

Manual for Facilitators

On

Community Score Card (CSC)



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Contents

CHAPTER 1	
Good Governance.....	3
CHAPTER 2	
Understanding Social Accountability.....	8
CHAPTER 3	
Social Accountability Tools.....	11
CHAPTER 4	
Introducing Community Score Cards.....	14
CHAPTER 5	
The Preparation and Background Work.....	16
CHAPTER 6	
Input Tracking Matrix.....	19
CHAPTER 7	
Performance Score Cards Matrix.....	21
CHAPTER 8	
Developing Self – Evaluation Matrix.....	23
CHAPTER 9	
Interface Meeting.....	25
CHAPTER 10	
Follow Up.....	28

ANNEXURE

Rajasthan, India: Assessing the Service Delivery under the National Rural Employment Guarantee Scheme (NREGS) Using Community Score Card (CSC) Tool

Governance is a buzzword now days and you might be listening and reading this word in daily life. People might be talking about the good governance in some states leading to better performance as compared to some other states. Former UN Secretary General, Kofi Annan said "good governance is perhaps the single most important factor in eradicating poverty and promoting development". Therefore, understanding good governance has become very important for the people especially residing in low and middle income countries.

The concept of "governance" is not new. It is as old as human civilization. As far as the meaning of the concept is concerned, it can be said that an exact in-on of the concept of governance is still elusive. However, there are various interpretations of the concept, and they seem to converge on a broad meaning, i.e., reform in the governing process for better and improved policy outcome. So, the meanings include building and strengthening the capacities of various institutions of the state. Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance.

Government is one of the actors in governance. Other actors involved in governance vary depending on the level of government that is under discussion. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions political parties, the military etc. The situation in urban areas is much more complex. Figure 1 provides the interconnections between actors involved in urban governance. At the national level, in addition to the above actors, media, lobbyists, international donors, multi-national corporations, etc. may play a role in decision-making or in influencing the decision-making process.

The term, governance, is derived from the Greek term, *kubemao*, which means 'to steer'. So, governance is the process that steers affairs of the State. In ancient times, the Greek philosopher, Plato, also used the term, governance. A close examination of the literature on governance reveals that the term came into the limelight with the publication of the World Bank's report on sub-Sahara in 1989. The report said that development initiatives taken up by the World Bank had not been able to produce the desired development benefits due to the weak role of the state and its ineffective institutions. Summarizing this problem, the World Bank report coined the term 'crisis of governance'. Thus, the focus was cast on improving governance by improving managerial and administrative Governance.

All actors other than government and the military are grouped together as part of the "civil society." In some countries in addition to the civil society, organized crime syndicates also influence decision-making, particularly in urban areas and at the national level.

Similarly formal government structures are one means by which decisions are arrived at and implemented. At the national level, informal decision-making structures, such as "kitchen cabinets" or informal advisors may exist. In urban areas, organized crime syndicates such as the "land Mafia" may influence decision-making. In some rural areas locally powerful families may make or influence decision-making. Such, informal decision-making is often the result of corrupt practices or leads to corrupt practices.

GOOD GOVERNANCE

Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Participation

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

Rule of law

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also

Characteristics of Good Governance

1. Participation
2. Rule of law
3. Transparency
4. Responsiveness
5. Consensus Oriented
6. Equity & Inclusiveness
7. Effectiveness & Efficiency
8. Accountability

means that enough information is provided and that it is provided in easily understandable forms and media.

Responsiveness

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

Consensus oriented

There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

Equity and inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being.

Effectiveness and efficiency

Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Accountability

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.

CONCLUSION

From the above discussion it should be clear that good governance is an ideal which is difficult to achieve in its totality. Very few countries and societies have come close to achieving good governance in its totality. However, to ensure sustainable human development, actions must be taken to work towards this ideal with the aim of making it a reality.

There are six core principles of good governance, each with its supporting principles.

1. Good governance means focusing on the organization’s purpose and on outcomes for citizens and service users

- Being clear about the organization’s purpose and its intended outcomes for citizens and service users
- Making sure that users receive a high quality service
- Making sure that taxpayers receive value for money



2. Good governance means performing effectively in clearly defined functions and roles

- Being clear about the functions of the governing body
- Being clear about the responsibilities of non-executives and the executive, and making sure that those responsibilities are carried out
- Being clear about relationships between governors and the public

3. Good governance means promoting values for the whole organisation and demonstrating the values of good governance through behavior

- Putting organisational values into practice

- Individual governors behaving in ways that uphold and exemplify effective governance

4. Good governance means taking informed, transparent decisions and managing risk

- Being rigorous and transparent about how decisions are taken
- Having and using good quality information, advice and support
- Making sure that an effective risk management system is in operation

5. Good governance means developing the capacity and capability of the governing body to be effective

- Making sure that appointed and elected governors have the skills, knowledge and experience they need to perform well
- Developing the capability of people with governance responsibilities and evaluating their performance, as individuals and as a group
- Striking a balance, in the membership of the governing body, between continuity and renewal

6. Good governance means engaging stakeholders and making accountability real

- Understanding formal and informal accountability relationships
- Taking an active and planned approach to dialogue with and accountability to the public
- Taking an active and planned approach to responsibility to staff
- Engaging effectively with institutional stakeholders

Chapter 2 Understanding Social Accountability

What is accountability?

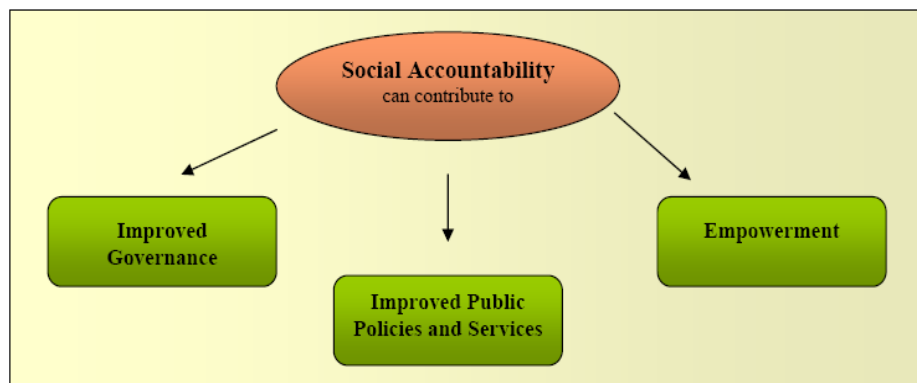
Accountability can be defined as the obligation of power-holders to account for or take responsibility for their actions. Power-holders refers to those who hold political, financial or other forms of power and include officials in government, private corporations, international financial institutions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



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.

What is social accountability?

In democratic states, the principal means by which citizens hold the state to account is elections. Elections, however, have proved to be a very weak and blunt instrument to hold government accountable. Social accountability is about



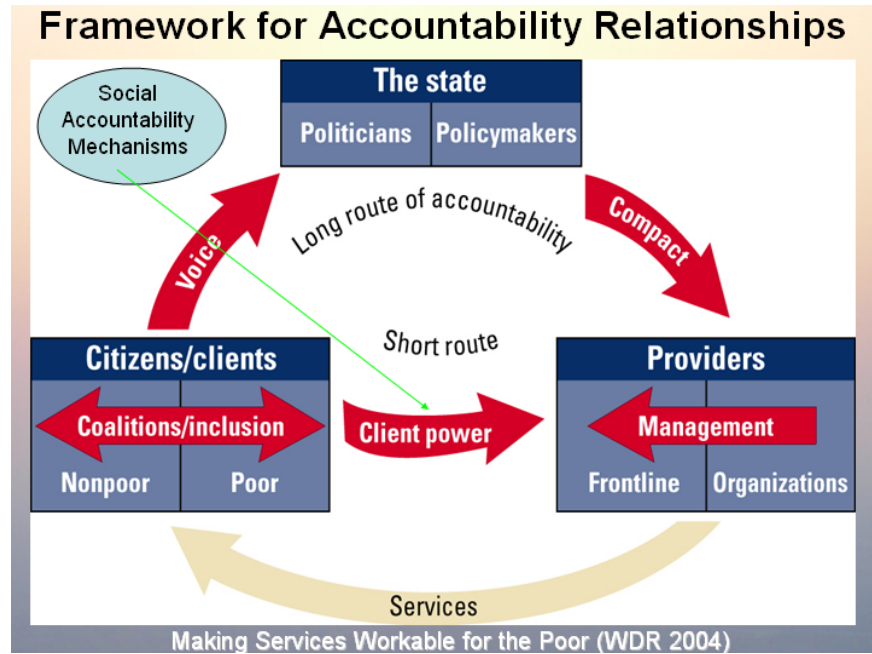
affirming and operationalizing direct accountability relationships between citizens and the state. Social accountability refers to the broad range of actions and mechanisms beyond voting that citizens can use to hold the state to account, as well as actions on the part of government, civil society, media and other societal actors that promote or facilitate these efforts.

Traditionally, citizen or civil society-led efforts to hold government accountable have included actions such as public demonstrations, protests, advocacy campaigns, investigative journalism, and public interest lawsuits. In recent years, the expanded use of participatory data collection and analysis tools combined with enhanced space and opportunity for citizen/civil society engagement with the state have led to a new generation of social accountability practices. They emphasize a solid evidence base and direct dialogue and negotiation with government

counterparts. These include, for example, participatory public policy-making, participatory budgeting, public expenditure tracking, and citizen monitoring and evaluation of public services.

Why is social accountability important?

Accountability of public officials is the cornerstone of good governance and democracy. The effectiveness of conventional supply-side (government) mechanisms of accountability and elections (the principal traditional demand-side mechanism of accountability) has proved limited. By involving citizens in monitoring government performance, demanding and enhancing transparency and exposing government failures and misdeeds, social



accountability mechanisms are potentially powerful tools against public sector corruption. In addition to improved government, social accountability empowers citizens.

The 2004 World Development Report (WDR) argues that the key to making services work for poor people is to strengthen relationships of accountability between policymakers, service providers and citizens. According to the WDR 2004 framework, successful service delivery requires relationships in which citizens can have a strong voice in policymaking with politicians and bureaucrats (voice), clients can monitor and discipline providers (client power), and policymakers can provide the incentives for providers to serve clients (impact). By enhancing citizen information and voice, introducing incentives for downward accountability and creating mechanisms for participatory monitoring and citizen-state dialogue and negotiation, social accountability mechanisms can make an important contribution to more informed policy design and improved public service delivery.

Finally, social accountability initiatives can contribute to empowerment, particularly of poor people.⁷ The 2001 World Development Report, the World Bank Empowerment and Poverty Reduction Sourcebook and the Social Development Strategy (World Bank 2005) all recognize accountability as an integral component of empowerment, poverty reduction and sustainable

development. The degree to which a person or group is empowered is influenced by agency (the capacity to make purposive choice) and opportunity structure (the institutional context in which choice is made). By providing critical information on rights and entitlements and introducing mechanisms that enhance citizen voice and influence vis-à-vis government, social accountability initiatives serve to enhance both of these key determinants of empowerment. 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.

What are various Social Accountability Tools?

Participatory Budgeting (PB) is broadly defined as a mechanism or process through which citizens participate directly in the different phases of the budget formulation, decision making, and monitoring of budget execution. PB can be instrumental in increasing public expenditure transparency and in improving budget targeting. Since it is a useful vehicle to promote civic engagement and social learning, PB has been referred to as an effective “School of Citizenship.”

Typically, PB work focuses on one or more of the following issues:

- improving information sharing and public understanding of the budget;
- increasing pro-poor allocations;
- improving targeting of funds for vulnerable groups, including women and children;
- initiating debates on sector specific implications of budget allocations;
- influencing revenue policies;
- Tracking revenues and expenditures.

Citizen Report Cards (CRCs) are participatory surveys that solicit user feedback on the performance of public services. CRCs can significantly enhance public accountability through the extensive media coverage and civil society advocacy that accompanies the process. Citizen Report Cards are used in situations where demand side data, such as user perceptions on quality and satisfaction with public services is absent. By systematically gathering and disseminating public feedback, CRCs serve as a “surrogate for competition” for state-owned monopolies that lack the incentive to be as responsive as private enterprises to their client’s needs. They are a useful medium through which citizens can credibly and collectively ‘signal’ to agencies about their performance and advocate for change.

The **Community Score Card (CSC)** process is a community based monitoring tool that is a hybrid of the techniques of social audit and 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. By linking service providers to the community, citizens are empowered to provide immediate feedback to service providers. The CSC process uses the “community” as its unit of analysis, and is focused on monitoring at the local/facility levels. It facilitates community monitoring and performance evaluation of services, projects and even government administrative units (like district assemblies). Since it is a grassroots process, it is also more likely to be of use in a rural setting. The CSC solicits user perceptions on quality, efficiency and transparency. This includes: tracking inputs or expenditures (e.g. availability of drugs), monitoring the quality of services/projects, generating benchmark performance criteria that can be used in resource allocation and budget decisions, comparing performance across

facilities/districts, generating direct feedback mechanisms between providers and users, building local capacity, and strengthening citizen voice and community empowerment.

The **Public Expenditure Tracking Survey (PETS)** is a quantitative survey of the supply side of public services. The unit of observation is typically a service facility and/or local government rather than a household or an enterprise. The survey collects information on facility characteristics, financial flows, outputs (services delivered), accountability arrangements, etc. PETS, as quantitative exercises separate from, but complementary to qualitative surveys on the perception of consumers on service delivery, have been found to be very influential in highlighting the use and abuse of public money.

Social Audit (sometimes also referred to as Social Accounting) is a process that collects information on the resources of an organization. The information is analyzed and shared publicly in a participatory fashion. Although the term “Audit” is used, Social Auditing does not merely consist in examining costs and finance – the central concern of a social audit is how resources are used for social objectives. The scope of social audits may differ. They may be used for investigating the work of all government departments over a number of years in several districts. They may also be used to manage a particular project in one village at a given time. Most social audits will usually consist of the following activities and outcomes: produce information that is perceived to be evidence-based, accurate and impartial, create awareness among beneficiaries and providers of local services, improve citizens’ access to information concerning government documents, be a valuable tool for exposing corruption and mismanagement, permit stakeholders to influence the behavior of the government, and monitor progress and help to prevent fraud by deterrence.

A **Citizen's Charter** is a document that informs citizen's about: - the service entitlements they have as users of a public service, the standards they can expect for a service (time frame and quality), remedies available for non-adherence to standards, and the procedures, costs and charges of a service. Separate charters are usually designed for distinct services and/or organizations and agencies. Sometimes, citizens' obligations or acts that are subject to fines are also listed. The Citizen's charter aims to improve the quality of services by publishing standards, which users can expect for each service they receive from the Government. The charters entitle users to an explanation (and in some cases compensation) if the standards are not met. If citizens are well informed about their rights as clients of public services and about existing complaint mechanisms to voice grievances, they can exert considerable pressure on service providers to improve their performance. The charters also play an important role for other social accountability mechanisms. The standards which service providers commit themselves to are useful yardsticks for monitoring and evaluation of service delivery.

Public hearings are formal meetings at the community level where local officials and citizens have the opportunity to exchange information and opinions on community affairs. A typical example would be public hearings of community budgets. These meetings are open to the

general public and are therefore an important tool for citizens to raise their concerns in front of elected officials and bureaucrats on the one hand and an important feedback mechanism for the officials to gain a better understanding of the citizens' experiences and views on the other hand.

Public hearings are often one element in a social audit initiative.

Citizens' juries are a group of selected members of a community that make recommendations or action proposals to decision-makers on complex issues after a period of investigation on the matter. Citizens' juries are one of several deliberative participatory instruments that have been used to supplement conventional democratic processes in both developed and developing countries. The goal is to improve the quality of decision-making and increase the likelihood that policy formulation and implementation will be more legitimate, effective, efficient and sustainable.

Transparency portals are websites that publish public financial information including budget law, budget manuals, and definitions of budget-related technical terms. Country macroeconomic data, information on domestic and external debt and budget execution for past years are also published. Several portals offer information on current-year budget execution. This information includes month-by-month revenue and expenditure information, by institution and category. This information is presented along with original approved amounts.

Participatory performance monitoring entails citizen groups or communities monitoring and evaluating the implementation and performance of public services or projects, according to indicators they themselves have selected. Performance monitoring also involves elements of public advocacy. Citizen report card, community score card and social audit are the tools for participatory performance monitoring

Independent Budget Analysis (IBA) refers to analytical and advocacy work implemented by civil society and other independent organizations aimed at making public budgets transparent and at influencing the allocation of public funds. IBA is a growing field of activity for civil society organizations across the world.

Community Score Cards is a qualitative monitoring tool that is used for local level monitoring and performance evaluation of services, projects and even government administrative units by the communities themselves. It is a hybrid process including the techniques of social audit, community monitoring and citizen report cards. And act as an instrument to exact social and public accountability and responsiveness from service providers. However, by including an interface meeting between service providers and the community that allows for gathering immediate feedback, the process becomes a strong instrument for



empowerment. The CSC process uses the “community” as its unit of analysis, and is focused on monitoring at the local/facility level. It can, therefore, facilitate the monitoring and performance evaluation of services, projects and even government administrative units (like district assemblies) by the community themselves. Since it is a grassroots process, it is also more likely to be of use in a rural setting.

Community Score Cards is a step-by-step activity during which the community members assess and track the actions undertaken by the service providers (Service Providers, Gram Panchayats, various committees, etc). This doesn't only assess the quality of services but also prepare an Action Plan to correct deficiencies, if any, revealed during the assessment. It also gives an opportunity to both service providers and recipients to understand each other's viewpoint, which helps the service providers and recipients respond in a smoother manner.

1. *Who Assesses Whom?*

The Community Score Cards evaluates the actions of the service providers at a local level based on various indicators measuring benefits and outcome of public expenditure. Beneficiaries or at the receiving end of the service, assess the services provided by the executives who are responsible for the implementation. The facilitators of the CSC process must know who are to be assessed and who will undertake the assessment.

Those who are being assessed also conduct a self-evaluation by evaluating their own activities. When both the users and providers meet, the results of the evaluation are shared and discussed.

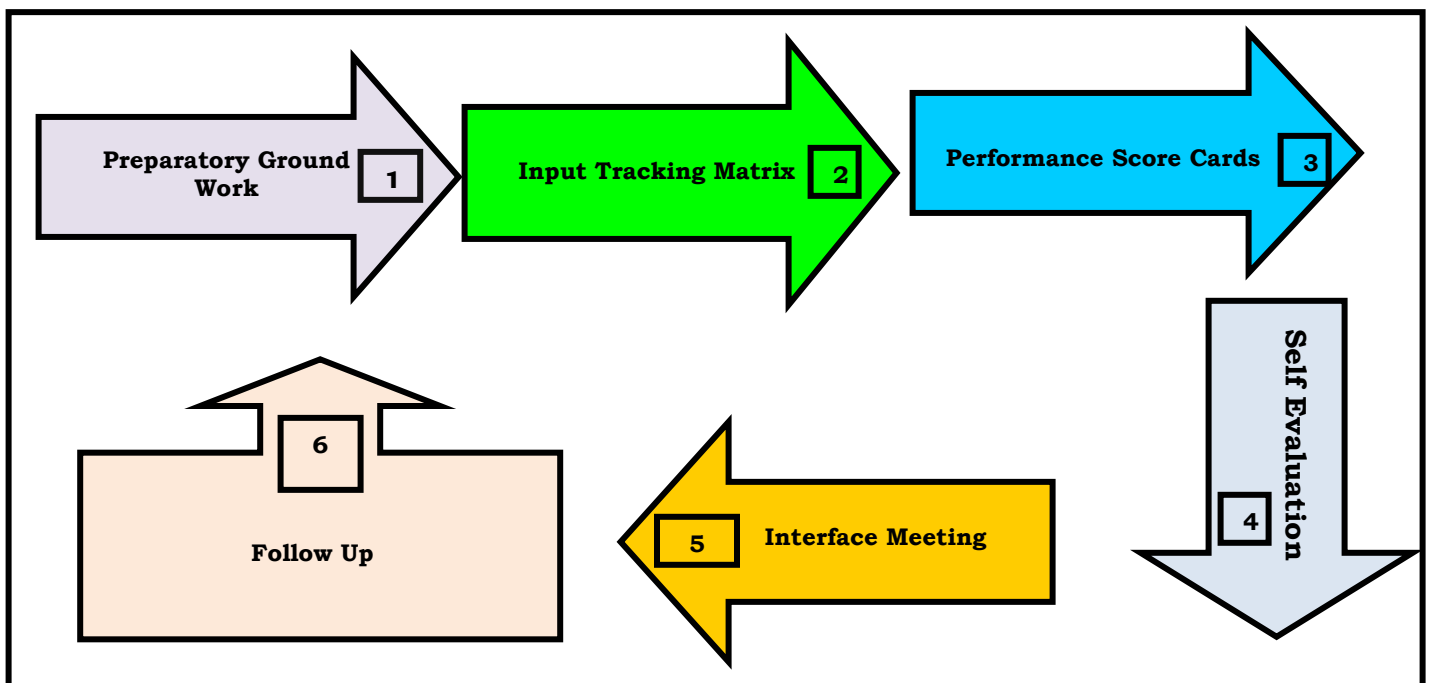
This helps building harmony and consensus between both the parties on the results of the evaluation.

2. *Opportunity for the Poor*

This proves to be a good opportunity for the poorest among poor to come forward and talk about their opinion and objections. The poorest must participate in the community score card process.

3. *Steps in Community Score Card Process*

The Community Score Cards process consists of the six steps as given in the following diagram. As we see from the diagram, CSC process completed when all the six steps are undertaken. Let us now see the activities involved in each of the steps and how to implement them.



Chapter 5 *The Preparation and Background work*

However every step of CSC is vital and thus needed most skillful facilitation and execution, the step of background preparatory work is considered most important. The success of execution of all other steps actually depends on this first step. This step is particularly important as it actually creates an amiable environment for the smooth implementation of other steps and also for ensuring maximum participation and involvement of all concerned people.

Key sub-steps in the preparation and background work

1. *Deciding on focus areas and services*

The selection of the focus area, the services and the unit of service delivery for conducting CSC should be done by the agency that plans to conduct CSC along with the community of the locality with consensus. If CSC is inbuilt as an accountability mechanism in to the system, the focus area and services may be decided already. In that case the community should be provided with all the required information about the activities going to take place. The central area to conduct CSC may include the activities of the Service Providers, Gram Panchayats, the various Committees or the plan activities such as roads, water supply and sanitation, public health unit, employment schemes etc.

Sub-steps	Key Activity	Responsibility
Step – 1	Deciding on the Focus Area and Services	Community along with facilitators
Step – 2	Identifying the unit of service delivery	Community along with facilitators
Step – 3	Collecting Basic information regarding services	Facilitators
Step – 4	Informing the Community Members	Facilitators
Step – 5	Meeting and orienting the service recipients	Facilitator
Step – 6	Meeting and orienting the service providers	Facilitator
Step – 7	Preparing a Programme schedule	Facilitator
Step – 8	Arranging facilities Needed	Facilitator with help of community
Step – 9	Involving everyone	Facilitator/Service Providers

2. Identifying the unit of service delivery

The CSC is conducted at the lowest level of service delivery. Depending on the focus area selected, the lowest unit of service delivery like primary school, primary health centre etc. is selected. With the identification of the unit of service delivery, the service providers and the services also get identified. Facilitators should note down all the information regarding the service providers (name, designation, contact details etc.) and services.

3. Collecting Basic information regarding services

The information to be collected by the facilitators will vary according to need of assessment exercise. For example, if assessment is to be done for a road constructed in the village, the Gram Panchayat or the service providers must provide to the Facilitators the following information

- Village map showing the locations of the most vulnerable households (to know whether last person of the village have been benefited)
- Village Development Plans, approved projects etc (to know whether the project of road is in line with the village development plan)
- Books and records on financial, procurement, meetings, etc (To know about the inputs etc)
- Other required village details

4. Informing the Community Members

It is important that the poor, women, youth and the most vulnerable from all the clusters of the households using the services should participate in the assessment process. The facilitators should take the responsibility of informing every user in the village. They must ensure the participation of every user in the orientation meeting as well as in the later steps. Some of the points to remember are:

- Inform the poorest and the poor households the date and venue of the assessment.
- Educate the poorest and the poor on the purpose on the purpose of the exercise and the opportunity for them to point out their grievances, if any.

5. Meeting and orienting the service recipients

Only the users of the service assessed can assess the performance of the service providers The facilitators will call a meeting of all those who participate in the assessment process. The purpose of the exercise needs to be adequately explained the rationale behind the CSC to those who assess performance. It should be made clear to them that:

- The exercise is for improving the service delivery in the village.
- Giving information and voice to unheard
- Improving the relationship between users and providers
- Not to resort to mudslinging.

- Not to take revenge of any earlier incident.
- Noble way of impartial and objective feedback.
- Consider all aspects by studying the facts carefully.

The community or users should be in agreement of the terms and should abide by that during the process of CSC.

6. Meeting and orienting the service providers

In the same way as done in the step 5, the facilitators will hold a separate meeting of the service providers and should be made clear of the following items.

- Explain the benefits of the exercise
- To take positively the negative feedback from the community
- To prepare them for the accepting genuine deficiencies and mistakes.

This exercise may be difficult to execute with some service providers for the facilitators. Hence facilitators need extra effort to persuade them and get their consensus.

7. Preparing a Program Schedule

The Facilitators will prepare a program schedule for the assessment. While preparing schedule, everyone who has to take part in the CSC process should be informed and discussed to reach at consensus. The schedule will be agreed in the meeting in Step 3 and Step 4. The schedule will clearly state the time, activities, responsibilities and facilities required. It will be responsibility of the Service Providers to arrange for the facilities needed to conduct the CSC. The schedule must clearly state who will chair sessions, who will take notes, who will prepare flip charts, posters, etc.

8. Arranging Facilities Needed

The facilitators make arrangement of the various facilities needed for undertaking the exercise. This may include meeting places large enough to accommodate everyone participating. Stationery like, chart papers, pens, etc. refreshments, if needed.

9. Involving Everyone

In order to ensure that there is balanced and neutral opinion, NGOs, representatives of the *Gram Panchayat* or higher tiers of Service Providers, staff members of the Government Departments etc. are also invited to participate in the assessment activities. This will give strength and credibility to the whole exercise. Some of them may also help us in implementing Action Plans to improve our performance.

Input tracking is a method of collecting information about the unit of development activity to identify gaps between proposed, approved and actual inputs. A group of people (4-6) can be identified and entrusted with the responsibilities of preparing input tracking matrix. Service providers need to support in providing the input details so that the group can verify the details with available document with them. By doing this, variations can be measured but it should be done in the way which is not intimidating for service providers. Otherwise it will further demotivate in opening up on various issues

सुपुट (आगत) (1)	अधिकार / बजट / योजना (2)	रिकार्ड के अनुसार वास्तविक परिसरिता (3)
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Understanding Inputs

Inputs are the materials, services given by the persons, time spend, amount of money, etc., which are used alone or in combination to implement planned village development activity or project or a particular service. Inputs are also essential qualities like unity and consensus required to implement various village activities. These are inputs which can not be seen or measure directly, but can be felt. Estimation of the various inputs required for implementing these activities is done. Let us see some examples of the inputs, which are commonly used in village development activities.

Activity	Name of the Input	Unit we use to measure input
Implementing Infrastructure project	Material like Cement, bricks	Number, weight, length, volume, etc.
	Labor, engineering support	Number of days
	Community contribution	Number of persons contributing, amount of contribution
	Project fund	Amount
	Time spend	Months
Capacity Building	Material such as office equipments, furniture, stationery	Number

activities	Training programme	Number of participants/days etc.
	Resource persons	Number of days
	Community facilitators	Number and person months
	Project funds	Number of installments, amount received

Key sub-steps in the Input Tracking

1. Identifying the Inputs

A list of all the inputs used for implementing the projects or delivering the services being assessed is created. Once list of inputs is created, it is prioritized in order of importance. The importance is based on quantity as well as the value. The units of measurements like, number of bags, months of service, amount in Rupees, etc are also noted.

2. Collecting details of Inputs as per Proposals

The second step is to collect the quantity of each of the identified input, as mentioned in the approved proposal.

3. Filling the Input Tracking Matrix

With this information, both service providers and service recipients carry out input tracking in separate groups.

4. Validating the Input Tracking Matrix

Both the groups who did the Input Tracking meet together and validate the separate matrixes they have prepared. If needed, the groups can visit the field and collect additional information. Other evidences like bills, records, etc. could also

be used to correct information. After discussion and verifications, both the groups agree on the figures and include it in a single matrix. Both the groups fill the information in the Input Tracking Matrix, the format for which is given as under:

Sub-steps	Key Activity	Responsibility
Step – 1	Identify the Inputs	Facilitator with community
Step – 2	Collecting details as per the Proposals	Facilitator with community
Step – 3	Filling the Input Tracking Matrix	Focus Group
Step – 4	Validating the Input Tracking Matrix	Focus Group along with Facilitator

Inputs	Entitlements/Budget /Plan	Actual received/ available on record	Verified/ Evidence	Remarks/ Comments

The village community members sit together after input tracking process to discuss the usefulness of the activities of the Service Providers responsible for providing services. This helps them to understand whether Service Providers have performed their responsibilities according to the plans and rules that was agreed earlier or not. The facilitators work with them in completing this activity.



Key sub-steps in preparing Performance Score Card Matrix

The various steps to be undertaken in Performance Score Card Matrix are as below:

1. Identifying Expectations of the Service

The service providers are expected to perform the jobs entrusted to them in a manner beneficial to whole community. It is also expected that they complete these activities in accordance with certain principles. All those desirable aspects or desirable principles which community think, is needed for overall development of village (also called Expectations) is noted down and then prioritization of the expectations is done for further assessment.

The expectations with regard to certain service delivery chosen for CSC exercise should be identified as the first sub-step under performance score card matrix.

2. Selecting Performance Indicator

Based on the list of important expectations, community members think together to develop specific indicators to

Sub-steps	Key Activity	Responsibility
Step – 1	Identifying expectations of the services	Service Users
Step – 2	Selecting Performance Indicators	Service Users
Step – 3	Assigning Scores for each Performance Indicator	Service Users
Step – 4	Identifying reasons for the Scores Assigned	Service Users
Step – 5	Suggesting Recommendations for Improvement	Service Users
Step – 6	Writing down the Assessment Matrix	Service Users

evaluate the performance. An indicator means a set of statement, which explains the expectations as well as allow members to measure whether the activities produce results, matching expectations.

While selecting criteria, it is made sure that positive statements, which indicate desirable expectations, are selected and then only a set of most important criteria are used for further assessment.

3. Assigning Scores for each Performance Indicator

For each of the performance indicators chosen, score is given. For easiness, appraisers must be able to fix certain minimum level of desired performance. If the actual situation is below the level fixed, they can assign a score less than average and a higher score for those, which are above the desired level.

Scores indicating good or bad or the picture describing very happy face to vary sad face can be used. Marks could be awarded out of 100 or 10. We can also use 5-point scale of Very Good, Good, OK, Average, Not Good (each with a weightage of 20%) to indicate the results of evaluation.

4. Identifying Reasons for the Scores Assigned

The group must again discuss in detail all aspects relating to the criteria and make sure that score is assigned only after considering all related facts. It must reveal a correct assessment of the field situation. Favoritism or narrow mindedness should be avoided in giving scores. This can be avoided by giving explanations for the scores assigned. Here facilitators should have the deep knowledge of the services, entitlements etc. in order to draw most accurate scores for the indicators. It should also be kept in mind that the scores drawn for each indicator should be proportionate and are not slanted.

5. Suggesting Recommendations for Improvements

Based on our assessment and scores assigned, community must suggest two or three key actions for improving the performance. Some of the suggested actions are for the Service Providers or the Committee members. There could be some actions by the community members themselves or some joint activity can also be suggested.

6. Writing down the Assessment Matrix

We will now prepare the Assessment Matrix by using the following Format:

Sr. No.	Indicator	Score (1 – 10)	Reasons	Recommendations

Similar to the assessment by the service users, the Service Providers separately do a Self – Evaluation on the same service identified for the CSC.

The Service Providers, who were responsible for providing services, evaluate the usefulness of their actions in the step of self-evaluation. This exercise brings out their opinion on implementation they did. They might have faced several difficulties. The village communities who assessed their performance might have been unaware of these constraints. In some cases, lack of users' cooperation becomes the reason for poor service delivery. All of these can be the reason for the poor service delivery. The Facilitators need to help the service providers and the committee members to undertake self-evaluation.



Key Steps in self-evaluation

The various steps in self-evaluation are given as below:

1. *Orienting Service Providers*

The Service Providers / Committee Members will further familiarize with the need and purpose of Self – Evaluation. It must be remembered that self-evaluation is not to boast of our achievements. Self-evaluation must carefully bring out our strengths as well as weaknesses.

2. *Ensuring Sufficient Participation*

When the Service Providers do a Self – Evaluation, all the office bearers and majority of the members must participate. The members and the office bearers who represent poor, women, youth or most vulnerable should compulsorily be present.

3. *Developing Performance Indicator*

Service Providers discuss together to identify and prioritize performance indicators with the help of facilitators as done during Performance assessment by the Community Members. The performance indicators developed for self-assessment may or may not be in agreement with those developed by the community members.

4. Assigning Scores

Using the same scale as used by the community members, the Service Providers also assigns scores based on developed criteria.

5. Giving Reasons for the Scores

The members then give the reasons for giving scores for each indicator. The reasons assigned by them will bring out their thinking and view point.

6. Suggestions / Recommendation for Improvements

Along with the reasons for giving marks, the members then give their suggestions for improving the performance.

Sub-steps	Key Activity	Responsibility
Step – 1	Orienting Service Providers / Committee Members	Facilitator
Step – 2	Ensuring sufficient participation	Service Providers / Committee Members
Step – 3	Developing Performance Indicators	Service Providers
Step – 4	Assigning Scores	Service Providers
Step – 5	Giving reasons for the Scores	Service Providers
Step – 6	Suggestions / Recommendations for improvements	Service Providers
Step – 7	Writing down the Assessment Matrix	Service Providers

7. Writing down the Assessment Matrix

The results of the self – assessment are indicated in the same format as in Chapter – 6 and given below:

Sr. No.	Indicator	Score (1 – 10)	Reasons	Recommendations

The Interface Meeting is also considered as one of the most important activity in the Community Score Cards process. During Interface Meeting, we bring together the findings of the performance score card completed as step 3, the self-evaluation as step 4 and the Input tracking matrix developed as step 2. The Interface Meeting is a single meeting in which both service providers and community members meet face-to-face and discuss these information together.



Coming together face-to-face in the Interface Meeting and listening each other's presentation **respectfully** is the main idea of interface meeting. This helps both the parties come together, discuss reasons behind poor services and derive positive solutions to the identified problems and gaps. Developing an Action Plan together is also a major part of CSC process which helps in improving service delivery. Any heated arguments and quarrel in these meetings should be avoided.

Key steps of Interface Meetings

The important steps of the Interface Meetings are as follows:

1. Preparing both parties for the meeting

The Facilitator will hold separate meetings with those being assessed and those of the interface meeting who are assessing to get the clear understanding about the whole purpose. The purpose of the whole exercise is to bring unity and improvements among them and not to hurt each other. Thus it is important that both parties listen to each other's feelings, thinking and difficulties.

2. Ensuring adequate participation from both the sides

Interface Meeting should witness the participation of all members involved in the previous steps of the CSC process. The Service Providers should be prepared to not to shy away from facing the community. If they avoid attending the interface meeting and discussing the problems, the gaps

will remain unresolved. Here the facilitator plays a major role in helping both parties hear the other side patiently and understand the problems that will help in working together for better results.

3. Presenting the three Assessment Matrixes

The three matrixes are presented in the joint Interface Meeting. It is better if one representatives of both the users and providers come one by one and present the matrixes. The chart of input tracking should be presented by the group which was assigned the work.

4. Summarising results

The Facilitator helps the participants put together the three matrixes into one matrix. Representatives present the summerised matrix from both the groups.

5. Analysing the Results

The Facilitator helps in identifying common indicators and similar scores. If there are differences in scores obtained, the facilitator helps further analysing the situation and in reaching to a status of common understanding.

6. Thinking Together and Identifying Improvements

The facilitator help participants think together how to improve the performance of service providers in relation to those indicators, which got

low scores. It should also be discussed about how to continue the good performance as well. The members of the NGOs, the government officials should also be able to give valuable tips for improvement.

8. Developing and Approving the Action Plan

The areas of improvement identified now are needed to be arranged in order of importance and urgency. The next step is to develop a set of action points for each of the improvements selected. The Action Plans must include simple and achievable steps to be taken and implemented.

Sub-steps	Key Activity	Responsibility
Step – 1	Preparing both parties for the Interface Meeting	Facilitator
Step – 2	Ensuring adequate participation from both sides	Facilitator
Step – 3	Presentation three assessment matrixes	Representatives from each group
Step – 4	Summerizing results	Facilitators with help of groups
Step – 5	Analysing results	Facilitators with help of groups
Step – 6	Thinking together and Identifying the way for improvements	Facilitators with help of groups
Step – 7	Developing and Approving the Action Plan	Facilitators with help of groups

While determining the action plan, the first set of actions will be developed on the common indicators, followed by the user's indicators and then the providers' indicators.

The Action Plan must contain steps to be taken, who will be responsible and by what date the action will be completed. It must also contain how to watch progress of implementation.

There must be concluding session of meeting together. This meeting will be chaired by the Chairperson of the Village Elected Representative, where the action plan is presented. The village community will discuss the action plan and approve the implementation. The action Plan will be presented and approved in the next Gram Sabha.

The format for developing the Action Plan is given below:

Sr. no.	Indicator	Score	Recommended Action	Time	Responsibility
Common Indicator					
C1					
C2					
C3					
User's Indicators					
U1					
U2					
U3					
Provider's Indicators					
P1					
P2					
P3					

The Action Plan prepared should be implemented with interest and the shortcomings are rectified. If needed, resources should also be generated for this and approval should be obtained for that.

Key Steps in Follow Up

Sub-steps	Key Activity	Responsibility
Step – 1	Displaying the Action Plan	Service Providers
Step – 2	Monitoring visits and spot checks	Committee
Step – 3	Reporting progress of the Activities	Elected Representative, Committee
Step – 4	Reviewing progress in Gram Sabha	Community members and <i>Gram Sabha</i>
Step – 5	Repeat Score Card	Elected Representative and <i>Gram Sabha</i>

1. Displaying the Action Plan

The Action Plan must be displayed at some common points in the village. This helps in reminding about agreed action plan. It does not allow to forget the agreed time limits for the implementation.

2. Monitoring Visits and Spot Checking

A committee should be formed for making the monitoring visits and spot checking and entrusted with the responsibility. The committee should undertake the monitoring visits as well as spot checks and assess the progress being made according to the action plan.

3. Reporting progress of Activities

The Service Providers should include progress report on the the action plan in their monthly Plan and reports.

4. Reviewing the progress in Gram Sabha

The service providers should present the progress reports in the Gram Sabha meetings. The community members should also present their findings of the spot checks. The Gram Sabha should further direct every responsible persons to implement the action plan.

5. Repeat Score Cards

The *Gram Sabha* should decide when to conduct the Repeat Score Card. The repeat Score Card will cover the following:

- The progress of implementing the action plan of the previous Community Score Card process.
- Scoring the same indicators to know improvements since last assessment
- Assessing new services and activities added after the last assessment.

For assessing the same indicators during the repeat cycle, the following format will be used:

Indicator (Same as Previous)	Score as per the previous assessment	Score as per the new assessment	Changes / Comments (Indicate improvements achieved and reasons for giving the present score)	Recommendations (Suggestions on further actions to be taken)

