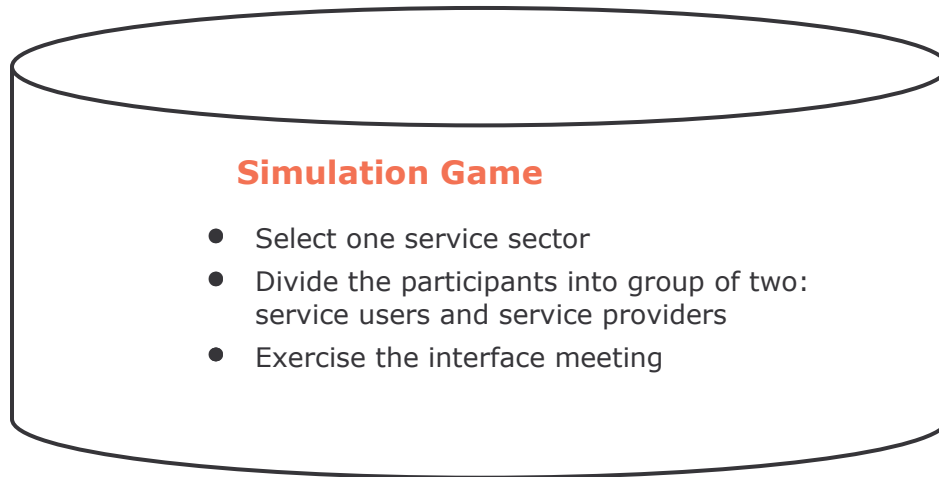
Planning Matrix (Put in the flipchart so that all can see it)

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

4.6 Phase 5: Follow-up and institutionalisation

The main concern of this phase is that the score card process should not stop after generating a first round score card and a joint action plan. Repeated cycles of the score card are needed to institutionalise 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 the score card. Under this phase, it is important to disseminate the information through all available means; to introduce regular monitoring systems, generate performance bench marks; and propose performance-based resource allocation.



References

WaterAid Ghana, The Community Score Card Approach. Briefing Paper No. 4, 2004

Ministry of Finance and Economic Development (MoFED), "Ethiopia Build and Progress. A Plan for Accelerated Sustained Development to End Poverty (PASDEP), 2005/06-2009/10", September 2006

Morris, H V "The role of International Finance Institutions in Promoting Human Rights" in *Globalisation and Human Rights Law* George Washington University Vol. 33 No. 1, 2000

Overseas Development Institute, The Rights-based Approach to Development
<http://www.odi.org.uk>

UNDP, Poverty Eradication and Human Right 2003, www.undp.org

Zema Setoch Lefitih Mahber, "A Practical Guide to Implementing the Community Score Card in Ethiopia", 2008

The Constitution of the Federal Democratic Republic of Ethiopia

The Community Score Card process,
http://info.worldbank.org/etools/docs/library/94570/Tanz_1103/Ta_1103/the_community_Scorecard,_Nov._03_PDF
Participatory approaches: <http://www.sanicon.net/htles/toicintro.php3>

Japan Distance Corporation Agency (JICA) "Participatory Development and Good Governance" http://www.gdrc.org/u-9000/doc-jicd_99.html

Part Two Citizen Report Card (CRC)

Module 1: Introduction and concept of the Citizen Report Card

1.1 Objective

This module will enable citizens and organisations to carry out a Citizen Report Card (CRC). The CRC tool helps to collect data and provide feedback on public services to facilitate improvements in service delivery. It is also used to build capacity of local government and community-based organisations as well as CSO staff who provide training on CRC.

Up on completion of this module you will be able to:-

- assess whether the methodology is relevant to your locality/district/town
- define the scope of your CRC
- design a survey instrument
- collect feedback from users of services
- generate the survey findings and distribute the findings
- advocate for improvements in service delivery
- understand the concept and uses of a CRC
- identify the various scenarios to use a CRC
- classify the key stages in the CRC process.

At the end of each module there are questions that test your understanding of the content and your understanding of the approach. The first set of questions directly tests your understanding of the concepts and terms introduced in the module. The second type of questions tests your ability to apply practically what you have learned in the module.

1.2 What is CRC training?

Training citizens on the Citizen Report Card is to enable the engagement of poor and marginalised groups in monitoring mechanisms to measure delivery of basic services. More specifically, it is meant to build their capacity on how to monitor by using CRC tool on the quality and reliability of services, problems encountered by users of services, and responsiveness of service providers in addressing these problems.

Therefore, this training on CRC should be given to the target groups in a formalised way: how to plan the survey, survey instrument design, pre-survey preparation, carrying out survey, CRC survey analysis and dissemination of the outcome assumed to be relevant to the topic, and theoretical as well as the practical aspects of monitoring and measuring the service delivery.

1.3 Preparation for success

Practically, the success of training on CRC depends on different factors including attitudes, priorities, expectation, background and condition of the participants, the approach of the trainer, and the training environment. Therefore, before commencing the training, it is wise to convince the local government, community or the direct trainee that the training is part of overall strategy which leads to desired change to improve the quality of service delivery, particularly through empowering the community-based organisation, local government and NGO staff. In addition, internal situation of the trainer and organisation as well as the external environment/factors that could hamper the designed programme should be properly assessed and corrective measures should be taken in advance.

1.4 What issues will a CRC address?

The CRC addresses critical themes in the delivery of public services, such as access to services, quality and reliability of services, problems encountered by users of services and responsiveness of service providers in addressing these problems. It can also address transparency in service provisions like disclosure of service quality standards, norms, and costs incurred in using a service including hidden costs such as bribes. The CRC also provides a summative satisfaction score that captures the totality of critical service-related parameters. The CRC methodology involves collecting and using feedback on public services to help make improvements in service delivery. The different interrelated topics in this module focus on the conceptual, technical, management, and implementation aspects of the CRC process.

1.5 CRC Concept

The Citizen Report Card (CRC) is a simple but powerful tool to provide public agencies with systematic feedback from users of public services. CRCs elicit feedback through sample surveys on aspects of service quality that users know best, and enable public agencies to identify strengths and weaknesses in their work.

In the context of poverty reduction programmes, CRCs provide an empirical “bottom-up” assessment of the reach and benefit of pro-poor services. It serves to identify the key constraints that citizens (especially the poor and the underserved) face in accessing public services, and benchmark the quality and adequacy of these services as well as the effectiveness of staff providing services. These insights help generate recommendations on sector policies, programme strategy and management of service delivery to address these constraints and improve service delivery.

CRCs entail a random sample survey of the users of different public services (utilities), and the aggregation of the users’ experiences as a basis for rating the services. CRCs also help to convert individual problems facing the various programmes into common sectoral issues. It facilitates prioritisation of reforms and corrective actions by drawing attention to the worst problems highlighted. CRCs also facilitate cross-fertilisation of ideas and approaches by identifying good practice.

CRCs provide a benchmark on the quality of public services as experienced by the users of these services. Hence, they go beyond the specific problems that individual citizens may face, and place each issue in the perspective of other elements of service design and delivery, as well as a comparison with other services, so that a strategic set of actions can be initiated. CRCs capture citizens’ feedback in simple and unambiguous terms by indicating their level of satisfaction or dissatisfaction.

The CRC is a simple, powerful and credible tool to provide systematic feedback to service receivers. It elicit/extract information about users’ awareness of, access to, use of, and satisfaction with public services. In the context of poverty reduction programmes, it often complements expert analyses and conventional poverty monitoring indices with a “bottom-up” assessment of pro-poor services.

The Citizen Report Card is an instrument/tool to

- collect citizen feedback on public services from actual users of a service. The opinion is not from the general public but rather from its representatives by using statistical sampling method
- assess the performance of individual service providers and/or compare performance across service providers
- generate a database of feedback on services that is placed in the public domain
- provide a starting point for reflection and corrective action.

1.6 Purpose and use of the CRC

There are three different roles that CRCs can play in the context of improving public services.

- First, when the government's monitoring is weak or incomplete, it can compensate for this gap by tracking service delivery from a user perspective. When a report card is repeated after a year or two, both the government and citizens can see whether things are improving or not. In this case, it plays to set the benchmarking for basic services. Both governments and citizens may take action depending on the results of the benchmarking exercise.
- The second role it can perform is to create a "glare effect". By publicising the results of a report card, service providers can be put under a "public scanner" that makes their performance widely known to one and all. It can bring shame to the service provider if its ratings are bad. It can also motivate service providers to perform better because of the sting of adverse publicity through inter-agency comparison of ratings. Needless to say, this will work only in settings where there is freedom of the press and a relatively open society.
- Third, report cards can motivate organised civic groups and institutions to be proactive in demanding greater accountability from the service providers. They may, for example, engage in dialogue with the agencies on ways to improve services. They may propose reform options and seek to create greater public awareness about the necessary remedies.

The CRC can also be used:

As diagnostics Creates an effective diagnostic tool for service providers and encourage them to introduce citizen-friendly practices, The CRC can provide citizens and governments with qualitative and quantitative information about prevailing standards and gaps in service delivery. It also measures the level of public awareness about citizens' rights and responsibilities. Thus, the CRC

- is a powerful tool when the monitoring of services is weak
- provides a comparative picture about the quality of services
- compares feedback across locations/demographic groups to identify segments where service provision is significantly weak
- generates benchmarks for tracking reforms
- reveals satisfaction with quality of service, satisfaction with behavior of staff, extent of corruption, problem resolving capabilities of the agency.

As an accountability tool The CRC reveals areas where the institutions responsible for service provision have not achieved mandated or expected service standards.

- Findings can be used to identify and demand specific improvements in services.
- Officials can be stimulated to work towards addressing specific issues.

- It provides credible user feedback on public services.
- It creates opportunities for partnerships and opens up space for dialogues and discussions.

As a benchmarking tool The CRC, if conducted periodically, can track changes in service quality over time.

- Comparison of findings across CRCs will reveal improvements or worsening in service delivery.
- Quantifies, classifies & ranks services/agencies across qualitative & quantitative issues.
- Conduct CRCs before and after introducing a new program/policy to measure the impact,=.

To reveal hidden costs Citizens feedback can expose extra cost beyond mandated fees while using public services. The CRC, thus, conveys information regarding the proportion of the population who pay bribes (either demanded or freely given)

1.7 Components of the CRC process

Some information strategies look directly at public service outputs (quality and quantity of services provided by government and other actors) rather than inputs (prices paid, budgets committed and disbursed). Citizens are asked to rate service access and quality and to report on concerns about public services, general grievances, and corruption.

A CRC is a tool to collect feedback from the users (and potential users) of public services and disseminate this information back to the citizens/users so they have reliable information about how their neighborhood/community at large views the quality and efficacy of service delivery, and so they can compare service delivery in their neighborhood vis-à-vis other neighborhoods in their locality, or in the country at large. The basic idea is that reliable and representative information about the users' experiences and entitlements is critical for citizens' ability to monitor service providers. It also improves users' ability to challenge abuses of the system, since reliable quantitative information is more difficult for service providers to brush aside as anecdotal, partial, or simply irrelevant.

Practically, a Report Card has three components:

- collecting quantitative information from users (citizens) and service providers, using micro survey techniques
- assembling this information in "easy access/comprehensible report cards"
- disseminating the report cards to users and providers and providing them with practical information on how best to use this information
- implementing repeat user and provider surveys to assess impact on service delivery outcomes.

1.8 CRC steps

Assessment of local conditions The effectiveness of a CRC depends on local condition and the capacity of the proposed institution to undertake CRC includes the knowledge of expertise and motivation. This will help to determine the locality where the CRC will be implemented and achieve the intended outcome to improve the quality and quantity service delivery.

Pre-survey The pre-survey ground work main aims are to know the scope of the CRC to prepare a preliminary implementation work plan, as well as design questionnaire and

determine the sampling to undertake the survey. At this stage the availability of funding, skills to undertake the survey and the sectors that are under survey must be known.

Conducting the survey At this implementation stage, already trained enumerators, field work management and coordination team are required to execute the CRC. Practically it is the time for interviewing and probing respondents to get reliable information from heads of the household unit. The time required depends on the sampling size and staff size that are working on the enumeration.

Post survey analysis Determine key findings on availability, usage satisfaction of service delivery. It is the time when data entry, analysis and interpretation starts and in addition, writing an analytical report that clearly presents the outcome of the survey to improve the service delivery. A report card gives a grade to the service provider based on the feedback from the users of its services. Services can be rated on different dimensions. The dissemination of such ratings can be used as a proxy for competition to stimulate service providers to improve their services. Report cards, reinforced by advocacy campaigns by civil society groups and the media can add to the pressure for reform.

Dissemination of findings Disseminate findings to key stakeholders on time. The report card findings should be widely publicised and disseminated to the public to collaborate with the relevant organisation for improvement.

Improve services To improve the service delivery required, citizen groups will be invited to debate the findings and propose ways and means to deal with the problems being highlighted by the report card.

Explain the following questions briefly

- Describe what a CRC is
- Explain the uses of a CRC
- Identify the scenarios to use a CRC and
- List the key stages in the CRC process?

1.9 CRC scrutiny

Purpose The purpose of CRC is to examine the scope, the purpose and aspects/ characteristics of the service delivery of health, education and water supply sectors by using the CRC tool to find out the status of the service provided to the citizens.

Information to be collected The specific objectives describe the aspects of service delivery, or of a policy, to be examined. In this regard it determines the type of information we need to gather like the aspects of service delivery, of which availability, access, quality of service, incidence and resolution of problems, interaction with staff, corruption are the most important.

To measure the success of the CRC process it is advisable to research and list the available information about service provision and quality. Then, identify the information that we hope to gather through the CRC. By recording what we know now and what we hope to know after carrying out a CRC, we can evaluate the success of the effort as well. Before we undertake the CRC survey we need to know the population of interest, determine the locality and see if the area is of particular interest to our study.

Mapping out service delivery for the CRC population provides useful information to finalise the statement of purpose and for later stages of the CRC – from questionnaire design to dissemination and advocacy efforts. In this case it is advisable to determine the main service provider to undertake the correction after the CRC.

The CRC should tell us publicly available information (budget, the number of people served) and the like. By carrying out the CRC, we hope to gather detailed information about availability, accessibility and quality of services provided. We should see also the quality of services between sexes. Service aspects should also see availability, accessibility, usage, service quality, staff behavior, corruption, quality of materials available to render services.

Target social group The groups that should be involved in the focus group discussion are marginalised groups, older people, youth women's and teacher's associations, religious leaders, and the like. Gathering local feedback by using focus group discussion with citizens from the population of interest is an effective way to finalise the purpose of the CRC. The feedback generated during focus group discussions (FGDs) should be used to revise the preliminary statement of purpose drafted by the responsible body to design the survey instrument is vital.

Based on the plan of the CRC, the location, participants and facilitators for the FGDs should be determined. Participants of the FGD should naturally come from different groups. Preparing for the FGD, the responsible organisation will have an idea about the type of CRC they wish to conduct. Based on this initial plan, the locations, participants and facilitators for the FGDs should be determined. Participants determining where to hold the FGDs and whom to invite should naturally flow from the preliminary state of purpose. Separate FGDs should be carried out if subgroups in the CRC population have had vastly different experiences of service delivery. The level of participation will improve by further dividing the population; for example, holding separate FGDs for women and men may increase the level of participation, especially from women in some places.

Facilitators An individual with good facilitation skills must be identified to guide the discussions. A facilitator should be able to

- understand the overall CRC methodology and the general purpose of this CRC
- relate to and connect with participants
- facilitate a discussion that does not lead to conflicts or get stuck on irrelevant topics.

Questions to guide the FGDs A short set of questions to guide each FGD:

- What services are particularly important to you?
- For the purpose of a CRC, how would you rank their order of importance?
- It is useful to rank the services in order to focus the remaining questions since it is very difficult to discuss numerous services in an FGD. For each top-ranked service
- What are the problem areas related to this service?
- Are there recent areas of improvement?
- What aspects of service from service delivery are important to you and why are they important?

Before the CRC implementation is commenced, its aim is to identify different critical factors that can fit to the methodology that will help to undertake the CRC. In line with this it is important to consider the suitability of the tools to the local setting to implement CRC and reveal several factors critically for the success of the tool. In this case, to make an

assessment of the suitability of CRC to identify quality and availability of services it needs to consider different factors in any assessment that help to know the status of service delivery.

Thus, in the implementation of the CRC the following nine critical factors which magnify the CRC should be considered.

Political context The political context of a nation influences the scope and type of interactions between government and other sections of society (civil society, media, business and citizens). Where citizens participate in the selection of political leadership and are able to influence government policies, the CRC can offer a powerful mechanism for people to speak about their experience as the users of public services. When the means for citizens to voice their opinion (through elections, public meetings, and other ways) are limited, or absent, political institutions and processes are rarely designed to use feedback from citizens.

Governments would have to recognise the importance of citizen feedback. Citizens would have to become comfortable with openly providing feedback on government services. If the state is likely to block the CRC effort, involve government in the process. The political system of a nation moulds the institutions and policies that govern society. It determines the degree of freedom enjoyed by average citizens.

Decentralisation Many central/national governments have decentralised the responsibility of providing services. Although the aim of decentralisation is to give more independence, both spending and policymaking to local governments, the results have been mixed. In some places, decentralisation has led to improved government services. In other places, decentralisation has increased the misuse of funds and has failed to produce better quality services. Within the context of the CRC, understanding the impact of decentralisation is important. Who is now responsible for service provision? Efforts to improve services should aim at these institutions.

Security An open discussion of problems and issues can only take place when people feel secure. Where there are strong institutions of law and order and the application of law is just, individual safety and property is usually secure. Where laws and their applications are weak, institutional and public mistrust makes the implementation of the CRC and distribution of findings very difficult. Investigators conducting surveys and others involved in the CRC process should feel secure in conducting the survey and disseminating both the positive and the negative aspects of the findings.

Citizens' freedom to voice experience Related to the larger issue of security is the freedom to comment openly on government. Can individuals within a state, regardless of whether they are poor or powerful, openly discuss their experience with public services?

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

Presence of civil society organisations In many places, civil society organisations (CSOs) make up a very important sector of society. An active civil society indicates the presence of high levels of citizen initiative and mechanisms useful to carrying out a CRC.

The size and level of activity of civil society can serve as an indicator for the level of citizen engagement in public life. CSOs are important actors in the CRC process. An organised, highly active, neutral civil society is best suited to participate in various stages of the CRC methodology. Highly biased groups may change the findings to promote their own interests. The absence of civil society will limit options to distribute findings and follow up efforts related to advocacy and reform. However, consider if there are any local proxies for civil society. Sometimes semi-government organisations or other public entities may offer many of the benefits of civil society.

Professional groups/NGOs Organisations with a professional skill set are required during various stages of the CRC methodology. The organisation should be skilled in social science survey techniques, knowledgeable of local service provision, able to develop the sampling design, experienced in overseeing fieldwork, skilled in collecting and interpreting data and publicity, communication and advocacy skills.

Quality of media An independent media provides a natural check on government, business and other stakeholders in society. During the distribution of CRC findings, the media is critical. An independent media is best suited to reach a wide audience. An enthusiastic, independent local media increases the probability that dissemination will be timely and widespread and that there will be follow-up coverage on service quality issues.

Leadership orientation of service providers For CRC findings to be effective, service providers must be open to external feedback and willing to make total improvements in service delivery. The leadership orientation of service providers shows their willingness to listen and respond to citizens, and the types of processes and protocol they support.

Even when leadership is not immediately responsive, it is possible that the CRC may make an impact over time. Try to cultivate interest within the service provider; identify an authority figure who may be interested in the findings. Emphasise both the good and bad aspects of service delivery that the CRC reveals. Repeated CRC efforts may be required to spark the interest of leadership and to bring about improvements in service delivery.

Interest of government in local initiatives Although services are provided at the local level, the higher levels of government, such as the state or central governments, often have influence over local service providers. When higher levels are disconnected or make trouble for local initiatives, it is more difficult to use CRC findings to implement improvements in service delivery. In addition, finding financial support to implement reforms could be challenging. If there is limited support or interest in the higher levels of government, the CRC can still be effective if decision-making power is at least partially decentralised. Higher levels of government become critical advocates for change when the local government is non-responsive.

Please try to explain the following points

- Describe what a CRC is
- Explain the uses of a CRC
- Identify the scenarios to use a CRC
- List the key stages in the CRC process
- Explain the critical factors of CRC

Module 2: Planning and survey instruments for CRC

2.1 Objective

The broad objective of this Module is to acquaint trainees with issues to be considered in the planning phase such as staffing, budgeting and scheduling, and to introduce participants with survey instruments. On successful completion of this module, you will be able to:

- Decide on the staff required to carry out the CRC
- Identify the key items to cost in the budget and
- Prepare a schedule for the CRC process,
- Explain the key parts of the survey instrument, and write questions for the questionnaire and code and sequence the questionnaire. Thereafter, develop a sampling plan based on the purpose of the CRC, decide on the number and organisation of field staff and carry out the pilot survey.

This planning and survey instrument module discuss the major staffing, questionnaire design, budgetary and scheduling decisions that implementing organisation should make early in the CRC process.

2.2 Planning for CRC

In undertaking a CRC, the project management decisions require early attention. Enough resources, both human and financial, must be brought together.

- A team with a range of technical and advocacy skills is very important to carry out the CRC; this may require hiring staff or partnering with new organisations.
- Depending on the financial resources available, it may be necessary to redirect existing resources or raise additional funds.
- A realistic time frame to complete the project should be agreed upon.
- Staff with a range of skills and knowledge areas is required to carry out the CRC.

The key areas include

- knowledge of local public service provision
- familiarity with the key stakeholders
- experience in social science survey methodology
- skills in the management of fieldwork and data
- ability to disseminate findings both orally and in written format
- capability to work with a broad community (CSOs, media and service providers).

An initial assessment of the available resources will help identify the knowledge and expertise areas where additional resources should be organised. Key people involved in carrying out the CRC include:

Technical team Within the lead organisation, a core technical team is required to manage the design of the survey instrument, the fieldwork, the data entry and analysis, and the completion of the written Citizen Report Card. One focal person within the lead organisation should be responsible for heading the CRC project. He/she should be familiar with local service delivery, experienced in social science survey methodology (comfortable overseeing

the survey design, sampling, fieldwork, data management and the written report) and able to coordinate and manage relationships among key stakeholders.

A minimum of one or two assistants will prove useful for planning and running FGDs, collecting background information during survey design, supporting data collection and analysis and preparing drafts of the presentations and written reports. Other members of implementing organisation along with the core technical team, and the other members of the implementing institution will need to assist in administrative tasks: fund-raising, budgets, quality management during survey and related work.

Finances Costing in the CRC methodology includes both overhead and additional expenses. Key items to cost in the budget include:

- survey (field work) related costs, depending on the location of the CRC
- local survey agencies may be able to indicate the cost per interview
- salaries (lead organisation staff, technical consultants)
- copying and printing (material for dissemination and advocacy work)
- computing infrastructure and software (depends on how much of the data entry and analysis occurs in house)
- unexpected costs (i.e. the need to expand the number of households surveyed unexpected delays; increased monitoring).

Survey (fieldwork) related costs include (1) translation, retranslation and printing of questionnaire; (2) training of enumerators; (3) investigator and supervisor fees; (4) equipment, (5) data entry and generation of basic tables.

Schedule The entire CRC process, from the initial focus group discussions to post-survey follow up activities, takes some months. To plan your CRC schedule, consider your target date for the dissemination of findings. Then, work backwards from this date to develop a time plan for each stage of the process. When preparing the CRC schedule, give some thought to possible external timing delays or biases (elections, rainy season) and internal timing considerations (staff leave, funding cycle).

During planning for CRC, the following points should be included

1. focus group discussions
2. defining the scope of the CRC
3. initial meetings with service providers
4. decision regarding outsourcing (survey fieldwork, data entry, etc.)
5. draft of questionnaire
6. translation and re-translation of questionnaire (if required)
7. pilot questionnaire
8. finalise questionnaire
9. develop sampling design
10. training of enumerators
11. field interviews
12. final scrutiny of questionnaires
13. data entry
14. data analysis
15. report writing
16. dissemination
17. advocacy activities

Discuss the following points

1. Identify the key items to cost in the budget
2. Prepare a schedule for the CRC process

2.3 Survey instrument design

The survey instrument is carried out in many stages. The overall test is to develop a survey instrument that gets correct feedback on the areas given in the statement of purpose. The process of writing a survey instrument involves translating the statement of purpose into questions and considers the following points.

- Study the statement of purpose for the CRC.
- Check whether the areas that need feedback have been listed.
- Common areas of feedback include: access, usage, problem incidence, and problem resolution, staff behavior, service quality, corruption, and overall satisfaction.
- Those items that require feedback should be written in order of importance to the CRC. If the questionnaire becomes too long, items that are not very important may be left out.
- Practice changing one or two top-ranked items into questions. While writing the question, think about the type of data you want qualitative and quantitative information.
- Go through the question(s) that you have written.
- Meetings with service providers will help you to collect more details on service provision.

Components of the survey instrument:

Part 1: Enumerator information

The first section of the survey instrument collects basic information about the enumerator and the interview, this includes: name of enumerator, date of interview, interview start time and interview end time.

Part 2: Lead-in/introduction

The introduction provides the main information regarding the survey to the person answering the questions (respondent) at the start of the interview. The investigator introduces themselves, explains the purpose of the interview and begins to create a relationship with the respondent.

Part 3: Filter/ qualifier

Qualifier or filter questions help to decide the respondent's suitability to answer a set of questions and/or the entire survey. The first qualifier decides if the respondent meets the basic conditions to complete the survey instrument (the condition is usually whether anyone in the household has used the service(s) of interest in the past one year). Qualifiers at the start of a section or sub-schedule help decide whether the respondent should answer further questions in that section of the questionnaire.

In the design stage it is better to take time not to forget the most important points that will help in the CRC survey. In this case it should include

- Spend enough time researching the details of service provision to ensure questions and answer-options are precise and accurate.
- Don't forget the statement of purpose! Make sure the survey instrument includes all of the services and aspects of service delivery that are listed in the statement.
- Check to see if the questionnaire is too long. Only include necessary questions;

- Otherwise respondents may get frustrated during the interview.
- Clear investigator instructions are necessary throughout the survey instrument to collect accurate feedback.
- Don't bias feedback from respondents. Check to see if answer-options are appropriate and ensure that questions are not worded in a leading manner.

Are you able to

- State useful information for the design of the survey instrument?
- Explain the key parts of the survey instrument?

2.4 Pre-survey preparation

The pre-survey preparation will help to prepare for the field survey, providing an overview of the steps required to include all points. After the draft questionnaire complete, it's time to prepare for the survey process. Knowledge of sampling and experience in conducting surveys, help from a skilled professional, and steps required preparing for the survey and the like should be included: decide on the sample size and the sampling method, decide upon the staffing requirements and the organisation of field units to apply the sampling design in the selected time frame and finalise the questionnaire: Pilot, revise, and (if needed) translate questionnaire. Overall, the pre-survey preparation deals with sampling design, staffing and pilot survey (finalising the questionnaire).

1. Sampling design

The CRC aims to gather feedback from population of interest. However, to collect feedback from the entire population is extremely costly and can take a lot of time. Another option is to collect information from a sample of the population. Sampling, when carried out correctly, gathers feedback from a sample that is representative of the larger population.

Step 1: Define the population The population is the group being studied. While defining the scope of the CRC, you identify the population for the CRC. Examples for a CRC on maternity homes, women who have recently delivered a baby or who are pregnant are the population.

Step 2: Select the unit of analysis Depending on the purpose of the study, the units of analysis may be households, individuals and organisations or groups. For most CRC studies, households are the unit of analysis. Most public services (drinking water, health services, and education services) are delivered at the household level. In the case of households, decide who within the household can provide feedback (i.e. usually any adult member of the family).

Step 3: Identify subgroups in the population The usefulness of CRC findings to some extent depends on getting the experience of important subgroups in the population (e.g. female household heads). These subgroups were initially identified in the statement of purpose. To create a sufficient sample size, the subgroups must be clearly identified and kept in mind during the sampling design.

Step 4: Select the sample size Deciding on the number of households to include in the survey depends on the level of statistical precision that you require for the findings. Any survey can give only approximate results; to calculate the best sample size for your CRC, choose the desired level of confidence or degree of accuracy required for your results. Most surveys desire a confidence level of either 90 or 95 per cent

- There is no simple rule regarding sample size that can be used for all surveys.
- Up to a certain point, increasing the sample size improves the quality of your findings.
- Beyond a certain sample size, increasing the number of respondents will not improve the accuracy of the findings to a great extent.
- Use of the Probability Proportionate to Size (PPS) method ensures that the sample is self-weighting

Step 5: Determine the sampling frame The sampling frame is created to help identify all the members of the population, such that they have a chance of being sampled. For most CRCs, the sample frame is a listing of the households in the geographical area that includes the population of interest. Determine the sampling frame using one of the following methods. Conduct a listing exercise (if the census data is not available). The geographic areas to be sampled can be identified and field enumerators can study the areas to develop a list. If developing a list is too difficult, plan for random selection of households upon arrival in a location. This option requires additional training of the survey staff.

Step 6: Select a proper sampling method – probability sampling For most CRCs, the importance of selecting the appropriate sampling method cannot be minimised.

- Probability sampling ensures that each unit of analysis in the population has an equal chance of being selected.
- The advantage of probability sampling is that sampling error can be calculated.
- Sampling error is the degree to which a sample might differ from the population.

2. Staff

Regardless of who carries out the survey, there is a need to mobilise a field staff. Before beginning fieldwork, some initial fieldwork decisions can be made. Devote time to decide the number and organisation of field staff. The team size is calculated by dividing the sample size by number of available days and the productivity per enumerator (the average number of questionnaires that can be completed by one investigator in one day). For a strict time frame, more enumerators can be hired to survey multiple areas within the locality at the same time.

Organisation of field staff

The key members of the field staff include a field coordinator, field supervisors and interviewers/investigators.

The field coordinator

- manages all aspects of the survey
- has strong managerial skills
- understands the entire fieldwork process
- reports regularly to the staff of the lead organisation.

The supervisor

- Leads a team of 4-5 enumerators and accompanies them on their initial interviews,
- Performs necessary quality check during the fieldwork process and,
- Keeps in regular contact with the field coordinator.

The enumerators/interviewers

An individual field unit or groups of field units can be distributed as necessary throughout the survey area, depending on the sampling design.

The data collection team

Before finalising the questionnaire, translate the survey instrument into the local language and conduct a pilot survey.

- Depending on the language(s) spoken by the CRC population, the original survey instrument may need to be translated into a secondary language.
- To ensure that the meaning of each question is accurately captured in the translation, the translated questionnaire should be retranslated into the primary language (by someone other than the initial translator).
- The retranslated questionnaire should be compared to the original questionnaire to ensure the quality of translation.

3. Finalising the questionnaire: pilot survey

Pre-testing the questionnaire in the form of a pilot survey' is a very important quality check. Piloting reveals problems related to:

- The respondent's ability to understand the questions (the wording of questions and answers)
- Flow and internal arrangement of questions, length of the questionnaire and
- Weaknesses in the investigator instructions (e.g. missing skip commands, unclear grids/formatting).

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

Pilot team An ideal pilot team consists of 2 or 3 individuals (one person to conduct the questionnaire and the other two individuals to observe the interview and note down observations).

Pilot exercise A simple "problem/ no problem" rating can be used to assess the quality of each question. A point to keep in mind includes:

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

Post-pilot debrief

- Following the pilot, feedback should be collected from the interviewers on the questionnaire.
- Each question should be reviewed to determine whether it should be revised, relocated or removed.
- More questions should be added if required. Include only those questions that will provide data that is important to the analysis and interpretation of findings.

Develop a sampling plan based on the purpose of your CRC

Determine the number and organisation of field staff Exercise to carry out the pilot?

Module 3: Conducting the survey, dissemination and advocacy

3.1 Objective

The broad objective of this module is to enable trainees to conduct the actual CRC survey using questioners at a household level. The module mainly deals with carrying out the survey and performing quality checks during data collection, data entry, dissemination of findings, and advocacy for improvement. On successful completion of this module, you will be able to:

- Manage the survey process,
- Carry out the sampling design,
- Collect survey data and perform quality checks,
- Oversee data entry, generate the basic data tables,
- Interpret the findings and write the main CRC report,
- Plan and carry out a dissemination strategy,
- Plan a strategy to improve services, based on the CRC findings

Citizen Report Cards differ from other “user feedback surveys” in that the process is incomplete without a planned and strategic dissemination and advocacy effort. In many ways, a CRC is blending the science of surveys with the art of advocacy. CRC-related advocacy falls into two categories:

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

Therefore, this module at the end provides clear understanding and practice on CRC: data collection, analysis, dissemination and advocacy.

3.2 Final checks before the actual CRC survey

Training of enumerators During a two to three-day training exercise, potential enumerators are introduced to the details of the CRC survey and a subset is selected to participate in the actual fieldwork. The key stages of the training includes: introductory briefing, mock interviews and training of selected enumerators.

Introductory briefing It is crucial that enumerators understand the larger purpose of the survey and become familiar with every question in the survey instrument. The introductory briefing usually takes a day to a day and a half depending on the length of the questionnaire.

A conceptual understanding of the CRC methodology is important. Enumerators should understand the purpose of the lead institution and the larger goal to help improve public service delivery. In addition, the purpose of this CRC and the important role of the enumerators should be explained. Discussing the purpose of this CRC will provide enumerators with important background information to carry out interviews accurately. Someone familiar with the questionnaire should lead the group through the detailed review

of each question. They should ensure that the enumerators are comfortable with the flow and content of questions. Time should be given to explain any doubts regarding the survey instrument.

Mock interviews After the introductory briefing, each potential enumerator/ interviewer is asked to complete a mock interview. Mock interviews serve two purposes. They identify the good enumerator and further familiarise the enumerators with the details and flow of the questionnaire. Depending on the enumerator's performance during the mock interview, he/she is given a rating. Some of the qualities to consider during rating enumerators are:

- familiarity with the area
- language capability
- ability to relate to target audience
- intelligence
- availability for the entire duration of fieldwork and
- integrity/honesty.

The top-rated investigators are selected to take part in the CRC survey. This portion of the training usually takes a day.

Additional training of selected enumerators A more detailed training occurs with the selected enumerators. This portion of the training usually takes half a day to a day. The selected investigators should understand the different actions that can bias data collection. An overview of the sampling design should be shared with the enumerators; the agreed process for household selection should be clearly communicated to supervisors and enumerators. Some points to be highlighted during this session include:

- Reminding the enumerators that inaccurate data will be collected if, the questionnaire is not accurately administered, the respondent's answers are not correctly recorded, the sampling design is not being carried out
- Discussing the process of building a relationship with respondents and mention that a complete investigation of respondents may be necessary to get feedback on a question
- Explaining how the enumerators can use their knowledge of the questionnaire to provide respondents with explanations or examples if they have difficulty understanding a question
- Stressing that proper carrying out of the sampling design is necessary to ensure that the collected sample is representative of the population.

After the formal training, the field units (one supervisor and four to six enumerators) should be formed and given time to discuss the daily fieldwork procedures.

3.3 Execute sampling and commence the survey

With a selected and trained field staff and preliminary sampling design in hand, the surveying process can begin by interviewing the selected respondent household. During the interview, there is a great need to make all the necessary care to assure quality of the survey.

Quality checks During the interviews, each team supervisor and the field coordinator should perform quality checks to ensure reliable and accurate data collection. Ideally, the data entry operator should enter collected data at the same time as an additional chance to check for quality. There are four major types of quality checks:

- accompanied interviews
- spot checks
- back checks

- final scrutiny of schedules

Accompanied interviews to ensure that the survey process is unbiased and carried out properly, the supervisor should accompany each enumerators and observe several interviews in progress. A good rule of thumb is to have at least 10 per cent of the interviews observed through accompaniment.

Spot checks Surprise visits during an interview that is in progress, or spot checks, by the field coordinator also serve as a good quality control measure.

Back checks The field coordinator should randomly select 30 per cent of the completed questionnaires and perform back checks. Back checks involve selecting a few key questions and confirming the respondent's response for these questions. The purpose is to ensure that the information marked in the schedule reflects the true opinion of the respondent. This can be done through a house visit, usually 25-30 per cent of the interviews are back checked.

Final scrutiny of schedules Field supervisors should check questionnaires before leaving an area and at the end of each day by a pre-selected scrutiny team. Scrutiny in the field includes:

- Once an interview has been completed further scrutiny is required to ensure that the information marked in the questionnaires is correct.
- The field supervisor should carefully check through every completed questionnaire to ensure that the questionnaires are filled in accurately. This should occur daily before leaving a field area.
- If gaps are found or answers appear inconsistent, the supervisor should request the investigator to go back to the household and correct the mistake.

End-of-day scrutiny After the questionnaires have been checked for quality in the field, a trained team should complete 100 per cent scrutiny of the questionnaires. The same group of individuals should complete this second level of scrutiny for every questionnaire to ensure uniformity and accuracy of the process.

3.4 Data entry, analysis and write-up

Data entry The questionnaire responses have to be entered into a database. If a professional survey agency has been hired, then it is likely to complete this activity.

- The pre-coded questions can be directly entered.
- For open-ended questions, similar answers should be grouped into categories and manually coded.

Simultaneous data entry Simultaneous data entry during the survey period creates a final opportunity to notice Unreasonable answers or missed questions in time to correct an error. Questionnaires collected one day can be entered the next day.

- If mistakes are found during data entry, ask for an explanation from the enumerator.
- If required, send the enumerator back to the household to correct the error.

Generating the findings

- Analyze the collected data.
- Produce the basic analysis tables.
- Create relevant cross tabs to make further conclusions.
- Perform any additional levels of analysis.
- Interpret the findings.

There are several categories of findings that are common across Citizen Report Cards. They include:

Estimates on aspects of service delivery

- the average number of hours that water is supplied
- the average number of times that a service provider is contacted to fix a problem.

Comparisons across services

- comparing the overall level of satisfaction across service providers (water, health, education) in the area.
- comparing the incidence of corruption across service providers in a locality.

3.5 Dissemination of findings

The dissemination of the findings of the pilot Citizen Report Card is extremely critical to derive the maximum benefits from the effort. The usefulness of the Citizen Report Card will be quite limited if findings are not shared and used to bring about improvements in public service delivery. The scope of dissemination relates directly to the objectives of the CRC. The target audience should be informed of the findings within a time frame meaningful for follow up action. The design of an effective and focused strategy depends on a series of important steps:

Planning a dissemination strategy Develop dissemination strategy will help to ensure that findings reach the intended audience. Accordingly, four basic tasks are pursued:

- identifying the target audience/stakeholders
- deciding the channels/network and specific activities to reach the audience
- focusing on project management considerations
- understanding the role of strategic communication.

The key question to consider here is: "with whom should we share the findings to satisfy the objectives of this CRC study?" The following could be the key audiences:

- public service providers
- CSOs (regional, national & international)
- Media – print, radio & TV (regional & national)
- general population
- government (at higher levels and regional levels)
- donors /supporters

Methods of dissemination After identifying the target audiences, the next question to address is, "What is the best method to share the findings?" The decision of how to disseminate the findings depends on the purpose and scope of the Citizen Report Card. The answer usually includes:

- pre-launch presentations
- media conference
- press note
- post-launch presentations
- creative opportunities

3.6 Advocacy for improving services

What is advocacy?

- effecting changes in policy & practice
- organising public opinion & participation
- through influencing policy makers & implementers
- in favor of larger public interests
- using democratic means

Planning an advocacy strategy An effective advocacy strategy requires good and clear understanding on who are the critical stakeholders and what would be their influence and importance.

Please explain the following points after reading the section of manual

- Plan a strategy to use the CRC findings and
- Identify methods to improve services?

References

Conference on "Generating Genuine Demand with Social Accountability Mechanisms", Paris, November 1-2, 2007

Gopakumar K T & Sita Sekhar, "Citizen Report Card" in Charles Sampford et al. eds "Measuring Corruption", Ashgate Publishers, 2006

World Bank, Policy Research Working Paper–No. 1921, the, Washington DC, p 14

Samuel, P and Gopakumar K T Citizen Report Card Score in India, Capacity.org, Issue 31 August 2007

Poverty Action Network of Ethiopia, The Pilot Citizens' Report Card: pro-poor service in Ethiopia, Addis Ababa, 2006

Scheuren, Fritz, "What is a Survey," American Statistical Association

Sekhar, Sita, "Citizen Report Card Methodology: The Building Blocks", Presentation, 2004

Annexes

Annex 1 CRC Focus Group Discussion (FGD) Guidelines

Introduction

Thank you for coming to this meeting. My name is ..., I work for..... need to explain role of research] and I am going to facilitate this discussion about service provision conditions of your kebele. Your views are important because nobody knows more than you about the problems, success of the service provision and your unmet needs.

We do need to hear everyone's views and so I will make sure everyone has a chance to speak. We are interested in what you say about the issues but we will not write down who says what.

Warm-up

- Ask people to introduce themselves and say what they do.

Section 1 General Issues

Now I would now like to ask you a few questions about general issues related to this kebele.

1. How do you define richness and poorness in your locality?
[Probe: relationship with the number of cattle, land, trees, saving or remittances]
2. Can you give us best example on the effect of soil degradation in your kebele
[Probe: knowledge and degree of soil degradation, undertaking measures to improve the forest cover in your Kebele?

Section 2 Water

I would now like to ask you a few questions about health issues in this Kebele.

1. How do people get drinking water around here and has this changed much in the last few years?
[Probe for: Differences between normal and problem times, whether certain groups/people rely on particular sources]
2. Would you say the quality and quantity of water is good or could it be better?
[Probe: to find out the drinking water quality/quantity at problem times, at all times and potential source of water supply].
3. What do you think could be done to improve the situation?
[Probe: role of the community and responsible institutions].
4. Whom do you think responsible for your Kebele water supply?
[Probe: role and responsibility of the institutions and the community].
5. How can you communicate with them about water supply problems?
6. What would make you confident that the water committee or responsible agencies were spending their limited resources for water wisely? [Wait for responses before probing on:
 - Information comparing water supply and spending in your Kebele with others in the woreda?
 - The chance to discuss water supply issues with officials?
 - Contributing to your Kebele water plan and seeing this become part of the woreda water plan?
 - A requirement for the WA to present the woreda plan for water supply to this and neighbouring kebeles and progress against targets?]
7. Was there any clan conflict that arises from utilisation of water points?
[Probe: due to ownership or scarcity and how it was solved]

Section 3 Health services

I would now like to ask you a few questions about health issues in this Kebele.

[Could have a prior question on the main forms of illness but may not be required]

1. Where are the nearest government health post, clinic and hospital?
2. When people get sick here do they normally use these facilities or other services (such as private or church clinics or traditional healers?)
3. What are the things that lead people to use other services rather than the health post?
4. What are the things that lead people to use other services rather than the clinic or hospital?
5. What do you think could be done to improve local peoples' access to health care?
6. What is the woreda Administration's role in health care?
7. How can you communicate with them about health care problems?
8. What would make you confident that the woreda Administration was spending their limited resources for health care?
 - Information on spending and priorities
 - Chance for discussion with WA and input into planning
 - Requirement for WA to inform locals on progress against plans

Section 3 Primary schools

I would now like to ask you a few questions about primary schooling in this Kebele

1. What are the facilities for primary education in this Kebele?
2. Which local organisations are involved in supporting the school and how? Probe for:
 - PTC
 - Local committees or religious institutions
3. What things are good about local primary schooling and what should be improved?
[Wait for responses before probing on:
 - Facilities
 - Number of qualified teachers
 - Availability of text books and other materials
 - Attendance of children and what they learn
 - Costs faced by parents
4. Are many parents involved in the PTC or other organisations supporting their school?
5. Do decisions taken by the PTC represent ordinary parents or a few powerful voices?
6. Who has the power to supervise and improve the school: the PTC, the kebele council, woreda authority or others?

Annex 2. CRC Sample Questionnaire (PANE) Questionnaire

Hello! As you may be aware, the Government of Ethiopia is implementing various programmes to alleviate poverty in the country. We are currently trying to understand whether people's experiences with important public services on education. Your responses and suggestions will be treated **confidentially** and will be used only for the purpose to improve the services by using your suggestions.

1. Basic Information about the Household Identification

Instruction: speak to any adult (18 years or older)

A 1	Respondent Name	_____				
A 2	Name of Region, Zone, Woreda & Kebele	a. Region _____				
		b. Zone _____				
		c. Woreda _____				
		d. Kebele _____				
	Are these facilities available in your village/ kebele?	Facilities	Yes	No		
		Road	11	21		
		Telecommunication	12	22		
		Bank	13	23		
		Market	14	24		
A 3	How far is your village from these services?	Distance	Road	Tele	Bank	Market
		Less than 5 Km	11	21	31	41
		5 to 10 km	12	22	32	42
		10 km to 15 Km	13	23	33	43
		More than 15 Km (Specify) _____	14	24	34	44
	To what type of road is your village nearer?					
	All weather road			1		
	Seasonal / dry weather road /			2		
A 4	Ownership of asset					
		Construction materials	House components			
			Roof	Wall	Floor	
		Mud & animal dung	11	21	31	
		Cement	12	22	32	
		Wood and mud	13	23	33	
		Corrugated Iron sheet	14	24	34	
Stone	15	25	35			

Dwelling House	Brick	16	26	36
	Tukul	17	27	37
	Building block	18	28	38
	thatch	19	29	39
	Others Specify	20	30	40
Livestock ownership for rural households	Cow	No		
	Ox			
	Goat			
	Sheep			
	Poultry			
	Horse			
	Mule			
	Camel			
	Donkey			
	Others Specify			
Land unit	Rural land	Ha		
	Urban land	M2		

2. Primary Schools

This section is to be administered if any child is attending a primary school in the last two years. If in one family more than one child attending primary school, ask the parent to tell the school in which the eldest child goes and answer the following questions together with eldest child.

A Usage

3A.1	How many children are currently attending primary school in your household?	Boys	
		Girls	
		Total	
3A.2	In which primary school is your eldest child currently attending? From 3A.2 to 3A.5,	Govt. School	1
		Private school	2
		Charity/NGOs	3
		Others	4
3A.3	What is the medium of instruction?	English	1
		Amharic	2
		Oromiffa	3
		Tigrigna	4

		Afar	5
		Others(Specify)	6
3A.4	How far is the school from your residence?	----- Kms.	
3A.5	How long does it take to reach the school on foot from your residence?	----- Hours ----- Minutes	
3A.5	How many children in your household are NOT attending school in the age group of 7 to 14 years? If nil go to Sec B	Boys _____ Girls _____ Total _____	
3B1	Types of seat available in the class room (Your questions should focus only on the school of the eldest child.)	Floor	1
		Bench	2
		Chair	3
		Desk	4
		Cultural bench made up of mud	5
		Others Specify ----- -----	6

3B2	Is there toilet in the school? If your answer is number 3 please go to question 3B4	There is toilet and it is working	
		There is toilet but not working	
		No toilet they are using in the field	
3B3	Are the toilet available for both sexes separately?	Yes	NO
		1	2
3B4	Is drinking water available in the school?	1	2
3B5	Is there a play ground in the school?	1	2
3B6	Are the teaching materials sufficient?	1	2
3B7	Are textbooks given to students freely?	1	2
3B8	What is the number of students in the class room	Boys	Girls
3B9	How do students get text books	Rent	1
		Buy	2
		Free	3
		In group but with rent	4
		In group but freely	5
		Others Specify	6
3B10	Out of the regular time is the school closed for vacation?	Yes 1	No 2
3B11.	For how long? -----		
3B12	Why was the school closed ?	Due to climatic change	1
		Students were not coming	2
		Due to epidemic	3
		Shortage of teachers	4
		Conflict	5
		Others specify	6

3B13	How are teachers available at work?	Regularly	1	
		All the time	2	
		Some times	3	
	Do you pay for school fees ?		Yes	No
		Annual rigestration fee	1	2
		Monthlly fee	1	2
		Contribution / one time pay	1	2
3B13A	Registration fee yearly -----birr			
	Monthly payment -----birr			
3B14A	Who collects contribution for school?	School adminstration	1	
		Home room teacher	2	
		parent teacher committe members	3	
		other specify	4	
3B14B	In what form is the contribution collected? (Go to question 314D)	In Cash	1	
		Labor	2	
		Material	3	
		Others specify ----- -----	4	
3B14C	If the contribution was in cash, then how much ? ----- Birr			
3B14D	If the contribution was in kind, what was contributed? Please would you list the items? ----- --			
3B14E	Is the contribution made willingly or demanded?	willingly	1	
		someone demanded	2	
C. School administration and community participation				
3C1	Is there a supportive linkage between community and school adminstration? (Go to 3C4)	yes	no	
		1	2	
3C2	Is there parents - teachers committee ?	1	2	
3C3	Are you member of the committee?	1	2	
3C4	Is there a meeting among students ?	1	2	
	Is there a meeting between students and teachers ?			
3C5	Is there a meeting between parents and teachers ?	1	2	

"Communities have come to see the opinions and ideas of older people as the most essential voice in community discussions."

Local government official

HelpAge International

P O Box 3384,
Addis Ababa,
Ethiopia

2nd floor SAAY Bldg, Bole Road
Addis Ababa, Ethiopia
+251 (0)11 662 4536
+251 (0)11 662 0331
hai@ethionet.et

HelpAge International

PO Box 32832
London, N1 9ZN, UK
1st floor, York House
207-221 Pentonville Road
London N1 9UZ, UK

+44 (0)20 7278 7778
+44 (0)20 7713 7993

info@helpage.org

www.helpage.org

Sign up for our eNewsletter at: www.helpage.org/enewsletter