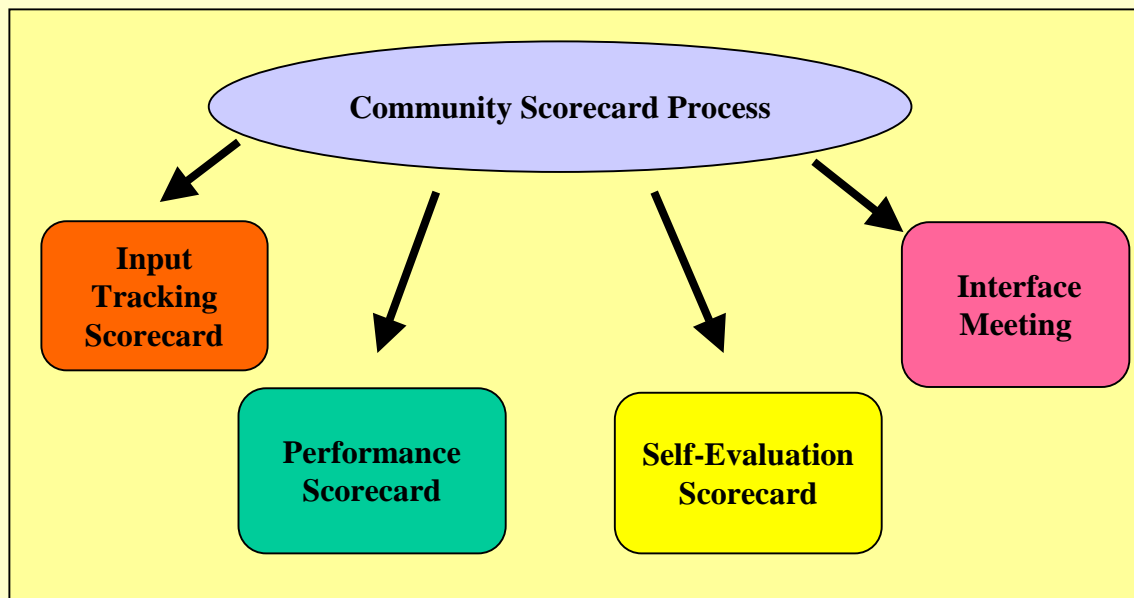




The Community Score Card Process

- Introducing the Concept and Methodology



**Participation and Civic Engagement Group,
Social Development Department, The World Bank**



THE COMMUNITY SCORECARD PROCESS

- Instrument to Exact Accountability
- But also Community Empowerment
- Hybrid of – social audit, PPA/PRA, and citizen report card
- ‘*Process*’ not just ‘scorecard’
- Emphasis on immediate feedback and reform
- Flexible and adaptive – no one way to implement

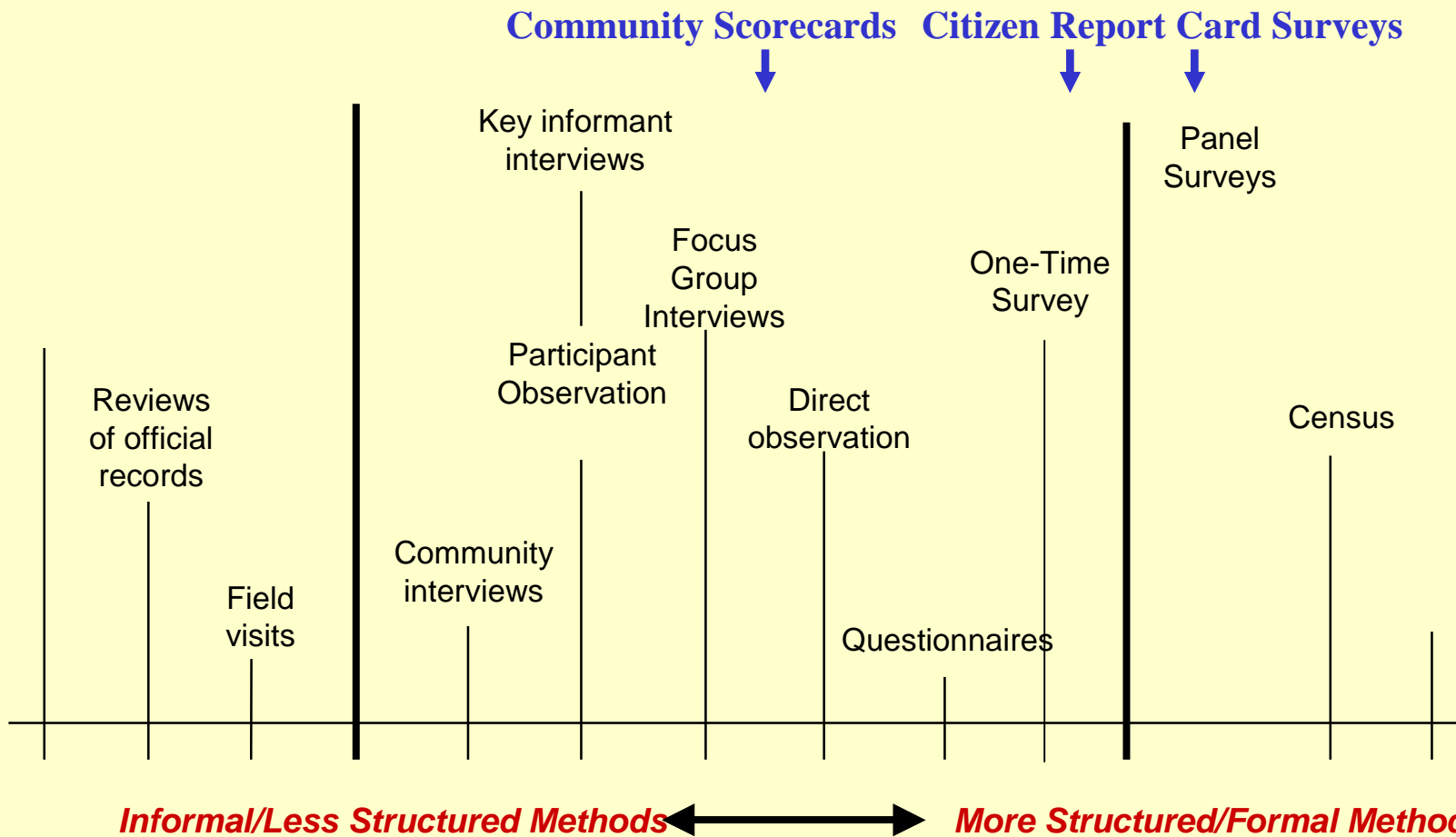


Distinguishing between Community Scorecards and Citizen Report Cards

Citizen Report Card	Community Scorecard
<ul style="list-style-type: none">• Unit – household/individual• More for macro level• Main output is demand side data on performance and actual scores/report• Implementation time longer (3-6 months)• Feedback later, through media• Information collected through questionnaires	<ul style="list-style-type: none">• Unit – community• Meant for local level• Emphasis on immediate feedback and accountability, less on actual data• Implementation time short (3-6 weeks)• Immediate Feedback• Information collected through focus group discussions



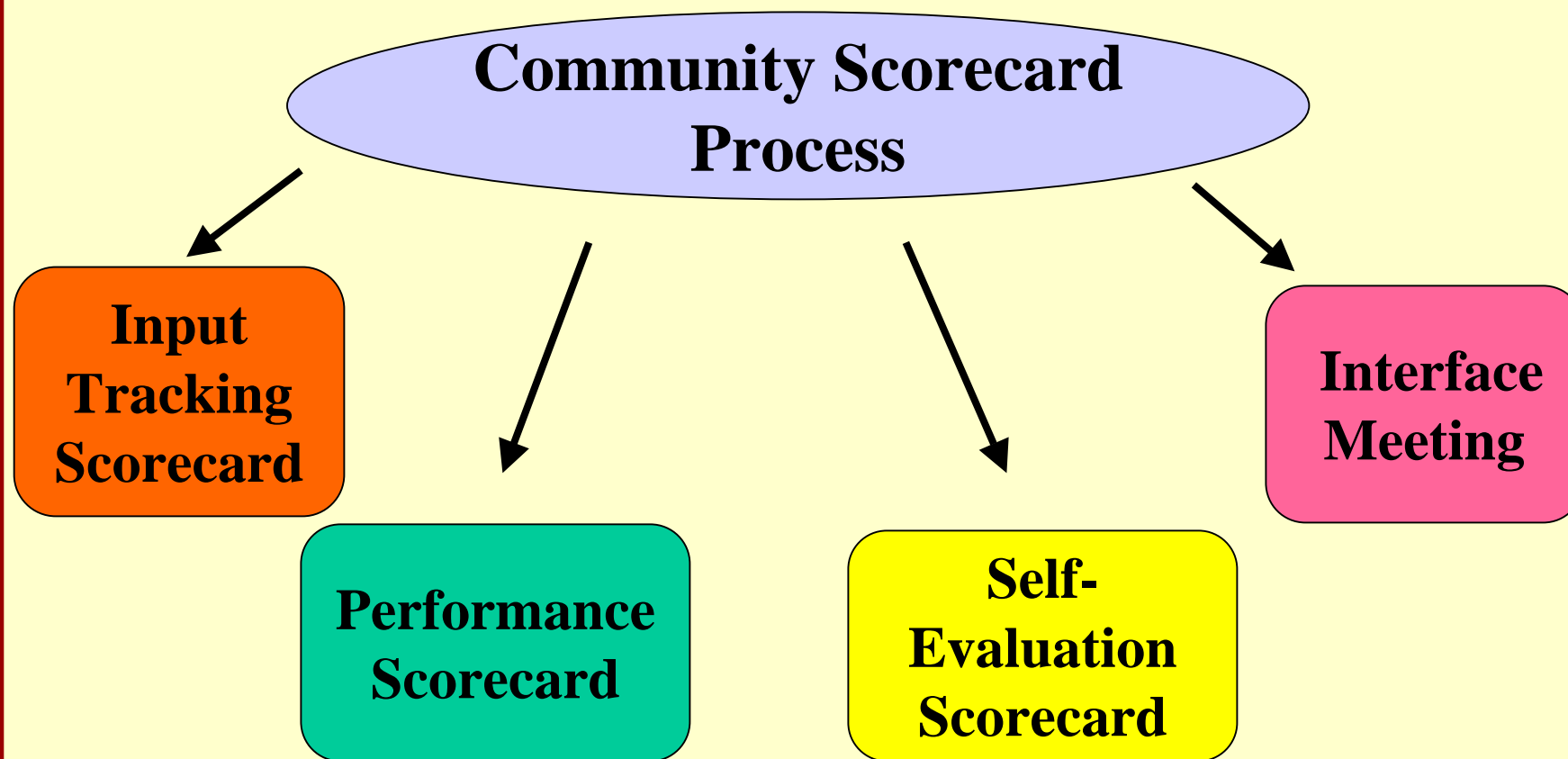
In terms of Data Collection Methods...



Adapted from "Designing and Building a Results-Based Monitoring and Evaluation System: A Tool for Public Sector Management", World Bank, 2000



The Four Components of the Community Scorecard Process





Stages in the Community Scorecard Process

1. Preparatory groundwork
2. Organizing the community gathering(s)
3. Developing the input tracking scorecard
4. Developing the performance scorecard
5. Developing the self-evaluation scorecard
6. The Interface meeting



Steps Involved in Each Stage

1) Preparatory Groundwork:

- Identification of Scope - e.g. District, service, sector, project, etc..
- Identification and Training of Facilitators – key!
- Preliminary Stratification of Community
 - Breakdown by Gender/Ethnicity
 - Breakdown by Usage
 - Breakdown by Poverty (Poverty Mapping)
 - Breakdown by Type of Investment

2) Organizing the Community Gathering(s):

- Mobilize Community – ensure participation
(Field Visits, Awareness Campaign, Advocacy...)
- Logistics
(Travel, Materials – papers, pencils, Megaphone/Blackboard...)



Steps Involved in Each Stage...

3) Developing the Input Tracking Scorecard :

A. Information needed from Supply Side:

- Total budget for different programs
- National standards or targets
- Outputs envisaged and recorded – Physical, Institutional and Financial
- Cost break-up
- Contract award procedure
- Contact information of contractors
- Entitlements and Inputs



Steps Involved in Each Stage...

3) Input Tracking Scorecard (contd.)

B. Steps during meeting with Community/Providers:

- Orient Community/Providers
- Give Information on Entitlements or Budgets
- Divide Participants into Focus Groups/Key Informants
 - Based on Involvement in Project/Program
- Collect Input Details
 - Validate with material or anecdotal evidence
 - Compare information with other participants
- Joint Physical Inspection of Project Output
 - “Transect Walk”



What a Input Tracking Scorecard Looks Like

Name of Input	Entitlement/Planned Quantity/Recorded Quantity	Actual	Remarks/Evidence



Examples of Qualitative Evidence and Examples Obtained in Pilot FGDs

- Malawi PWP - No wages/Less wages given to many; ‘Ghost workers’; Money put on interest!
- Sri Lanka Irrigation Project – 5 tanks officially built, but actually only 2 of which one incomplete and other used to store pumpkins!
- Malawi Health – Clinic Drugs sold privately by doctors through their children!
- Gambia Education – National Policy of 2 textbooks/pupil; actual only .5/child
- Malawi Education – Teachers go on strike on average for a week every month in order to get salaries!



Steps Involved in Each Stage...

4) Developing the Performance Scorecard :

- **Divide Participants into Focus Groups**
 - Based on Involvement or Usage
- **Develop Performance Criteria**
 - Should be developed by community
 - Should be 'positive'
 - 5-8 is optimal
 - Allow sufficient time
- **Performance Scoring**
 - Scale can be 1-5 or 1-100
 - Ask Community to Explain High/Low Scores
- **Explanations of Scores and Suggestions for Reform**



A Sample of a Performance Scorecard for Health Sector in Malawi (by CARE-Malawi)

	Indicators	Score out of 100	Scores after 6 months	Reasons for Change
1	Positive attitude of staff	40	50	Attitude change
2.	Management of the health centre.	50	75	No favours Clean premises
3.	Quality of services provided	35	50	Positive attitude of staff
4	Equal access to the health services for all community members	25	50	No discrimination in service provision



A Sample of a Performance Scorecard for Health Sector in Malawi (by CARE-Malawi)...

Sub-indicators for ‘positive attitude of staff’

	Indicators	Score out of 100 – August 2002	Score out of 100- March 2003	Reasons for changes
1.1	Punctuality of staff	25	50	Observe working hours but staff too mobile
1.2	Polite behaviour	15	50	Numbering system and consultation with patients
1.3	Listening to patients’ problems	40	90	Attentive staff
1.4	Respect for patients	50	60	Improved except for one member
1.5	Respect for patients’ privacy	75	95	Always been positive
1.6	Honest and transparent staff (in terms of dealing with drugs, food, etc.)	25	45	Drugs now available. Displayed on board



A Sample of a Performance Scorecard from the Malawi Food Distribution Program

Quality Criteria	Score Focus Group 1 (Men Only)	Score Focus group 2 (Women)	Score Focus group 3 (Non- Beneficiary Male)
Timely receipt of food	5	5	5
Adequate food availability at depots	2	5	0
Adequate food availability at household level	1	3	5
Behavior and Attitude of District Staff	5	3	2
Transparency of decision making and accounts	5	2	3
Quality of food delivered	5	5	0



Steps Involved in Each Stage...

5) Developing the Self-Evaluation Scorecard :

- Similar to community generated scorecard
- Contact Service Providers or Project Officers
- Orient and Ensure Participation
- Divide into ‘focus groups’
- Develop Performance Criteria
- Performance Scoring
 - Ask Providers to Explain High/Low Scores
- Reflection on Scores and Suggestions for Reform



A Sample of a Provider Self-Evaluation Scorecard from a Primary School in Uganda

No.	Performance Criteria	Score (1-5)	Reasons
1	Accessibility by pupils	4	Most come from municipality
2	Accessibility by teachers	2	Very far; Delays in payment of salary; Transport difficult and expensive
3	Quality - Performance of Pupils	3	Overcrowding of class; Education is not a priority; Absenteeism; Inadequate textbooks; Inadequate teaching and learning materials; Children come tired after heavy domestic chores; hunger and sickness
4	Quality - Performance of Teachers	5	Highly qualified (Most are grade V teachers); Lesson plans and chemes of work are upto date; Continous assessment of pupils; Make use of learning aids (real charts were visible in room); Some teachers are examiners; Motivated; Encourage pupils by giving prizes
5	Efficiency - Academic Dropout Rate	3	Few dropouts
6	Efficiency - Repetition	5	Government policy of automatic promotion; parents request
7	Administration	3	Allocation of responsibilities is upto date; supply of materials not upto date; prompt payment of salary; allocation of work; supply of materials
8	Usage of facilities	4	No charges; Religious factor



A Sample of a Provider Self-Evaluation Scorecard for Health from Malawi (by CARE)

	Indicator	Score out of 100	Scores after six months	Scores after 12 months
1	Health Centre Management	60		
2	Infrastructure and Equipment	50		
3	Services offered at the Health Centre.	50		
4	Relations between staff and patients	45		
5	Staff motivation	50		



Steps Involved in Each Stage...

6) The Interface Meeting:

- Prepare both sides
- Ensure participation
- Show both the community and providers each others' results
- Having an intermediary group helps; can also invite outside people like district officials and MPs
- Facilitate productive dialogue
 - Come up with some concrete reforms
 - Obtain some commitment for follow-up





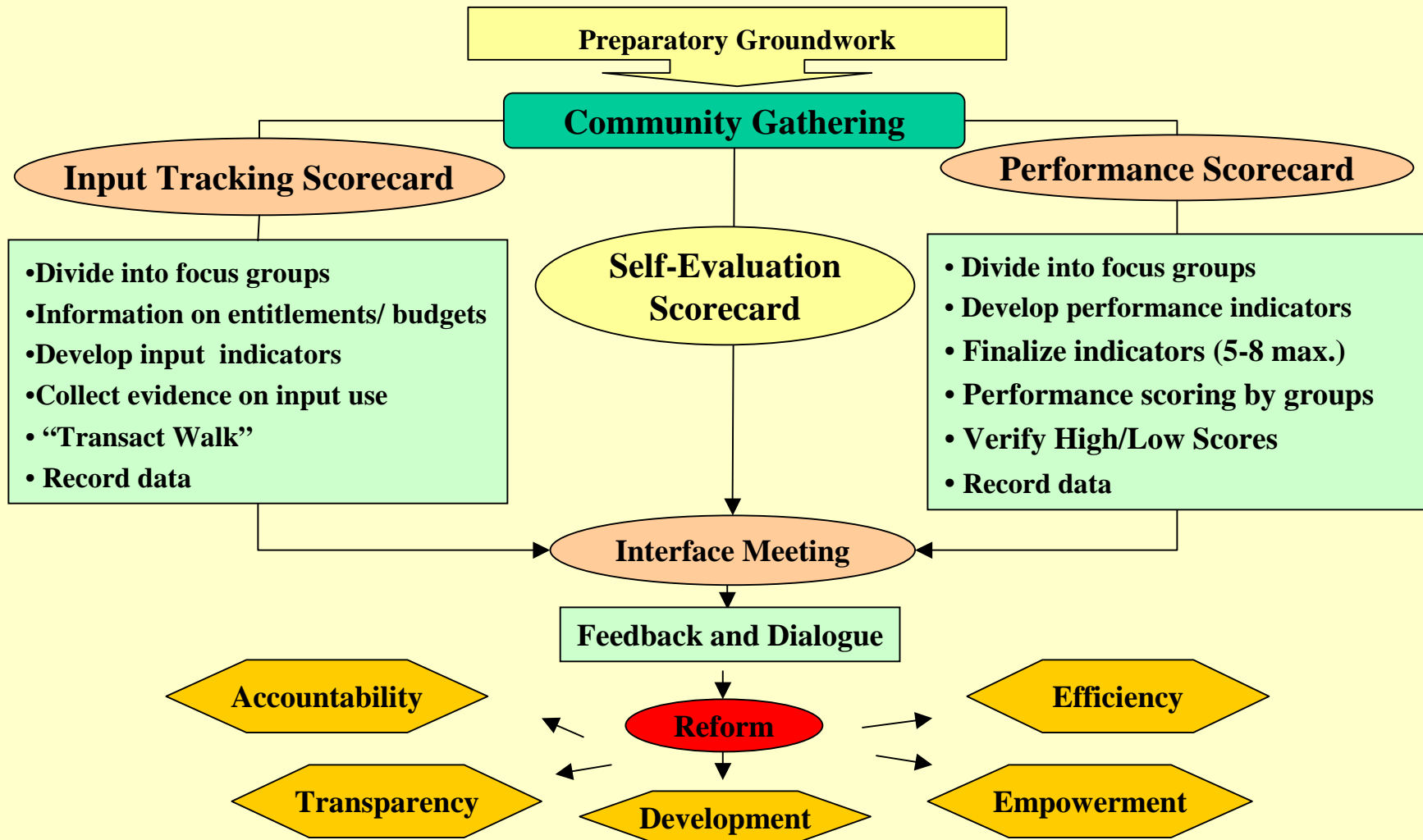
Steps Involved in Each Stage...

6) The Interface Meeting... Examples of Recommendations – Malawi Food Distribution Program

- Food distribution committees should be changed on each distribution to avoid corruption
- Committee should be elected by the needy people themselves and not the village headman
- Non-beneficiaries should not be asked to assist in development work – let those who get the maize do the development work as well
- Distribution exercise should be continuous



Summary of Steps in Community Scorecard Process





Some Key Points in the Methodology

- Four stages of Focus Group Discussions:
 - To identify criteria
 - To prioritize and finalizing criteria
 - To explain scores
 - To suggest recommendations for improvement
- Needs adequate mix of users and non-users
- Supply side information needed for input tracking
- Performance criteria should be objective
- Evidence is provided for high/low scores – claims are cross checked
- Process tries to facilitate a reform agenda – gives legitimacy, ensures future participation



Making an Impact...Disseminating Information

Public interest films



Listening clubs on Local Radio



Orientation for Journalists



Publicity Campaign

Media Consultant



Internet Kiosks





Making an Impact...Using Information

- Introducing regular monitoring system
- Generating performance benchmarks
- Comparing levels of government
- Choosing best level to target funds
- Performance based resource allocation
- Reducing corruption
- Improving Quality of Community Projects



Making an Impact...Institutionalization

A) Supply Side:

- **Public forums for community feedback**
- **More transparent public records**
- **Performance based incentives and allocation**
- **Training on financial management / transparency**

B) Demand Side:

- **Community auditing committees**
- **Training**
- **Partnerships with other CSOs**



Some Policy Applications of the Community Scorecard

- A) Health (or Social Service Delivery)
- B) Decentralization
- C) PRSP Monitoring
- D) CDD Projects and Social Funds
- E) Public Expenditure Review and Reform



Policy Applications of the Community Scorecard – A. HEALTH

- **Basis for monitoring performance of health/education facilities**
- **Tracking inputs like drugs/textbooks**
- **Performance based incentives to facility/school staff**
- **Community feedback**
- **Case Example: CARE - Malawi**



Health...A Sample Score Card from Uganda

No.	Performance Criteria	Score (1-5)	Reasons
1	Accessibility to Treatment	1	Non-availability of drugs; Inability to handle emergencies; Discrimination (nepotism); Cost; Corruption
2	Behavior of Medical Staff	1	Lack of professional ethics; Poor customer care and PR; Lack of responsiveness (taking things for granted); Drunkedness
3	Quality of Staff	2	Understaffing; Lack of supervision; Unclear role of management committee; Impersonation
4	Availability of Drugs	1	Inadequate supply of drugs; corruption
5	Availability of Other Services	1	Shared ward; Dental services once a week; No mortuary and blood bank; Lab services inadequate
6	Time management by Staff	1	Staff first attend to own clinics; Delayed treatment; Staff live far away
7	Sanitation	2	One toilet for all; No water; No bathrooms



Education...A Sample Score Card

(Numbers are only indicative)

Blanks are for indicators not common to different focus groups

	Indicator	Score (1 to 5)	
		Student Focus Group	Parents Focus Group
1	Teacher Commitment	3	4
2	Punctuality of teachers	2	3
3	Availability of core textbooks	2	
4	Professional ethics		3
5	Discipline of students		3
6	Adequacy of contact hours		3
7	Quality of teaching	3	4
8	Lack of distractions (errands, noise...)	2	
9	Attitude of teachers	3	4
10	Attitude of pupils		4



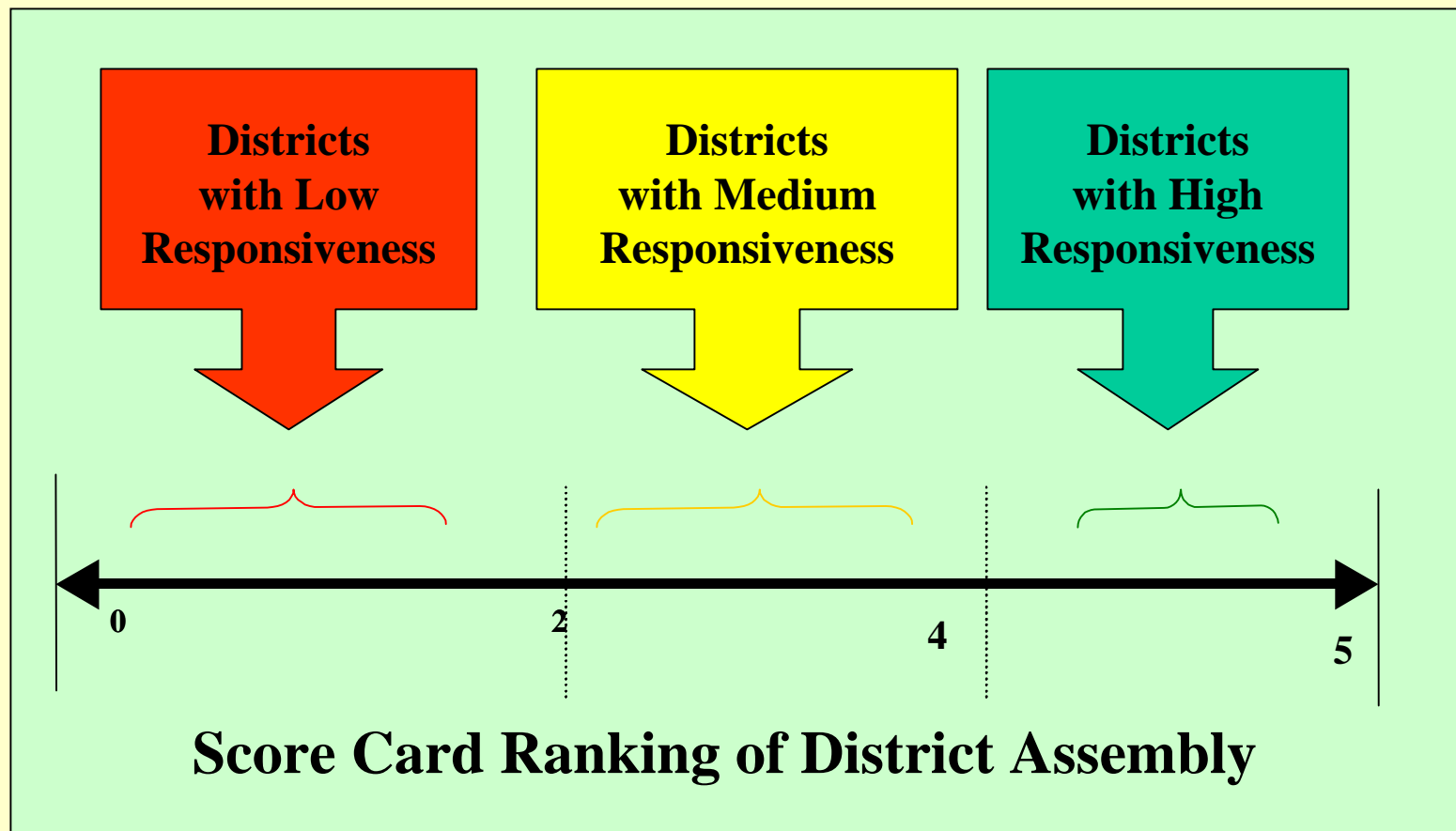
Policy Applications – B. DECENTRALIZATION

- **Basis for monitoring performance of district assemblies**
- **Allows comparison between districts and over time**
- **Informs resource allocation and fiscal devolution**
- **Builds local capacity**
- **Expenditure tracking/measuring governance**



B) Decentralization...

Example 1 : Comparing Performance across Districts





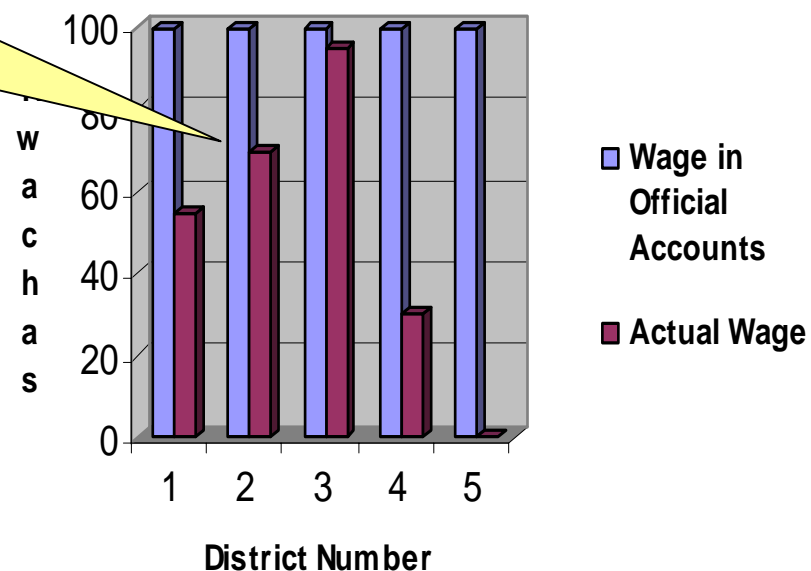
B) Decentralization...

Example 2: Variance Analysis (measuring expenditure leakages)

The discrepancy between official and actual wages can be averaged and compared over districts to get a sense of the level of leakage occurring.

	Wage in Official Accounts	Actual Wage Received
District 1	100	55
District 2	100	70
District 3	100	95
District 4	100	30
District 5	100	0

Sample of Variance Analysis Results

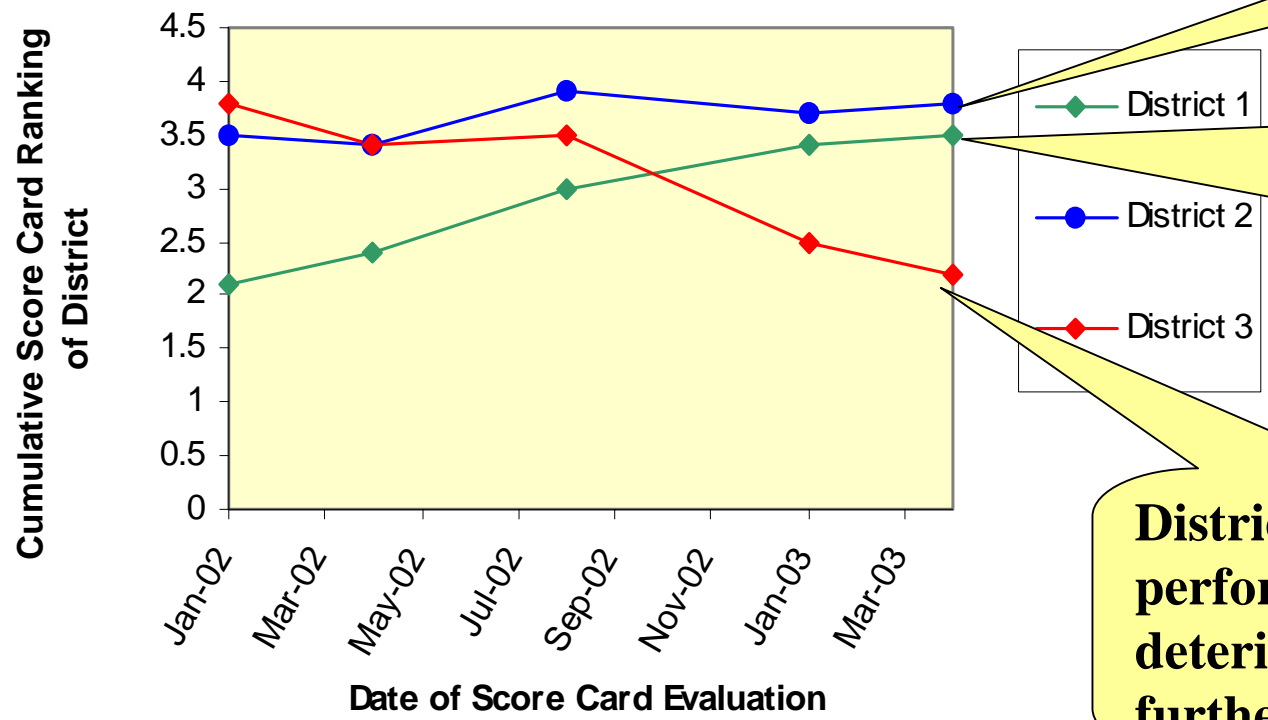




B) Decentralization...

Example 3: Cross-District Comparisons Over Time

Figure - 5: Comparing District Performance Over Time



District 2's performance seems to be stagnating

District 1's performance is improving with time – case for reward

District 3's performance is deteriorating – case for further investigation.



Policy Applications –

C. PRSP Monitoring

- Basis for monitoring impact of poverty reduction initiatives
- Setting performance benchmarks for PRSP review
- Tracking of poverty reduction expenditures
- Integrating with other data instruments to measure progress in poverty reduction – eg. PPAs and NSDS

Case: Strategy for Poverty Alleviation Coordinating Office (SPACO), The Gambia

- Community based monitoring strategy using CSC process
- Pilot scorecards for health and education facilities
- Integration of participatory/qualitative data to NSDS



C. PRSP Monitoring...SPACO's Action Plan

- Using sub-sample of NSDS facilities
- Specifically, NSDS covered 110 lower and upper basic schools and 50 health facilities. The sub-sample shall cover 50% of the schools (public schools only) and all health facilities but restricted to the public facilities only
- Plan is to use 6 facilitators per facility and 2 one-day visits
- Interface Meetings being organized at more aggregated level with political heads present
- Sensitization process and training is in progress now
- Initiative will be repeated on annual basis



Policy Applications –

D. CDD and SOCIAL FUNDS

- Basis for monitoring performance of projects
- Input/output tracking
- Empower community to monitor, provide feedback and solicit accountability

Case: Malawi Social Action Fund (MASAF)

- Pilot scorecards for Community Support, Social Support and Public Works Projects
- Quality, input tracking and disparity between official and actual wages, inputs and outputs measured



C) CDD/Social Fund Projects...

Sample of an Input Tracking Scorecard from Malawi Public Works Program

Indicator	Household or Group 1	Household or Group 2	Household or Group 3
Awareness about PWP program and specifications			
Sources of information about the program			
Actual wages received per day			
Duration of employment			
Household Composition in terms of vulnerable groups			
Utilization of wages for buying food			
Sources of food purchase			



C) CDD/Social Fund Projects...

Sample of a Performance Scorecard from Malawi Food Distribution Program (shown earlier)

Quality Criteria	Score Focus Group 1 (Men Only)	Score Focus group 2 (Women)	Score Focus group 3 (Non- Beneficiary Male)
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Transparency of decision making and accounts	5	2	3
Quality of food delivered	5	5	0



Policy Applications...

E. Public Expenditure Review & Reform

- Community Scorecard process provides a methodology for a “*Participatory Public Expenditure Review*”

Key Features of Participatory PER:

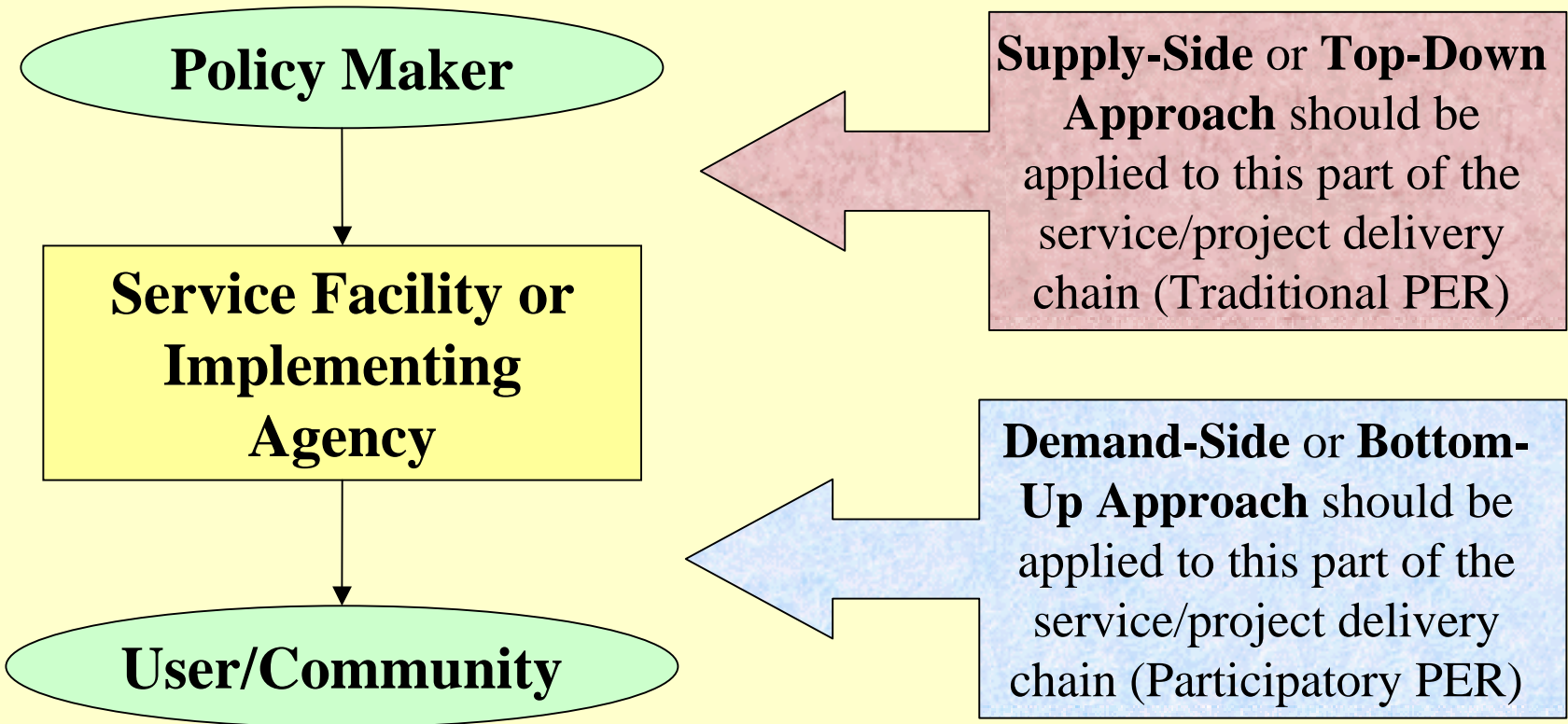
- Demand-Side of Bottom-Up Approach
- Continuous Public Involvement
- Immediate Dissemination of Information
- Immediate Feedback through Interface Meeting
- Direct Evidence on Performance of Outputs/Services

Potential Case Example: Sri Lanka (Uganda?)



E) Public Expenditure Review & Reform...

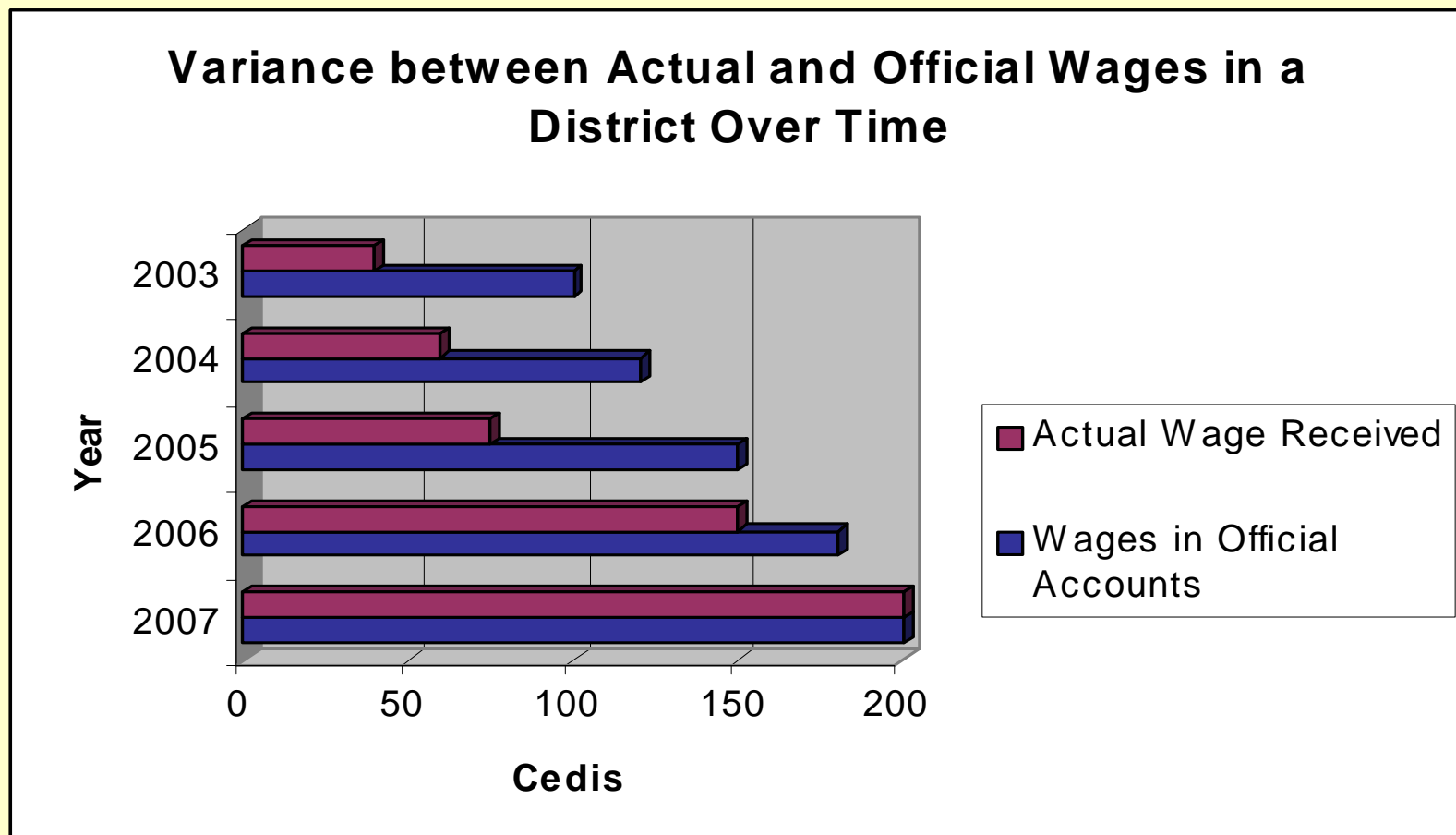
Combining the Traditional and Participatory PER





E) Public Expenditure Review & Reform...

Another application of Variance Analysis





Limitations of the Community Scorecard

- Depends a great deal on quality of facilitation
- Input tracking dependent on supply side data
- Interface can get confrontational
- Standardization needed when scaling up
- Small sample size can bias perceptions
- Scoring not always applicable



Thank you!

Questions?