



**MONITORING AND
EVALUATION
FRAMEWORKS FOR
ASSESSING SERVICE
DELIVERY
ENSURING TRANSPARENCY AND
ACCOUNTABILITY**



The Challenge...

Public Services characterized by

- **Monopolistic 'attitude' - Lack of 'exit' options**
- **Inadequate transparency, in**
 - **Budget Formulation** - How public resources are allocated
 - **Budget Review & Analysis** - Diagnosing the implications of the budget when formed
 - **Expenditure Tracking** - Seeing where the money goes
 - **Performance Monitoring** - Even after the money is spent, see how the output/service is performing
- **Accountability Deficit - Weak Monitoring & Regulation; Poor grievance redress / non- responsiveness, corruption and inefficiency**

Need for demand side governance through M&E...



Spaces for M&E...

- **‘Structured’ spaces OR spaces determined by the service provider / government**
 - Official data collection and updating
 - Mainly monitoring committees, e.g., SDMC for schools under SSA, Rogi Kalyan Samitis under Primary Health Care, VHSC, VWSC
 - Assumption/context - presence of community members means representation and monitoring
- **‘Informal’ spaces OR spaces created outside the government**
 - Through accountability initiatives by individual citizens, civil society groups (CSOs) and NGOs (the demand side)
 - Assumption/context - present citizen ‘voices’ to exert pressure from outside the system through application of M&E tools

Pressure by demand side governance for better service delivery

Development of M&E frameworks...



- **Need for M&E by civil society groups**
 - Growing dissatisfaction with government performance
 - Lack of access to information
 - Lack of access to essential services
 - Realisation that governments are weak in monitoring their own programmes and services

- **M&E tools used by civil society activists in India**
 - Social audits in the form of local public hearings
 - Community Score Cards - used at local levels
 - Public Expenditure Tracking and Budget Analysis
 - Citizen Report Cards - used at multiple levels



Type of M&E frameworks...

- **Social audits / public hearings**
 - **Assembly of participants or users of a particular programme or service in a locality**
 - **Prior announcement made on the public hearing**
 - **Public narration of problems faced**
 - **Conclusions presented with proposed actions in discussion with service providers present**
 - **Effective participatory method of publicly assessing the problems plaguing a programme to exert pressure on agencies for reform**
 - **Can be done in short notice and with minimal use of funds and resources**

Type of M&E frameworks... (contd.)



- **Community Score Cards (CSCs)**
 - **Preparatory Groundwork** - collection of secondary data, orientation meetings with providers and users, select indicators
 - **Input-Tracking Scorecard** - Inform communities about their entitlements, finalisation of indicators, deciding on inputs to be tracked
 - **Performance Scorecard by the Community** - scoring by the community against indicators and reasons for doing so
 - **Self-Evaluation Scorecard by Providers** - scoring by providers and reasons for doing so
 - **Interface Meeting** - Presentation of respective scores, feedback and dialogue, preparation of action plan
 - **Institutionalization** - follow up and monitoring

Type of M&E frameworks... (contd.)



- **Public Expenditure Tracking and Budget Analysis**
 - **Objective - to understand problems in budget process and execution (including delays, leakages, and skewed priorities in public funding)**
 - **Tracking of expenditures to assess whether fund utilization has been done as per purposes specified**
 - **Involves collection of budget information from various sources**
 - **Analysis and interpretation and verification at the ground level**
 - **Presentation at various fora and advocacy for participatory processes**

Type of M&E frameworks... (contd.)



- **Citizen Report Cards (CRCs)**
 - **A survey-based user feedback accountability tool for service delivery improvement**
 - **Type of information generated -**
 - **Availability, Access & Usage**
 - **Quality & Reliability**
 - **Incidence & Types of Problems**
 - **Responsiveness of Service Providers**
 - **Cases of Bribes - Extortionary Vs Voluntary**
 - **Overall Satisfaction**
 - **What works -**
 - **Legitimacy of Representation**
 - **Informed Advocacy**
 - **Creative use of Public Forums**
 - **Combining Protest with Engagement**
 - **Recasting Citizen Voice within the broad ambit of Citizen Rights**

**Across sectors, geographical regions, demographic profiles -
income, gender**



CRCs: Defining Features

- Pioneered by Public Affairs Centre as an independent assessment in 1993
- Credible **user** feedback on public services
- Provide opportunities to communities to demand more access, responsiveness & accountability from service providers (*from **Shouting to Counting***)
- Create an effective diagnostic tool for service providers to prioritize areas for reform
- Report always in **PUBLIC DOMAIN**
- Not a one-off effort - continued

Stages in a Citizen Report Card



DEFINING SCOPE OF ACTION



**PREPARATIONS AND COLLECTING CITIZEN
FEEDBACK**



RATING OF SERVICES



**DIALOGUE AND RESPONSE OF
AGENCIES**



**CITIZEN ENGAGEMENT IN
REFORM**



**PERIODIC BENCHMARKING AND PUBLIC
REVIEW**



Beyond CRCs: What next?

- **Effort to enhance the diagnostic power of CRCs by going deeper into the factors that underline the problems, by using internal data from governments**
- **Two tracks of analysis**
 - **Selected Expenditure Tracking (SET)**
 - **To trace the flows of expenditure associated with the activities of a service or programme**
 - **Function Market Analysis (FMA)**
 - **To trace the chain of functions that are to be performed in the course of service delivery or programme implementation**
- **First experimentation with Investigation Funds provided for police stations**



Other Approaches by PAC...

- **National review of Citizen's Charters**
- **Analysis of affidavits filed by elected parliamentarians of the Lok Sabha**
- **Assessment of suo moto disclosures by government departments**
- **Monitoring quality of roadworks built under the PMGSY by citizen groups**
- **Electoral reforms and voter awareness**
- **Children's Movement for Civic Awareness (CMCA)**
- **Coalition against Corruption**
- **Citizen against Corruption**

Type of M&E frameworks... (contd.)



- **Public Interest Litigation (PIL)**
 - A legal device to get the judiciary to interpret the law or strike down illegal decisions or practices of governments
 - Legal validity across the country
 - Promotes accountability and protects rights of citizens
- **Citizen Movements**
 - Mobilisation of large number of people to exert collective pressure on authorities to reform
 - Needs wide networking and ability to create coalitions of people to orchestrate massive marches

Used with effect at the national level...

Variety in Impact of CRCs



- AGENCIES DISCUSS PERFORMANCE WITH CITIZENS IN OPEN FORA IN **BANGALORE**
- SYSTEMATIC CITIZEN WATCH DOG ROLE IN LOCAL GOVT. IN TERNOPIL, People's Voice Project, **UKRAINE**
- FORCING POLITICAL ACCOUNTABILITY IN **MUMBAI SLUMS**
- INDEPENDENT APPROACH TO MONITOR PRO-POOR SERVICES IN **ZANZIBAR, ETHIOPIA & TAJIKISTAN**
- LOWER LEVEL OFFICIALS CITE FINDINGS TO SEEK FUNDS & SUPPORT IN **MUMBAI**, INDIA
- POLITICAL LEADERSHIP ASKS FOR MORE DIRECT FEEDBACK IN **DELHI**, INDIA
- REGULATORY BODIES SEEK INDEPENDENT VOICES IN **KENYA**
- BENCHMARK LOCAL SELF GOVERNMENTS IN **INDIA**



THANK YOU!