

# Piloting of **SOCIAL WATCH**

An Approach Paper

**A Citizens' Watch Approach to Improving People's Participation and Dialoguing with the Duty Bearers to enhance Transparency, Accountability, and Responsiveness in the Governance of Public Schemes and Services**

## **1 Social Watch – Cornerstone to People-led Democracy**

Active citizenship is key to real democracy – active participation by citizens is an objective as well as the mechanism for achieving real democracy and development. The ultimate test of good governance and inclusive development is how effectively the processes and institutions of governance are fulfilling their commitments to the citizens, and ensuring delivery of public services right up to the excluded and marginalized sections of society.

Social Watch is nothing but an approach towards building social accountability that relies on active civic engagement, i.e., a process in which ordinary citizens and/or civil society organizations participate directly or indirectly in exacting accountability from the duty bearers. It refers to a broad range of actions and mechanisms that citizens can use to hold the state accountable.

Traditionally, efforts to increase the efficiency of the “supply-side” of governance have relied on methods such as administrative rules and procedures, audits, and formal law enforcement agencies like courts and the police. These “top-down” accountability promoting mechanisms have met with only limited success. More recently, increased attention is being paid to the “demand side” of governance – that is to strengthening the voice and capacity of citizens (especially poor citizens) to directly demand greater accountability and responsiveness from public officials and service providers.

In recent years, increased opportunities to use participatory data collection and analysis tools combined with enhanced space and opportunity for citizen engagement with the state have widened the scope to incorporate social watch or social accountability practices right from the community level to higher-ups – through establishment of solid evidence bases and direct dialoguing and negotiations with government office holders. These include, for example, participatory planning, citizen-led monitoring and evaluation of public services including social audits, citizen report cards, community score cards, facility mapping reports, participatory expenditure tracking and many others.

Thus, enhancing the ability of citizens to engage with public servants and politicians in a more informed, direct and constructive manner is what the Social Watch practices outlined in this paper are all about.

## **2 Why Social Watch?**

There are a number of poverty alleviation programmes which include wage employment programmes, rural housing, social security programmes, land reforms and devolution of powers and functions to institutions of local self-governance. Lack of people's participation in various stages of programme planning and

implementation, lack of transparency in the operation of the schemes, inadequate monitoring and often weak anti-corruption mechanisms have resulted in slow progress towards poverty eradication.

There is a need for citizens to engage with the Government's service delivery processes and mechanisms, particularly on the issues of quality of these services and whether they are reaching those for whom they are intended. Though budgetary allocations for the social sector have increased through a plethora of poverty alleviation schemes and programmes, the outreach of these programme as well as timely utilization of the resources continues to be a challenge in Odisha and elsewhere. There are a variety of reasons for this. Some of these are institutional in nature like delays and leakages within the system, some are due to the lack of effective service providers, whilst some are the result of poor designing and targeting and the use of resources/programmes for political patronage.

For every programme, there are structured monitoring systems in place. But, these are part of the government mechanisms and only executives have the mandate to monitor and provide their remarks on a structured format. Further, the development projects are monitored mostly on the basis of financial allocation and utilization of funds, and rarely on the basis of what impact they create. The community members are never part of this process and these monitoring findings are not shared among the community. This results in exclusion of community opinion and voices on the development initiatives undertaken by the government.

Gains for poor people can come not just from increased budget allocations to the social sector, but through more efficient and effective use of existing resources, programmes and schemes. To ensure more effective use of resources it is essential that there be effective citizen-led watch processes in place that can ensure transparency, responsibility and accountability within the systems and processes of governance. Such watch processes will also ensure that the poor themselves participate in the making of decisions that directly affect them.

The social watch processes outlined here will thus help enhance citizen information and voice creating the need for downward accountability and creating mechanisms for participatory monitoring and citizen-state dialogue and negotiation, and in doing so contributing effectively to more informed policy designs and effective delivery.

### **3 Social Watch Experiments by CYSD: The Journey So Far**

CYSD has always believed that participatory governance will become a reality only when strong, aware, responsible, and vibrant citizens and citizens groups come forward and actively participate in decision-making processes. In keeping with this, CYSD has been striving hard to build the capacities of citizens on how to exact transparency and accountability from the different processes and institutions of governance at all levels. Developing and promoting different kinds of tools and processes for empowering people to undertake citizen-led monitoring of governance programmes and schemes constitutes a key pursuit of the centre. During the last two decades, CYSD has promoted and demonstrated the use of a number of Social Watch Tools and Processes, some of which stand mentioned below:

#### **3.1 Community Monitoring for Improving the PDS**

CYSD introduced Citizen led Monitoring (CLM) of PDS in 6 GPs of Koraput and Kandhamal on a pilot basic. The objective was to improve transparency and accountability in the functioning of the PDS and the strategy was to empower people with the knowledge and techniques to measure their entitlements so that they can raise collective voice against the irregularities in the PDS. In 6 GPs around 5000 card holders were trained in the use of various CLM tools. They were trained on how to measure their entitlements and keep records/ evidences of lapses. Locally formed Food Security Committees were capacitated to use Community Score Cards to evaluate

the performances of the fair price shops and through “tracking tool” to monitor the allotment, lifting and distribution at the GP level.

While starting the intervention it was found that on an average the card holders suffered loss to a tune of 4 kgs of rice from their monthly entitlement of 25 kg. Similarly instead of 4 liters of Kerosene oil the card holder could get only 2 liters. Further the quality of the items received was far from satisfactory. Backlog items were often forfeited. Within a span of two years of the implementation of CLM, both the quality and quantity of PDS food grains improved substantially in all the 85 villages with almost zero loss of rice. Because of the CLM and the use of Community Score Card, fair price shops started adhering to the mandated norms. Gaps in allotment and lifting and between lifting, distributions could be minimized.

CLM provided a scope for informed public debate to identify problems, find feasible solutions and build consensus around them. It also helped activate the dormant public institutions such as GP level PDS Vigilance and Advisory committees creating pressure on them to work in tandem with the food security committees to check pilferages and enhance transparency at all levels.

### **3.2 Community Monitoring to Improve Maternal and Child Health**

A process of community monitoring of maternal and child health was taken up in 70 tribal villages of Kandhamal and Sundargarh districts of Odisha in 2012. Care was taken to activate the community level committee of Gram Kalyan Samiti (GKS) that steered the CLM process in their respective villages, starting from developing village health plans to keeping an eye on the health and sanitation situation in villages, and tracking health care access by the pregnant and lactating mothers and the new-born children - with special focus on the maternity schemes like the Mamata, JSSK and JSY.

With the revival and regularization of the GKS meetings, women started regularly visiting the ANM on Mamta Diwas, the anganwadis were closely monitored and MDM checked. CYSD also formed a Committee of Adolescent Girls (10-18 years) called Kishori Kalyan Samitis that gave a platform to young girls to discuss issues related to hygiene, sanitation and marriage. CYSD, through its peer educators, spoke with girls about the legal age of marriage and health complications for the mother and child in case of an early pregnancy. Volunteers trained as Barefoot Auditors supported different committees as also the ASHAs and ANMS by spreading the word on meetings and trainings, reminding women about Mamata Diwas and even taking up issues with the GKSs and KKSs

The community leaders also periodically assessed the status of facilities at the PHC Sub-Centres, PHCs and even CHCs focusing on what facilities these are mandated to provide and what is actually available. Community leaders mounted this watch process making use of structured check lists and prepared Facility Survey Reports that were shared with the District Health Care Administration, thereby bringing about significant improvements in the service delivery at the PHCs and CHCs.

The process of CLM not only helped minimize the gap between the community need and the service delivery, it also greatly improved the quality of service delivery with considerable positive changes in the behavioral practices of people, thereby significantly increasing the incidence of institutional deliveries, the use of contraceptives and saving the lives of many a mother and new born during birth. Continuous engagement by people on the status of health services with the Block and District authorities helped develop a bonding between the service seekers and the service providers - with enhanced accountability practices demonstrated by government health functionaries.

### **3.3 Concurrent monitoring of School Mid-Day-Meal (MDM)**

In August 2014, following an agreement with the Government of Odisha, CYSD initiated a process of concurrent monitoring of the MDM with an aim to i) assess the status of implementation of MDM in the State, ii) find out gaps in implementation of MDM, iii) assess the impact of MDM on the students, and iv) recommend specific measures for improvement of the scheme. As many as 1215 schools from nine districts of the state were selected for concurrent monitoring of MDM.

The concurrent monitoring teams visited the sample schools, interacted with the Head/Assistant teachers, CCH, Students and SMC/Community members, observed the process of implementation of MDM in the school, verified the records available and captured required information as per the tools designed for the purpose. Before leaving each school, the team shared their recommendations in the form of School Observation Reports and also kept a copy of it with them for follow-up action. Revisits to 135 sample schools were made during the month of February, March and April, 2015 to observe the impact of concurrent monitoring. Monthly and Quarterly Reports reflecting the status of MDM, good practices, key issues observed, and action points to be taken at different levels were also shared with relevant officials at the block, district and state level for reference and follow-up action. It may be noted here that the concurrent monitoring brought about remarkable changes in the knowledge and awareness level, safety practices and behavioral changes of the teachers, cook-cum-helpers, students and the community.

### **3.4 Social Audit in MGNREGS**

Social audits – unlike the traditional financial audits conducted either by government auditors or chartered accountants – are people-led assessments of the outcomes and failings of a public scheme or a public institution, with a clear focus on how many people have been benefitted and how many have been deprived, denied or excluded from the services of the same, in what manner, and why. The process of social audit brings the service seekers to the Centre stage who rate the success of a development programme in relation to their needs and aspirations.

2008 was the year when CYSD started facilitating social audits in Keonjhar, Koraput and Sundargarh districts involving all stakeholders starting from the job-holders to the PRI members and the government officials – with an aim to assess how successfully the employment scheme was being implemented. The process brought to light a number of lapses like non-availability of work when it is needed the most, delayed and non-payment of minimum wages, denial of work to lactating mothers and people with disabilities, and lack of facilities like rest-shed and water at work sites. In the process, CYSD was recognized as one of the active members in the “public hearing committees” formed at the community level.

Basing on the learnings from the social audits in the said three districts, CYSD went on to play the role of a resource agency to around eight NGOs in around the same number of districts – in the form of preparing toolkits, field guides and training manuals on how to conduct social audit in MGNREGS, and building evidence bases on ground level issues – with an aim to influence policy level decisions at the state and national levels – through regular sharing and consultation with the district and state administration.

### **3.5 Assessment of ICDS in Odisha through Citizen Report Card (CRC) and Community Score Card (CSC)**

CYSD is pioneer in the state in promoting the use of Social Watch tools like Citizen Report Card (CRC) and Community Score Card (CSC) with an aim to improve the ICDS, one of the largest service delivery programmes in the state.

Conducted with the help of 350 households and for 40 Anganwadi centers in four blocks from the two districts of Koraput and Mayurbhanj, the Citizen Report Cards (CRCs) were participatory surveys that collected a quantitative measure of user perceptions on the quality, efficiency and adequacy of the ICDS services. But, the surveys also went beyond being just data collection exercises to serving as effective instruments to improve public accountability through extensive media coverage and civil society advocacy that accompanied the process.

The Community Score Card (CSC) process is a hybrid of the techniques of social audit, community monitoring and citizen report cards. Like the Citizen Report Card (CRC), the CSC process is an instrument to improve accountability and responsiveness from service providers. However, by including an interface meeting between service providers and the community that allows for immediate feedback, the process is also a strong instrument for empowerment as well. CYSD experimented this tool to assess the performance of ICDS again in ten AWCs from one Block in the district of Mayurbhanj. The process involved both the demand side (service users) and supply side (service providers) in assessing and identifying the areas of improvement. CYSD has also been engaged in imparting training on CRC and CSC to CSOs across the state.

### **3.6 Citizen Report Card on Public Services in Bhubaneswar**

In 2005, CYSD prepared a Citizen Report Card on Public Services in Bhubaneswar with an aim to assess the state of major public services in the city from a users' perspective, build a set of benchmarks for the future, create public awareness, and influence the urban governance system to improve the quality of services. Nine basic services namely, road, streetlight, PDS, public transport, police, primary education, health care, Anganwadi and housing (BDA) in general and three basic services in particular such as drinking water, waste management and supply of electricity were analyzed. The process covered both the slum and non-slum areas under the jurisdiction of the BMC. Feedback of the users (citizens) were collected on various dimensions such as access, usage, efficiency, responsiveness, corruption, overall satisfaction of the quality of services and suggestions to improve the quality of services. The Report Card revealed that while the users were reasonably happy with the quality of electricity supply, they were quite dissatisfied with the other services in question, especially drinking water supply and waste management. Service providers' responsiveness on people's grievances was quite low across the city. Poor behavior of the staff, delayed and inefficient problem solving, demand for bribes, lack of Standard Operating Procedures (SOPS) for activities were amongst the findings of the Report Card. When the Report Card was shared with the then Municipal Commissioner, he saw merit in the effort and agreed to repeat the process after a gap of three for ascertaining the improvements made possible because of the Report Card.

### **3.7 Budget Monitoring and Expenditure Tracking**

Apart from analyzing the trends and quality of annual state budgetary allocations and expenditure for social sectors like health, education and agriculture every year, CYSD has at different times, facilitated tracking of public expenditure in different forms. To name a few, Tracking and Analysis of District Budgets; Analysis of Health Care Expenditure in Odisha under the National Health Mission (NHM); and Analysis of Developmental Spending for the Juang Primitive Tribes are some of the processes that CYSD facilitated during the last decade.

Tracking and Analysis of District Budgets in Odisha: In 2012, a process of Citizen-led monitoring of District budgets for a period of three years (2009/10-2011/12) was undertaken in seven tribal dominated districts with special focus on the three social sectors of Health, Education and Agriculture. Analysis of data collected from the Allotment and Expenditure Report of the Odisha Treasury unearthed that on an average no district had fully utilized the allotments in any of the three years; the grants available under the 'Tribal Sub-Plan' to the three sectors had not been fully utilized in any of the three years. Furthermore, there was no virtual difference between the trends of spending out of the plan allotments and non-plan allotments to the said three sectors. Assignment of equal importance to both has thwarted the relevance of plan expenditure which is otherwise referred to as the developmental expenditure.

Analysis of Health Care Expenditure in Odisha under the National Health Mission (NHM): This watch process undertaken in 2011, aimed to understand the diverse dimensions of health care expenditure in Odisha under the then NRHM. It examined the different programmes and activities taken up under NRHM and allocation of funds for these programmes. At the same time, the monitoring also tried to check the expenditure pattern of some of the activities of NRHM. Care was taken to identify the values for money allocated for different activities and the challenges faced at different levels to implement the programme and proper utilization of the allocated fund. Examining the expenditure of the NRHM fund at the district level (for which Koraput was chosen) was an important component of the tracking which revealed that while the government is very much keen to provide more resources to the district level, the trend of utilization was far from satisfactory. The key recommendations made included suggestions to ensure 100% utilization of the allocated funds, increase programmatic expenditure rather than management expenditure, and park specific funds with the GKSs for covering transport costs of poor patients.

Analysis of Developmental Spending for the Juang Primitive Tribes: In a separate initiative, CYSD analyzed the special funds channeled through the Special Micro Agency called Juang Development Agency (JDA) for the development of the Juangas. The analysis focused on how were the allocations made to which sectors, in what manner were the funds spent and how much of the funds actually reached the individual households and how had they utilized the same and for what purpose. It was a kind of benefit incidence analysis that sought to ascertain how much benefit actually accrued to individual households from the Juang Development Agency funds.

### **3.8 Education Watch: Citizen-led Monitoring of Primary Education**

Traditionally, schools have been seen as an institution created from outside for which the villagers feel that they have no role to play nor any responsibility to participate in school activities. There has been no organized voice at all regarding the improvement of situation in elementary education. Thus, to help improve the relevance, quality and efficacy of primary education in the context of the needs and convenience of the learners, CYSD has been steering citizenry processes by bringing together educationists, teachers, civil society organizations, government officials and above all citizens' leaders under the banner of Education Watch for improving the quality of primary education in the state. The result of this process has successfully led to the publication two Citizen Watch Reports: I and II. While Education Watch-I focused on the learning process and the processes underlying the manifest behaviors of children with a view to identifying critical gaps with regard to realizing the objectives of UEE, The second report Education Watch-II focused on the status of elementary education of the children belonging to Scheduled Tribes (STs) in terms of community participation, equity, classroom practices and linkages with Early Childhood Care and Education (ECCE) services. Organizations, institutions, researchers, policy makers and others who are working for the cause of tribal children have found the Education Watch Reports useful in their work.

### **3.9 Capacity Building Support on Social Audit to Five Government Departments**

Encouraged by its success in conducting social audits in MGNREGS in three districts, and at the instance of the UNDP, CYSD engaged in a dialogic process with the Planning and Coordination Department, Government of Odisha and provided support to the State Social Audit Facilitators deployed in the District planning and programme implementation process. Social Audit Facilitators from as many as five departments, namely the Departments of School and Mass Education, Rural Development, Panchayati Raj, Women and Child Development and Food Supplies and Consumer Welfare were trained on how to conduct social audits in programmes like MGNREGA, MDM, ICDS and PDS.

## 4 Institutionalization of Social Watch: Possible Synergy with Government of Odisha through Piloting in Select GPs

Based on the above-portrayed rich repertoire of expertise and experiences in promoting active citizenship and social watch tools and processes, CYSD envisages a pivotal role for itself in developing a full-fledged mosaic of action framework and institutional mechanisms for rolling out a comprehensive process of social watch in select Gram Panchayats, on a pilot basis, in close collaboration with the State. The larger vision is to institutionalize the process of Social Watch as a collaborative means of improving people’s participation in the governance processes and institutions, enhancing transparency, accountability and responsiveness within the same and improving the quality and reach of public services and schemes.

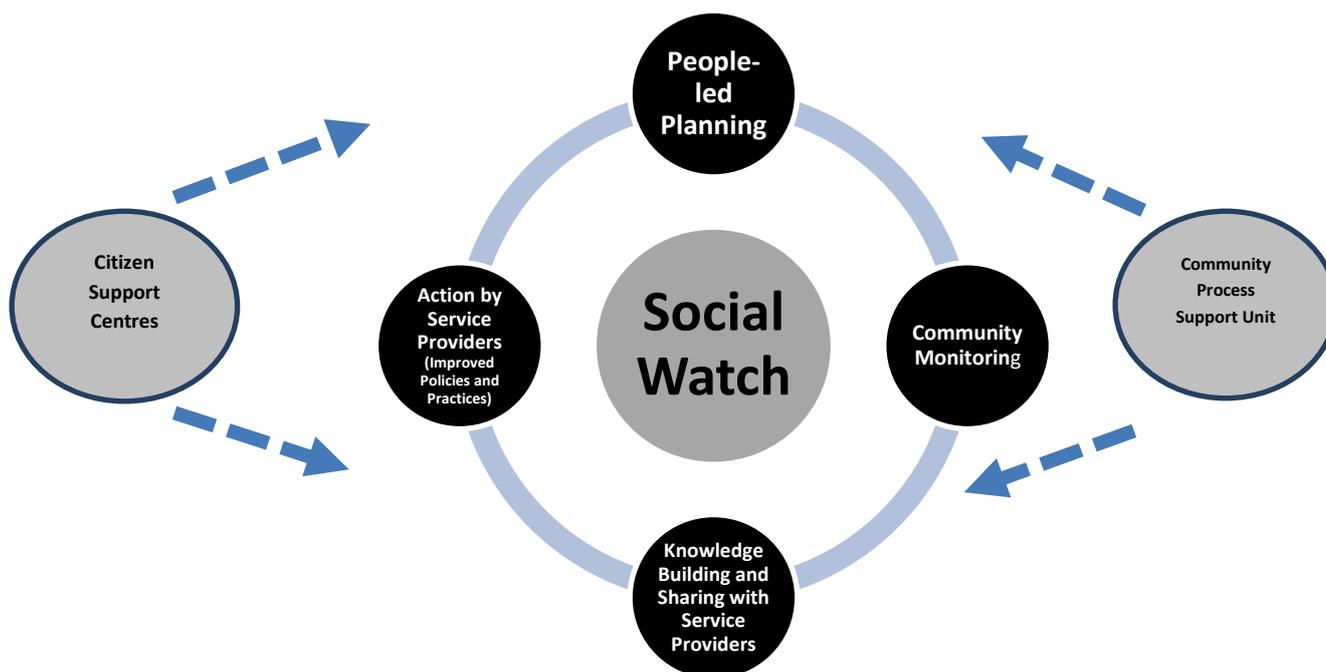
### 4.1 Piloting of Social Watch in 20 Gram Panchayats in 2 Districts (Koraput and Mayurbhanj)

Against this backdrop, it is proposed that a comprehensive Social Watch model comprising all the tools and methods like people-led planning, community-led monitoring, and citizen-led evaluation of development performance with the use of tools like Social Audit, Citizens Report Cards, and Community Score Cards etc. be piloted in select GPs of Odisha, in a systematic manner. It would be helpful to involve other Civil Society organizations and academic institutions in the process as well.

As part of a comprehensive social watch process, the following processes be rolled out, especially in the areas of Food and nutrition security, basic public and maternal and child health care, early childhood care and education, elementary education, rural employment, and social protection.

- Developing and Strengthening Citizen Leadership;
- Formation of People’s Watch Groups and Training for them;
- Establishment/ Activation of Citizen Support Centers;
- Promoting People-led needs assessment and planning;
- Piloting of the various tools and processes of community-led monitoring; and
- Knowledge development and collective reflection involving service seekers and providers;
- Knowledge Development and Sharing between Service Users and Providers

DOMAINS OF SOCIAL WATCH
Food and Nutrition Security
Public Health and Maternal and Child Health Care
Early Childhood Care and Education
Elementary Education
Rural Employment
Social Security/ Protection



#### 4.1.1 STEP-1: Developing and Strengthening Citizen Leadership

One of the key strategies will be to identify active citizens from the community and train them to emerge as citizens' leaders, who would individually and collectively seek justice and public solutions to the lack of citizenship rights and entitlements. These Citizen Leaders would facilitate their fellow villagers to have knowledge, skills, scope and responsibility to make decisions, and influence the process of service delivery. Care would be taken to promote women leaders in particular. Following steps will constitute the action process.

- a. Identifying potential leaders and building their capacity (training, exposure, interface, advocacy, etc.) to play their role effectively;
- b. Enhancing community awareness on social and economic issues, existing legal provisions, role of leaders, etc.;
- c. Connecting citizens' leaders with other citizen leadership-based organisations /networks at local, and district levels on identified issues

#### 4.1.2 STEP-2: Formation of People's Watch Groups and Capacity Building Support for them

PEOPLE'S WATCH GROUPS drawing representation from different sections, especially youth and women will be formed at three levels - village, gram panchayat, and Block levels. The trained Watch Group leaders will form the back-bone of the collective watch process; they will i) generate greater community awareness with regard to rights/entitlements under the target schemes and services and how to access the same; ii) identify the various implementation level issues (e.g., issues of denial, exclusion and discrimination; iii) organize and facilitate the planning exercises in the villages; iv) roll out and steer the community monitoring processes, organize social audits, and prepare Citizens Reports; v) engage with the various monitoring/ advisory/ vigilance committees (like the GKS/ SMC/ MGNREGS M&VC, etc.) and service providers at multiple levels; and vi)strengthen grievance redressal.

The Village level and GP level WATCH GROUPS will meet every month.Action plans will be agreed upon to address the emerging pertinent issues, progress on which will be assessed in the ensuing meetings. Quarterly meetings might be organized at Block level where the unresolved issues from the village/GP level meetings

would be identified and escalated to the Block level officials. In effect, such meetings will help organize the communities for collective action and informed negotiation.

Series of trainings will be organized to improve the capacity of the Watch Groups, with special focus on the guidelines of targeted schemes and services, the roles and responsibilities of various service providers, the tools and processes of community monitoring, the rationale and the process of social audit, the use of RTI Act and the art of constructive engagement and dialoguing with the service providers. It will also focus on leadership and skill building for effective negotiation and communication.

#### **4.1.3 STEP-3: Establishment of Citizen Assistance Bureaus (CABS) at the GP level**

In all the 20 pilot GPs, Citizen Assistance Bureaus will be established and managed by trained Community Resource Persons (CRPs). The CABS would be 'single-window' citizen assistance centres mandated to deliver information, knowledge, skills and certain types of services. The CRPs would help villagers to i) access need-based information/advisories/IEC inputs on their entitlements; and ii) apply for and access the same; iii) lodge grievances to, and clarify doubts from appropriate levels; and iv) follow-up on and track the status of their applications and grievances.

The CABS, equipped with Computers, Printers, Mobile phones and Internet would disseminate the 'Government-to-Community' (G2C) information from the Community Support Center of CYSD. The Community Resource Persons (CRPs) placed with the CABS will download and print information, application forms and advisories from government for distribution amongst communities; they will also help community members to in filling up the application forms and writing the grievances. On the other hand, the CABS would also send 'Community-to-Government' (C2G) communication like individual grievances and suggestions to the Community Resource Support Center of CYSD which would be subsequently be transmitted to the appropriate authorities of the relevant government department. The CABS would also be equipped with printed copies of various scheme application forms so that the same can be used by the community members for applying for scheme benefits and lodging grievances.

In short, these CABS would serve as kind of mini secretariats/ forums for the rural people to meet, share and discuss their issues, to access information and other logistic support and as a record keeping facility centre. As much efforts as is possible will be made to activate the already existing but non-starter Rajiv Gandhi Seva Kendras (RGSKs) and the Common Service Centres (CSCs) started by the Government of Odisha.

#### **4.1.4 STEP-4: Development of People-led Plans in Palli/Gram Sabha**

Steps will be taken to undertake bottom-up, participatory process of people-led planning in the target villages and GPs so that the needs, hopes and aspirations of the excluded and marginalized sections, especially women can be reflected in the Palli/ Gram Sabha Plans. The plans developed at the village/ Palli Sabha level would be aggregated at the GP level, and the GP level plans would be aggregated at the Block level and in similar fashion the entire process can be aggregated at the district level. This will help empower the District Planning Committees (DPC) to deliver their mandates more effectively.

The process will start with pre-Palli/Gram Sabha preparatory planning meetings in all the target villages and GPs. Efforts will start with obtaining the Dates and Agendas of the Sabhas in advance. Target communities will be made aware of the dates and agenda points (schemes, criteria, status of implementation/ expenditure, future plans, etc.) for information, discussion and collective decision making. Discussions will be held to plan the development schemes to be implemented in the target areas (e.g., activities to be taken up in MGNREGS) and to have common consensus on the potential beneficiaries for the targeted schemes and services. It will also help people in making possible organized presentations of community needs in Palli/ Gram Sabha meetings, and collective decision making on the same. People will be empowered to ask questions on implementation issues.

This is expected to greatly improve the quality of participation of the target communities. Care will be taken to prepare and include Sub-plans focusing on women’s needs and aspirations.

#### 4.1.5 STEp-5: Piloting of Various Tools and Processes of Community-Led Monitoring (CLM)

The next step will be to initiate and regularize a comprehensive community monitoring system to generate ground level citizens’ views and feedbacks on what is missing and what steps are needed to improve the performance of the flagship schemes/ services of the government in the areas of food and nutrition security, basic public and maternal and child health care, early childhood care and education, elementary education, rural employment, and social security.

The monitoring system will comprise the full spectrum of citizen watch tools and processes like periodic community monitoring, Citizens’ Report Cards, Community Score Cards, Social Audits, and Participatory Expenditure Tracking, depending on the suitability and applicability of the tool vis-à-vis the scheme/ service to be monitored. Also, there will be variations in the frequency of the use of the tools. For example, while the PDS or the public situation in the village (especially the maternal and child health) would be watched by the community on a monthly basis (with the help of a monitoring framework and some pictorial tools), Citizens Report Cards/ Score Cards would be prepared for monitoring the quality of the services received from the ICDS centres, PHC sub centers and Schools, on a six-monthly or annual basis. These service providing centres would also be subjected to facility mapping surveys (on an annual basis) with the help of structured checklists.

As part of the process, all the targeted schemes and services would be subjected to Social Audits on a six monthly basis. Prior to conducting the Social Audits, information on the process along with prior-disclosure of all relevant information relating to the scheme being audited (such as budget, beneficiary list, muster roll, expenditure, etc.) – would be collected and disseminated to target communities. Government officials responsible for the said schemes/ services will be requested to join the social audits and engage with the target communities on scheme implementation in public forums.



Based upon the community monitoring results, care will be taken to develop detailed Citizens Reports on the implementation status of the said schemes/ services in the target Blocks for sharing with the Block authorities and District level officials – for familiarizing them with what the citizens feel and suggest as to how to improve the performance of the same.

Efforts will also be made to subject the schemes and services to Participatory Expenditure Tracking Surveys (PETS) that would collect information on the facility characteristics, financial flows, outputs (services delivered), accountability arrangements, etc. The focus would be on tracing the flow of resources from origin to destination and determine the location and scale of anomaly. Complimentary to the qualitative monitoring on the perception of users in nature, these would highlight not only the use and abuse of public money, but also would give insights into cost efficiency, decentralization and accountability.

Based on the entire experience, steps will be taken to develop collaborative written pronouncements (joint statements by service seekers and service providers) defining the nature, quality, and standards of service delivery that the delivery process must subscribe to, including the availability of choice for consumers, avenues for grievance redressal and other related information. The Citizens’ Charters would be useful expressions of understanding between the citizen and the service provider about the nature of services that the latter is obliged to provide.

#### **4.1.6 STEP-6: Knowledge Development and Sharing between Service Users and Providers**

The community-led monitoring process would bring out new practical approaches and options in handling the emerging problems and issues in question. Documentation of emerging good practices, validating the lessons and consistent promotion of learning is critical to governance reforms and innovation at various levels. Often, valuable experiments are lost to interested practitioners and the whole purpose of the work goes awry. Therefore the following interventions would be taken up in the piloted Gram Panchayats:

- a. Development of validated case studies, customized communiqués, and other communication materials in non-technical and simple language (local languages wherever necessary);
- b. Development and facilitation of Communities of Practice (COP) and linking with other COPs existing elsewhere;
- c. Documentation of creative approaches of ensuring social accountability, grievance redressal, etc. (e.g., creative use of Right to Information);
- d. Organization of regular face-to-face or virtual learning exchange programmes involving wider cross-section of stakeholders; and
- e. Development of audio-visuals and other materials for knowledge sharing and building.

## **5 How to Operationalize: A Roadmap**

### **5.1.1 Role of the Planning and Coordination Department**

CYSD proposes that the experiment of piloting the Social Watch process at the grassroots level be anchored by the Planning and Coordination (P&C) Department, Government of Odisha. The help of the Orissa Modernizing Government Initiative (OMGI) may be mobilized for serving as a technical cell to steer the participatory planning, monitoring and watch process. The District Planning and Monitoring Units (DPMUs) and the District Planning Committees (DPCs) can provide the necessary support at the district level. The necessity of setting up an inter-departmental task force may also be considered.

Resource support for the piloting may be leveraged from the Poverty and Human Development Monitoring Agency (PHDMA) of the Planning and Coordination Department for supporting the various above-stated IEC, orientation, training, and other capacity building initiatives.

### **5.1.2 Role of CYSD and its Community Process Support Unit (CPSU)**

CYSD has a dedicated Community Process Support Unit (CPSU) that is adequately equipped to provide technical support to all kinds of community level processes starting from people-led planning to citizen-led monitoring, audit and other ancillary watch processes. The unit has the necessary competence in developing need based IEC materials, training modules, field level guidebooks, and learning documents. The CPSU of CYSD will be too happy to build an enabling environment of mutual trust and sharing between the service users and the service providers, provide the necessary training and orientation to the identified Citizen Monitors/ Social Watch Facilitators, develop user-friendly resource material in locally-relevant idiom and language, and provide hand-holding support at the ground level during the Palli/Gram Sabha planning and subsequent monitoring and watch processes in the pilot Gram Panchayats.

At the ends of the one-year piloting in the 20 GPs, an evaluation would be made to assess what changes have accrued as a result, basing on which the State Government might think of bringing improvements in the model and mainstreaming the same across the state.

## 6 The Expected Result

The initiative will go a long way towards bringing a revolution in the state by creating a mechanism that will enable conscious citizens from different quarters to identify and act on the aspirational and practical needs and dreams of the millions of poor and marginalized inhabitants of the state.

Some of the concrete outcomes of the piloting will be -

- Increased opportunity for people to reflect about their own roles and responsibilities
  - Greater awareness and ownership of programmes/ projects by people.
  - Optimal and balanced utilization of resources (Finance + Human + Natural).
  - Increased demand generation for basic services,
  - Minimization of leakages and pilferage
  - Improved quality in the delivery of schemes/ services,
  - Synergetic planning, implementation and monitoring at multiple levels,
  - Enhanced returns on mainstream investment on development.
-