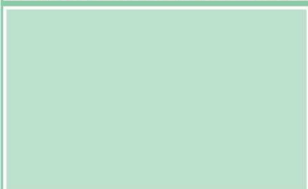


Governance Matters

Glimpses of CUTS Interventions on Good Governance & Social Accountability



What is Social Accountability?

Social accountability refers (SAC) to a broad range of actions and mechanisms that citizens, communities, CSOs and independent media can use to hold public servants and public and private service providers accountable.

SAC tools include participatory budgeting, public expenditure tracking, citizens' report cards (CRC), community score cards (CSC), social audits, citizens' charters, people's estimates, and so forth.

These mechanisms are being increasingly recognised world-wide as a means of enhancing democratic governance, improving service delivery and empowering poor.

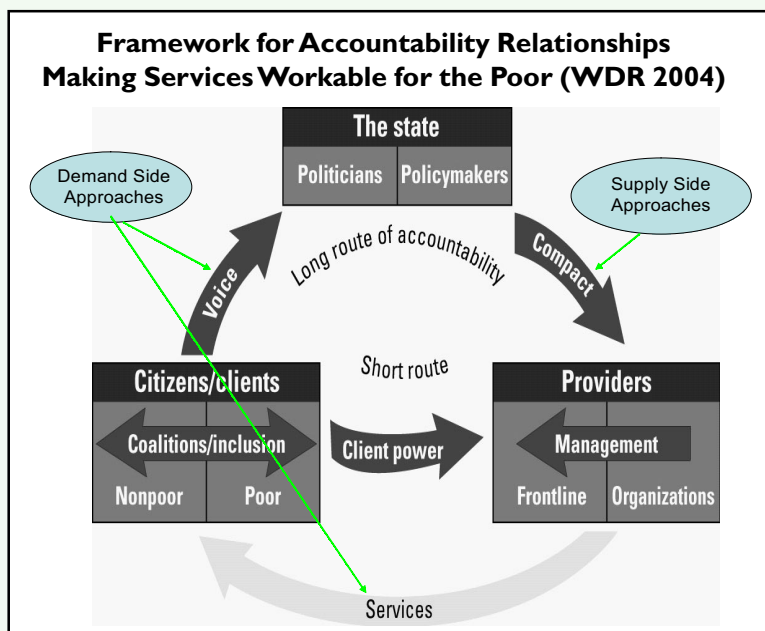
INTRODUCTION

Conventionally, governance is the way the state and its various institutions negotiate and mediate with people, markets and civil society, through laws, policies, regulation and finance. Today governance is overarching with many dimensions including institutional and political. Governance refers to decision-making and the process by which power is exercised to utilise economic and social resources for development. The concept of governance has grown over the last 15 years to go beyond the conventional confines of the nation-state or government. Market forces as well as civil-society processes and citizens' initiatives have increasingly started influencing the process of governance today. Many civil society organisations (CSOs) strongly believe that governance is not just the effective management of economic resources.

Citizens have the right to demand accountability and public actors have an obligation to be accountable to its citizens. This is a fundamental principle of democracy and a keystone of a growing movement around the world that focuses on strengthening capacities within the government and the civil society to make public institutions more responsive to citizens.

A NEW APPROACH

There is now a new approach that has emerged in which citizens actively engage in holding those in power accountable for their actions, decisions and behaviour called SAC. It is a form of democratic accountability and can be defined as "Public Accountability through Civic Engagement". Mechanisms of SAC can be initiated and supported by the state, citizens or both, but very often they are demand-driven and operate from bottom-up.



Mid Day Meal Scheme in Rajasthan

CUTS in partnership with the World Bank, implemented a pilot project 'Measuring the Effectiveness of Mid Day Meal Scheme (MDMS) in Rajasthan, India' during 2005-06 using a combination of two SAC tools, namely the Participatory Expenditure Tracking Survey (PETS) and the CRC.

The project aimed towards a scientific analysis of total budget planned and sanctioned by the Central and State Government during five years (2001-05).

A detailed analysis of implementation of the MDMS was done by conducting participatory surveys in selected schools of Chittorgarh district. Awareness building on the public expenditure processes in order to create an informed and 'critical-minded' society to contribute towards introducing regular improvements in effective implementation of the MDMS in the State was attempted.



INDIAN SCENARIO

In the last few years, issues of good governance have been receiving considerable attention in the political discourses in India. The enactment of the Right to Information (RTI) Act, 2005 in India opened up the entire governance process to the common people and created genuine demand for SAc mechanisms.

SAC contributes to increased development effectiveness through improved public service delivery and a better-informed policy design. SAC initiatives also lead to empowerment, particularly of the poor. The right to good governance is also considered an essential part of the citizen's rights that one can expect from the government.

CUTS' INTERVENTIONS

CUTS has been working in the area of enhancing transparency and accountability at all levels of governance through increased people's participation using various methods, tools and techniques, campaigns, surveys, and advocacy since its inception. It has been actively involved in a number of campaigns to weed out corruption at all levels of governance.

In 2001, CUTS conducted a survey to understand the perception of the common man on corruption at various levels, and on its basis recommendations were provided to the government to take appropriate measures to address the problem.

Under the *Gram Gadar* Fellowship of CUTS, a research study was done on 'Corruption: Affected by the Common Man' in 2005.

CURRENT PHASE

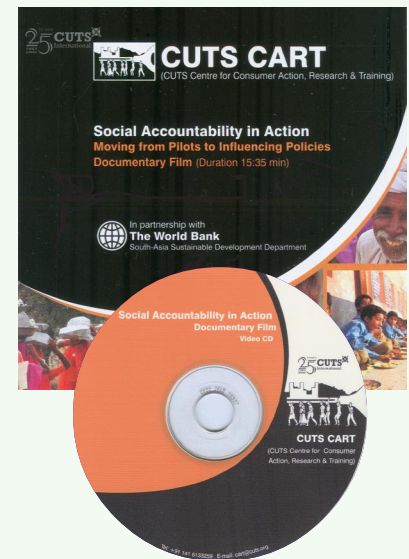
The current phase of CUTS' interventions started in 1999, with a project entitled 'Promoting State Accountability and Citizens Empowerment through Budget Analysis' in partnership with Ford Foundation, New Delhi. Under the project, detailed analyses of budget plans and development schemes for targeted groups of the community such as women, landless labourers and marginal farmers was done.

The World Bank, in July 2004, through the project 'Global Stock Taking on Social Accountability Mechanisms for Asia and the Pacific', identified CUTS interventions through the State Accountability Project for a case study on pro-poor spending. The Philippine Centre for Policy Studies, as commissioned by the bank, did the stocktaking.

CUTS is presently involved in enhancing transparency and accountability in various service deliveries using various SAC approaches and tools. The Indian government initiated several welfare schemes with huge budgetary support. But unfortunately the benefits were not reaching the targeted population for whom it was meant.

SOCIAL ACCOUNTABILITY IN INDIA

CUTS and The World Bank organised a national workshop on *Social Accountability in India: Moving from Mechanisms to Outcomes and Institutionalisation in Large Scale Public Programmes* in Jaipur, India in December 2009 to strengthen the accountability relationships between policy makers, service providers and citizens.



Assessing National Rural Employment Guarantee Scheme

CUTS in partnership with the World Bank conducted another SAC pilot entitled Assessing 2Qs (Quality & Quantity) Outputs of the National Rural Employment Guarantee Scheme (NREGS), as Per Provisions of the NREGA (2005) in Sirohi district of Rajasthan. It used a combination of three SAC tools during 2007-08.

This study resulted in several policy as well as operational changes in the implementation of the scheme mainly the changes pertained to:

- problem of poor service delivery,
- inefficiency and ineffectiveness,
- abuse of discretion, non-responsiveness of power holders etc.



| Social Accountability Interventions of CUTS | | | |
|---|---|---|------------------------------------|
| Year | Sector | Partner Agency | Methodology/ Tools used |
| 1999-2002 | State Accountability Project | Ford Foundation | Budget Analysis |
| 2001-2007 | Involving Consumers in the Power Sector Reforms | Friedrich Ebert Stiftung | CMP |
| 2003 | Schemes and Programmes for Children | Government of Rajasthan | Budget Analysis |
| 2005-2006 | Measuring the Effectiveness of MDMS | The World Bank | PETS & CRC |
| 2006 | India Budget Process (IBP) | IBP | Peer Review |
| 2007-2008 | Combating Corruption | Partnership for Transparency Fund (PTF) | Right to Information (RTI) |
| 2008-2009 | Assessing Outputs of NREGS | The World Bank | CRC, CSC & PETS |
| 2008-2009 | SAC Curriculum Development in South Asia | Administrative Staff College of India supported by World Bank Institute (WBI) | Module Preparation & Case Analysis |
| 2009-2010 | Crafting the Market for SAC Approaches & Tools | The World Bank | Advocacy with policy makers |
| 2009-2010 | Reforming Processing in Rural Development Department in Rajasthan | PTF | RTI |
| 2009-2010 | Community Monitoring of Absenteeism and Service Delivery in Health Sector | Results for Development (R4D) | CRC |
| 2010-2012 | Developing a Culture of Governance | Affiliated Network on Social Accountability-South Asia Region (ANSA-SAR) | CSC |

AFFILIATIONS

- Voice and Client Power Programme of the World Bank facilitated by Water and Sanitation Programme-South Asia (during 2004)
- South Asia Social Accountability Network supported by the World Bank, May 2005
- International Resource Team on Social Accountability of the WBI, January 2007
- Demand for Good Governance Learning Network of the World Bank, June 2008
- Freedom of Information Advocates Network, August 2010

INTERNATIONAL ASSIGNMENTS

- Training of Trainers (ToT) on 'Community Assessment Process' in Sri Lanka during February 2007 and on 'Community Score Card (CSC)' supported by the World Bank at Bangladesh, in May 2007
- 'SAC Approaches and Tools' workshop organised by ANSA-SAR at Dhaka, in March 2010
- Learning Workshop on 'Mainstreaming Social Accountability in Oxfam Great Britain's (OGB) Change Strategies for East Asia' organised jointly by ANSA-EAP & OGB at Phnom Penh, in July 2010
- Training on 'Action Learning to Implement Social Accountability in Monitoring the Performance of Government of Vietnam' in partnership with Oxfam GB, Vietnam at Hanoi, on March 01-03, 2011



Reforming the Processes at the Grassroots

CUTS in collaboration with PTF, Washington DC started an intervention in 2007 in Phase I and continued in Phase II in rural areas of two administrative districts (Jaipur and Ajmer) of Rajasthan with the aim of contributing towards reducing corruption in government departments through enhancing level of awareness on RTI among common people and encouraging the citizenry for application of RTI.

Building upon phase I intervention, phase II focussed only on three selected flagship schemes: NREGS, *Swarnjayanti Gram Swarozgar Yojana* and *Indira Awaas Yojana* implemented by Rural Development and Panchayati Raj Department of Government of Rajasthan.



Improving Health and Service Delivery

CUTS in partnership with Transparency and Accountability Programme of the R4D Institute, Washington DC and Human Development Network of the World Bank, Washington DC and in active collaboration with the Department of Health & Family Welfare, Government of Rajasthan, implemented a project entitled 'Ensuring Improved Service Delivery through Community Monitoring of PHCs in Tonk District of Rajasthan' from August 2009 to October 2010.

Keeping in mind the community monitoring aspect of National Rural Health Mission, civic engagement was kept as the central point of this research project which looked into the service delivery through public health centres and the aspect of absenteeism.



Developing a Culture of Good Governance

CUTS with the support of the ANSA-SAR initiated a project entitled 'Developing a culture of good governance and accountability in the state of Rajasthan, India by involving CSOs and building their capacity with a focus on improving the public expenditure outcomes'.

Under this project, a cadre of people having deep interest and faith in SAc tools in the area of bringing a culture of good governance would be trained in CSC and they, in turn, would be utilising it in NREGS primarily and in other schemes later.



PARTICIPATION IN INTERNATIONAL SPECIAL EVENTS

- Presented a paper on 'Analysing the Public Sphere/Political Context: Learning from India' at a two-day workshop on 'Generating Genuine Demand with Social Accountability Mechanisms' organised by The Communication for Governance & Accountability Program (CommGAP) World Bank in Paris, on November 01-02, 2007
- Demand for Good Governance (DFGG) Summit organised by the World Bank in Washington DC on June 02-03, 2008
- Presentation on 'Improving Public Expenditure Outcomes of Mid-Day Meal and National Rural Employment Guarantee Schemes through Social Accountability Approaches: Field Experiences from Rajasthan, India' in a BBL event organised by SASDD team on June 04, 2008
- Presentation on 'Community Monitoring of Absenteeism and Service Delivery in Health Sector Rajasthan, India' organised by the Results for Development (R4D) Institute and the World Bank under the Transparency and Accountability Programme (TAP) in Washington DC on March 25, 2010





... thank you once again for allowing me to visit CUTS and learn more about the excellent work that you are doing, in addition to the TAP project...Congratulations on an excellent study, and we look forward to hearing more about your dissemination/advocacy soon!... it is exciting to hear that your study is getting such great recognition from a diverse set of stakeholders in India!

Courtney Tolmie

Senior Programme Officer, R4D Institute
Washington DC, USA

Investment in accountability mechanisms by the government is a prerequisite to enhance the outcomes of the welfare schemes. Less than one percent of the budget of any scheme, if invested in using accountability mechanism, can do wonder.

Parmesh Shah

Lead Rural Development Specialist, Rural Development Department
South Asia Region (SASRD), The World Bank, Washington



The RTI project implemented by CUTS went beyond raising awareness to provide application filing and handholding support. The results are convincing that this strategy worked. I believe that the project has good potential to be showcased as a model for using RTI to advance citizen demand for good governance and reduce corruption.

Vinay Bhargava

Board Member, Partnership for Transparency, Washington DC, US

We would very much appreciate if CUTS could be with us for a session on PETS. A note of gratitude for the wonderful presentation and the anchoring of discussions during the workshop organised for the potential grantees of the second ANSA Grants Programme.

Gopakumar K Thampi, PhD

Chief Operating Officer, ANSA-SAR & Global Institute of Governance Studies
BRAC University, Dhaka, Bangladesh



The SASRD of the World Bank partnered with CUTS on piloting 'Participatory Expenditure Tracking' tool in the context of provision of mid-day meals in the rural primary schools. I found that CUTS took a keen interest in this pilot and provided able leadership to the project.

J.V.R. Murty

Water Institutions Development Specialist, WSP-SA
The World Bank

Partners in Development



ANSA
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