

**A Report**  
**on**  
**Application of Social Accountability Tool ‘Community Score Card’ (CSC)**  
**on the NREGS Service Delivery**  
**Sirohi, Rajasthan, March 12-15, 2008**

CUTS Centre for Consumer Action Research & Training (CUTS CART) team consisted of OP Arya along with George Cheriyan and RK Sharma visited Sirohi district for application of the Community Score Card (CSC) at field level during March 12-15, 2008 under the project entitled, “Assessing Quality & Quantity (2Qs) Outputs of the National Rural Employment Guarantee Scheme (NREGS)”, as per provisions of NREGA (2005) in Sirohi District of Rajasthan. The project is being implemented in partnership with the World Bank.

Prof. Santosh Kumar who was invited as a resource person from the Mahatma Gandhi Labour Institute, Ahmedabad facilitated the entire process of CSC. For application of the CSC tool, Watera and Rohida *Gram Panchayats*, in Pindwara block of the district, were selected in close consultation with concerned officials of the district. For tool application exercise, the Rohida *Gram Panchayat* was finalised where the relevant stakeholders from both *Gram Panchayats* were assembled for four days, i.e. March 12-15, 2008

**The CSC Process**

The 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 extract 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/grassroots levels. It facilitates community monitoring and performance evaluation of services, projects and even government administrative units. Since it is a grassroots process, it is also more in use in rural areas. The CSC solicits user perceptions on quality, efficiency and transparency and generates direct feedback mechanisms between providers and users, building local capacity, and strengthening citizen voice and community empowerment.

The CSC is consisted of the following six key steps:

- Preparatory groundwork and organisation of the community gathering
- Input-tracking matrix
- Community Generated Performance Assessment
- Self Evaluation by the service providers
- Interface meeting and drawing of an action plan
- Follow up and Institutionalisation of the mechanism

Perhaps it was the first time in the history of development sector of the Rajasthan State when a CSC exercise was conducted.

**The Preparatory Work**

Under the preparatory work, OP Arya visited Rohida *Gram Panchayat* primarily to mobilise the relevant stakeholders, i.e. service providers and recipients and finalising other necessary logistic arrangements such as venue, catering and sitting arrangement, building acquaintance with village community etc.

OPA interacted with senior government officials at district headquarter in order to ensure active participation of different categories of service providers at grassroots. However, due to engagement of senior officials in very essential meetings/activities, an official circular could not be issued by them but their verbal instructions to concerned service providers, i.e. *Sarpanch*, *Up-sarpanch*, Ward members etc., made their effective presence during all four days.

### **Proceeding**

#### **Day One (March 12, 2008)**

The first day proceedings saw a gathering of 65 participants from both *Gram Panchayats* including *Sarpanchs*, *Up-sarpanchs*, ward members, *Zila Parishad* member, mates (Supervisors) and the beneficiaries, who are working under the NREGS. Soon after the registration and formal round of self-introduction, the day progressed in accordance with the fixed agenda.

Prof. Santosh Kumar explained the terms ‘service’, ‘responsibility’, ‘accountability’ as well as ‘social accountability’ to the participants by giving various examples. While elaborating the term “accountability”, he stated that it is realising and obeying one’s responsibilities up to a set benchmark. It was followed by discussion on various components of the CSC and its significance in improving the service delivery. The several constraints, on the part of service providers and recipients and its repercussions, captured space during the discussion. Amongst all components, only the “input tracking” could be described by end of the day. The curiosity and anxiety amongst the participants for CSC exercise led it towards building appropriate environment in generating understanding about its application. Towards the end of the day, participants were urged for their continued presence for scheduled duration of CSC.

#### **Day Two (March 13, 2008)**

The second day proceedings began with the recap of previous day discussions. The *Up-sarpanch* of the Rohida *Gram Panchayat*, Shri Traymbaklal Dave briefly presented views on the rest of the CSC’s components, viz. “community generated score card”, “self evaluating score card”, “interface meeting” and “formation of action plan”. By drawing charts, he described, with examples, each and every step of the CSC. The emphasis was given up on priority based indicators selection, indicators scored with adequate reasoning and suggestions to overcome the obstacles in way of better service delivery. Under the self-evaluation process by the service providers, they were requested to be fair enough while assessing and scoring their own performance since it is essential for a meaningful CSC.

The participants turned up actively due to periodic opportunities given to them to come up seeking clarifications. During the exercise, the focus was on improving service delivery mechanism under the NREGS by strengthening logical and convincing ties between service providers and recipients. The potency of CSC tool was also demonstrated that how it is equally effective in improving service delivery across the range of services, i.e. education, health, electricity, water etc. Describing the uniqueness of the CSC, Prof. Santosh Kumar told that it is an effective tool to remove problems/loopholes in service delivery mechanism and promote “good governance”.

#### **Day Three (March 14, 2008)**

The day witnessed the real exercise of CSC application. The participants were divided in to two groups in respect to their *Gram Panchayat*. After a brief recap of previous day proceedings and learning by the *Sarpanch* of the Watera *Gram Panchayat*, Shri Chandrkant Sobhavat, both groups were put into “input tracking” exercise. For that, two different services/tasks, which were accomplished in Watera and Rohhida *Gram Panchayats* under the NREGS, were chosen by both groups.

The Rohida *Gram Panchayat* group chose “approach road (*rapat*) work” where as “small water reservoir (*nadi*) work” by the Watera *Gram Panchayat* group, as the service deliveries to be assessed. The collective attempts for “input tracking” set down various indicators for assessing the quality and quantity of service delivery. Prof. Santosh Kumar, RK Sharma, George Cheriayn and OP Arya facilitated the entire process of “input tracking” in both groups.

On completion of “input tracking”, both groups were divided in to four sub-groups splitting the service providers and recipients representing both *Gram Panchayats*. Equal time slot was fixed for each group to exercise the “community generated score card”, “self-evaluation score card” and “scoring various indicators” supported with adequate reasons and suggestions. All groups did commendable work and they come out with very interesting issues such as “lack of information and employment”, “less wages”, “jobcards not issued”, “unavailability of creche at worksites”, “misbehave with females labourers by mates” and more.

Also, they came up with quoting evidences and provided concrete suggestions to fill in the gaps in the way of improved NREGS implementation. The activism level of groups participant was this much high that they were not ready to stop it and continued with discussion even during the lunch.

Then was decided to conduct “interface meeting” only for the Rohida *Gram Panchaya*. The Watera *Gram Panchayat* group was told to stay back and watch closely the “interface meeting” of the Rohida *Gram Panchayat*. The first “interface meeting” began with reading out the various charts scribbled by the groups. The most sincere part of the first interface was honest approach of service providers towards adapting improvement. The key demands raised from service recipients were for “correct, complete and timely information”, “adequate amenities at work sites”, “demand base employment” “dismissal of incompetent mates”, “correct work measurement on daily basis” and “constant monitoring at worksites by competent officials”.

RK Sharma facilitated the interface of the Rohida *Gram Panchaya* and based up on collective suggestions, an action plan was emerged with set work responsibilities and dead lines. The first interface concluded with a hope for incorporating corrective measures in the NREGS implementation. Shri O. P. Chauhan, Executive Engineer (NREGS) also attended the workshop briefly and closely observed the process of application of the CSC tool. He thanked CUTS CART for the attempts in making the services assessable in an improved mode to deserving recipients.

#### **Day Four (March 15, 2008)**

The second interface for Watera *Gram Panchayat* was done. The issues were more or less same as emerged in previous day interface. Through an in-depth discussion, various suggestions emerged out and that were taken into the record of action plan prepared for. Prof. Santosh Kumar facilitated the second interface and George Cheriyan also provided his suggestions for better outcome of the activities.

Prof. Santosh Kumar concluded the session with thanks to the participants and reiterated that the CSC is for assessment of “service delivery” not the “service providers”. The participants assured him for appropriate actions meeting the fixed responsibilities and dead lines resulting in better service delivery under the NREGS.

Chandrakant Sobhavat and Shri Traymbaklal Dave extended thanks to Prof. Santosh Kumar and CUTS CART team on behalf of the participants and village community and mentioned that they are fortunate enough to be part of the first CSC in Rajasthan. The *Zila Parishad* member, Shri

Bhoori Bhai also expressed his views knowing about importance and methodology for application of the CSC tool.

RKS also thanked the participants for their active cooperation and suggested to move ahead to achieve set deadlines by fulfilling their respective responsibility. He urged them to propagate the CSC tool in entire Sirohi district and also recommend the government to support it. Finally, OPA thanked all on behalf of CUTS CART for their enthusiastic participation in the exercise and concluded the workshop with a story stating the benefits that emerged out through teamwork. He also suggested jointly, the service providers and recipients, to join hand in order to pave a way for the NREGS implementation making it more beneficial for the community.

### The CSC Outcome

The CSC outcome for both villages emerged in a form of an action plan. The translated version is presented in the matrix as below:

#### The Rohida GP Action Plan

S.N.	Indicator	Total Score	Suggestion	Responsibility	Time Frame
<b>I. Common</b>					
1.1	- Information about <i>rapat</i> and its budget.	0/09	- Information should be given in periodic <i>gram sabha</i> . Also, it should be displaced on boards at <i>GP</i> office and different public place in the village.	- <i>Panchayat</i> secretary, <i>sarpanch</i> & all ward members.	- Board fixation by March 31, 2008 and information display by same day.
1.2	- Behaviour of the service providers.	02/05	- The mate should be skilled and a reputed person. The incompetent and misbehaving mates should be dismissed.	- <i>GP</i> and the <i>panchayat</i> secretary.	- April 01, 2008.
<b>II. The Service Recipients (Beneficiaries)</b>					
2.1	- Providing employment.	01	- By filling the Form No. 6.  - Arrangement of Form No. 6 and providing it to the beneficiaries on demand.	- Beneficiaries.  - Ward members, <i>sarpanch</i> , <i>up-sarpanch</i> & <i>panchayat</i> secretary.	- As and when required.  - March 21, 2008.
2.2	- Period of <i>rapat</i> construction.	06	- The work should be based up on technical grounds and known to public.	- <i>GP</i> , local technically skilled person and village development committee.	- April 01, 2008.
<b>III. The Service Providers</b>					

3.1	- Timely wage disbursement.	05	- The work measurement should be on daily basis and get sanctioned the muster roll timely.	- Employment secretary, village secretary and <i>panchayat</i> members.	- April 01, 2008.
3.2	- Monitoring by the <i>GP</i> .	05	- The public representatives and vigilance committee will do the systematic inspection.	- <i>GP</i> members.	- April 01, 2008.
3.3	- Arranging work register at work site.	05	- It will be the responsibility of the mate and assistant secretary that work register is available with the mate at work site.	- <i>GP</i> members.	- April 01, 2008.

### **The Watara GP Action Plan**

S.N.	Indicator	Total Score	Suggestion	Responsibility	Time Frame
<b>I.</b>	<b>Common</b>				
1.1	- Location of <i>nadi</i> .	8/10	- Next time the location will be selected properly and information will be given in the <i>gram sabha</i> .	- <i>GP</i> and citizens.	- April 01, 2008.
<b>II.</b>	<b>The Service Recipients (Beneficiaries)</b>				
2.1	- <i>Gram sabha</i> and information dissemination.	02	- The date of conducting the <i>gram sabha</i> should be brought under the notice of all by beating drum and mike announcement.	- <i>GP</i> , <i>Sarpanch</i> and all members	- The <i>gram sabha</i> for April 2008.
2.2	- The wages are coming low.	07	- Timely measurement.  - The work measurement should be on same day.  - All labourers should be given the work.  - The task should be fixed in accordance to the work site.	- <i>Mate</i> , labourers and <i>GP</i> .  - <i>Mate</i> and labourers.  - <i>Mate</i>  - <i>GP</i> , mate and technical expert.	- April 01, 2008.  - April 01, 2008.  - April 01, 2008.  - April 01, 2008.
<b>III.</b>	<b>The Service Providers</b>				
3.1	- Facilities being provided by the <i>GP</i> .	08	- All facilities should be made available at work site.	- <i>GP</i> members, <i>panchayat</i> secretary and	- April 01, 2008.

				mate.	
3.2	- The work quality and design.	08	- The site selection must be correct and appropriate from technical angle.	- GP, panchayat secretary and technically skilled person.	- April 01, 2008.

*OPA/2008.03.29 (revised)*