



# Citizen Report Card: Citizen Feedback For Effective Service Delivery

## AN OPERATIONAL MANUAL



PRIA, India  
SILAKA, Cambodia  
PRIP Trust, Bangladesh



With support from



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## Preface

Asia is urbanising at a pace faster than ever. The ever increasing population in the Asian cities and the consequent increase in demands for supply of basic services like housing, water, sanitation, health, education etc. pose enormous challenges to the urban local governance institutions. The existing capacities and resources of most urban local governance institutions are over stretched. The situation is exacerbated due to lack of governance reforms leading to enormous deficits in the transparency, accountability and citizen participation – the hallmarks of any democratic governance institutions.

The engagement of civil society organisations (CSOs) is pivotal in making the urban local governance institutions transparent, accountable, responsive and participatory. However, the capacities of CSOs to engage and hold the urban local governance institutions are also limited.

The project “Deepening Local Democratic Governance through Social Accountability in Asia” aimed to improve democratic practices in urban local governance institutions through social accountability for improving the provision of basic services to the most marginalised families in two Asian cities - Rajshahi in Bangladesh and Takhmao in Cambodia. The project was supported by the UN Democracy Fund (UNDEF) and was implemented by the Society for Participatory Research in Asia (PRIA) in partnership with PRIP Trust, Bangladesh and SILAKA, Cambodia. It addressed the deficits of democratic practices, particularly the lack of citizen participation, transparency and accountability mechanisms in municipalities, due to which these institutions often fail to deliver services effectively and equitably and lack responsiveness towards the most marginalised. It made efforts to enhance organised citizen action and participation through mobilisation, capacity building, campaigns and participatory monitoring (using citizen report card and citizen monitoring methods) to ensure accountability. Its endeavours included enhancing citizens’ access to information and basic services by developing partnership with the elected municipalities to establish ‘models’ of social accountability mechanisms, particularly using citizen charters, pro-active information disclosures and public grievance redressal mechanisms. Having harvested the lessons from these interventions at the municipality level coupled with specific policy analysis at the sub-national and national levels, policy dialogues and policy oriented capacity building learning events were organised towards policy changes. It contributed to enhance capacities of local intermediary CSOs through training, exposure visits, on-site coaching and mentoring for implementing various social accountability approaches and tools and also influencing national and sub-national policies on urban governance issues.

One of the critical outcomes of the intervention was to systematise the experience of implementing specific social accountability approaches, tools and methods so that the practitioners from CSOs as well as municipal officials could scale up, mainstream and institutionalise these practices elsewhere. Three operational manuals produced through this initiative are significant step towards these purposes. We sincerely hope that the practitioners from CSOs and officials from the municipalities will find these manuals handy and useful.

Kaustuv Kanti Bandyopadhyay  
Director, PRIA  
March 2013

## Acknowledgements

This manual is produced based on the experiences and lessons learnt from the “Deepening Local Democratic Governance through Social Accountability in Asia” project, implemented by the Society for Participatory Research in Asia (India) in partnership with PRIP Trust (Bangladesh) and SILAKA (Cambodia) with the support from the United Nations Democracy Fund (UNDEF). The project was implemented between February 2011 and March 2013.

One of the components of the project was to synthesise experiences, learnings and knowledge gained through various interventions across Bangladesh and Cambodia in the form of manuals, papers and policy briefs. In pursuance of the same, this manual on “Citizen Report Card” is a part of a series of three manuals designed for practitioners, organisations and institutions who are working towards strengthening municipal governance and citizen engagement. The other two manuals are on “Enabling Public Grievance Redressal Systems in Municipalities” and “Implementing Citizen Charter and Pro-Active Information Disclosures in Municipalities”.

PRIA, PRIP Trust and SILAKA would like to acknowledge the contribution and valuable support of the following individuals and organizations in the implementation of the project and preparation of this manual:

- The citizens of the cities of Rajshahi (Bangladesh) and Takhmao (Cambodia) for their participation and cooperation in the various project interventions
- Municipal authorities of Rajshahi City Corporation (Bangladesh) and Takhmao Municipality (Cambodia)
- Elected representatives/councillors of the respective wards in both the cities where the project was implemented
- Local Civil Society Organisations who implemented the ground activities

In addition to the above, we are truly grateful to Dr. Aradhana Srivastava for her time and efforts in shaping this manual and putting the experiences and lessons together (from the above mentioned project and other similar interventions) in a systematic manner.

Bhavita Vaishnava  
Senior Programme Officer, PRIA  
March 2013

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## Acronyms

ADB	Asian Development Bank
CRC	Citizen Report Card
CSC	Community Score Card
CSO	Civil Society Organisation
CTAG	City Level Technical Advisory Group
DLDGSAA	Deepening Local Democratic Governance through Social Accountability in Asia
FGD	Focus Group Discussion
IDI	In Depth Interview
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
NGO	Non-Governmental Organisation
NC	Neighbourhood Committee
PAC	Public Affairs Centre
PETS	Public Expenditure Tracking Surveys
PRIA	Society for Participatory Research in Asia
RTI	Right to Information
UN	United Nations
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
W3	Ward WATSAN Watch
WATSAN	Water and Sanitation

# Section 1

## INTRODUCTION

### 1.1 Citizen's feedback as a mechanism for responsive governance

The world is increasingly getting urbanised, with cities forming dynamic foci of peoples congregating in pursuit of their dream for better livelihoods and opportunities, working towards a brighter tomorrow for themselves and their families. In developing countries especially the cities are expanding rapidly, leading to ever increasing pressure on the supply of basic civic goods and services. Providing basic necessities of minimum quality to all citizens, irrespective of economic or social status, is one of the biggest challenges facing cities today. Lack of effective regulatory frameworks and unequal service provision, often leading to distinct divide between richer and poorer segments, mark most cities in the developing world (UN-HABITAT, 2012). Given this scenario, governance has emerged as a pivotal concern in the cities of the developing world.

Governance is the key to inclusive cities, with equal access to public goods, services and opportunities and enlightened local government aspiring towards minimising barriers to service provision. Though the provision of public goods and services is the responsibility of government at all levels, in reality, however, public service provision could often be inadequate, inefficient or not in accordance with public need. Participatory democratic governance, where citizen's voices are incorporated into planning and service provision, is fundamental to ensure responsive public service provision that is requisite to people's needs and to their satisfaction. In fact democratic local governance assumes an engaged citizenry demanding transparency and accountability from the local governance institutions, which in turn respond to such demands. In reality, however, in many Asian cities the institutions of urban local governance are non-transparent, unaccountable, non-responsive and do not provide spaces for citizen participation (PRIA, 2009).

Social accountability is an approach that relies on civic engagement in that citizens participate directly or indirectly in demanding accountability from service providers and public officials. Examples of social accountability tools and mechanisms include participatory budgeting, public expenditure tracking, social audits, citizen charters, and citizen report cards (World Bank)

Sincere efforts at public service provision may also suffer from gaps if they are implemented without taking into account citizens' feedback on whether they are sufficient and satisfactory. Infact, citizen feedback is essential for identifying areas in need for improvement and ensuring transparency and accountability in service provision.

The social accountability approach, relying on active civic engagement by citizens through various tools and mechanisms, ensures democratic governance that takes into account citizens' feedback, thereby improving service delivery, coverage and quality. Civil society groups across the world have used social accountability tools successfully in making services transparent, accountable and responsive to public needs.

By involving citizens in monitoring government performance, exposing gaps, demanding and enhancing transparency, social accountability mechanisms are potentially powerful tools against corruption and also empower the citizens. It is therefore important that enhancement of accountability be approached from both the demand and the supply sides.

## 1.2 Some tools for monitoring public service delivery

### 1.2.1 Social Audit

Social Audit (sometimes also referred to as social accounting) is a process that collects information on the resources of an organisation. The information is analysed and shared publicly in a participatory manner. Although the term 'Audit' is used, social auditing does not merely consist in examining costs and finance – the central concern of a social audit is how resources are used for social objectives. Social audits could also include public hearings which are formal meetings at the community level where local officials and citizens have the opportunity to exchange information and opinion on community affairs, often focusing on particular service provision (PRIA, 2010).

A World Bank-sponsored audit of local governance and service delivery in Bosnia successfully utilised CRCs along with CSCs by first conducting a CSC process in four municipalities to capture qualitative information through focus group discussions and in-depth interviews with a range of stakeholders, and then conducting a CRC process in 20 municipalities that included a household survey and a series of stakeholder feedback meetings to discuss the results (World Bank)

### 1.2.2 Citizen Report Card (CRC)

CRC is typically participatory survey capturing user feedback on performance of public services, especially on quality and effectiveness. They can significantly enhance public accountability through the extensive media coverage and civil society advocacy that accompanies the process. They are explained in greater details in the following section.

### 1.2.3 Community Score Card (CSC)

CSC process is a community based monitoring tool that is a hybrid of the techniques of social audit and CRC. Like the CRC, it is an instrument to exact 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 'community' as its unit of analysis, and is focused on monitoring at the local/facility levels. CRC and CSC processes can be carried out simultaneously for more in-depth results on user feedback (ibid).

### 1.2.4 Public Expenditure Tracking Survey (PETS)

PETS is a quantitative survey of the supply side of public services, ranging from single facility or service to the local government collectively, and serves as a good indicator of public expenditure in the absence of reliable financial data. It involves collection of information on financial flows and outputs which help gauge the cost-effectiveness of utilisation of public money (World Bank).

### 1.2.5 Ward WATSAN Watch (W3)

This is a ward-level mechanism for citizen monitoring of basic services. It was conceived by PRIA with the twin aim of improving service delivery and demanding accountability from the municipality on basic services like water supply and sanitation. Monitoring of basic services at the ward level generated information on status of accessibility and coverage which was used to empower citizens as well as the elected representatives to negotiate with the service providers and demand standardised levels of services (PRIA, 2010).

## 1.2.6 Citizen's Charter

It is a document that informs citizens about: the service entitlements they have as users of a public service; the standards they can expect for a service (time frame and quality); remedies available for non-adherence to standards; and the procedures, costs and charges of a service. Separate charters are usually designed for distinct services and/or organisations and agencies. Sometimes, citizens' obligations or acts that are subject to fines are also listed. The citizens' charter aims to improve the quality of services by publishing standards, which users can expect for each service they receive from the government (ibid). Therefore citizen charters could be used as a point of reference by citizens to keep a track on the standards of services as promised by the respective agency, in a way indirectly monitoring the quality of performance.

## 1.3 Citizen Report Card (CRC)

### 1.3.1 Basics about CRC

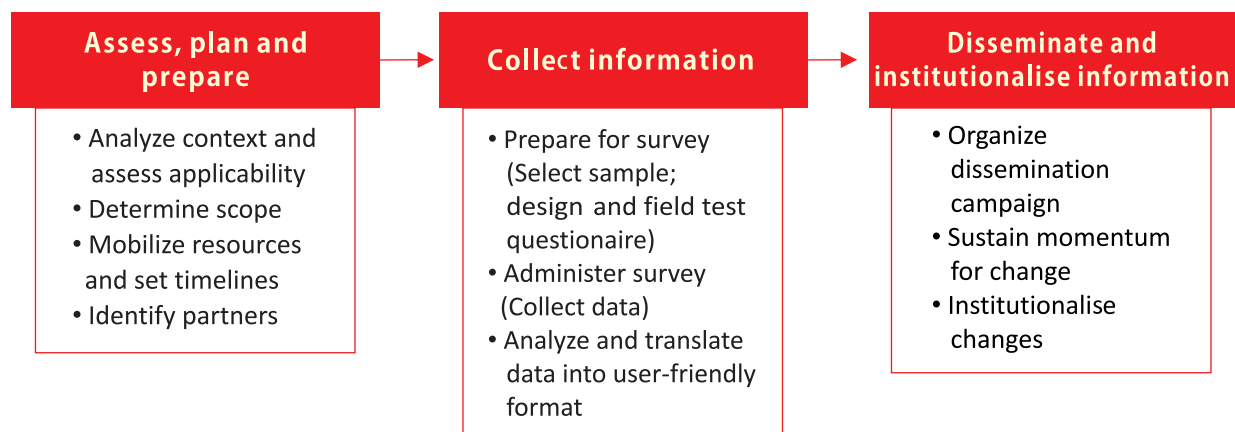
Citizen Report Card (CRC) is an instrument (generally a sample survey) to obtain feedback from actual users of a service, as opposed to general public opinion. CRC originated in 1994 in Bengaluru, India, through the work of an NGO that used the concept of customer feedback surveys and adapted it to citizen feedback survey on public services (World Bank). Since then CRCs have been widely used in a number of countries. CRC is a simple but powerful tool to provide public agencies with feedback from their actual users on the quality and adequacy of public services, thereby providing a rigorous basis and a proactive agenda for communities, CSOs or local governments to engage in a dialogue with service providers to improve the delivery of public services (ibid). CRCs are particularly effective when used as part of a local or regional plan to improve services.

Citizen Report Card (CRC) is a participatory survey that solicits user feedback on the performance of public services. This feedback is then employed for enhancing public accountability through extensive media coverage and civil society advocacy. CRCs is specifically used in situations where demand-side data, such as user perceptions on quality and satisfaction with public services, are absent.

- CRC is used for both assessing the performance of individual providers and for comparing performance across service providers.
- CRC generates a database of feedback on services that is placed in the public domain and followed up for corrective action.
- The CRC can be utilised in various settings (rural or urban); in various sectors (education, health, water, sanitation, or agricultural services); and for various purposes (benchmarking, impact evaluation or programme evaluation).
- The methodology involves diverse skills. A reliable, independent, and local institution is required to lead the effort, possibly in partnership with different organisations to carry out a CRC.
- CRCs are used by various institutions including CSOs, local, provincial and central governments, and independent consortiums of governments, civil society representatives, academicians and media.

A CRC usually takes 3–6 months including design and implementation. The level of detail possible in the CRC exercise is contingent upon the resources available. Considerable benefits can be derived from follow-up CRCs after the initial exercise.

## Activities in a CRC Initiative



Source: World Bank 2010.

### 1.3.2 Benefits of CRC

CRC has several benefits for service providers, users and implementers, which make it a unique social accountability tool.

*It is a diagnostic tool.* It provides citizens and governments with qualitative and quantitative information about gaps in service delivery and potential areas of improvement.

*It is an accountability tool.* It reveals areas where the institutions responsible for service provision have not fulfilled their obligations.

*It can be used for benchmarking changes.* If conducted periodically, CRC tracks variations in service quality over time and establishes benchmarks to track performance improvements.

*It reveals hidden costs.* A constructive outcome of CRCs is the generation of credible user feedback on hidden costs, such as bribes.

*It raises public awareness and participation.* CRC helps raising public awareness and mobilising public opinion towards public service provision and moves them towards demand improvement. It strengthens the demand for good governance. Reform is the overall outcome of the process.

*It generates new and reliable data on service coverage and quality.* CRC generates data that accurately identifies public needs and priorities and can be used to track performance and assess responsiveness of providers. This facilitates supervision of projects and mitigates implementation risks.

### 1.3.3 Limitations of CRC

CRCs have a few limitations, which need to be taken into account and suitably addressed while conducting a CRC exercise. CRCs typically focus on capturing demand-side perspectives. CRCs are based on user perspectives as captured through community surveys, and therefore focus on demand-side rather than the supply-side service characteristics or perspectives of non-users. This limitation can, however, be offset while interpreting the data by combining the CRC

#### CRCs help

- Improve citizen engagement with service providers
- Inform service providers about the priority needs of citizens
- Gather reliable information about coverage and quality of services
- Establish baseline and benchmarking indicators (World Bank)

findings with supply-side factual information. A sound situation analysis can solve this problem effectively.

CRC provides respondent perspectives but does not identify causal relationships. Although CRCs help provide insights about what users think about service delivery performance, they do not explain the reasons for people's opinions (World Bank, 2008). Therefore it is all the more important to combine the CRC data with factual information on service provision and utilisation trends, that can help explain causal relationships to a large extent.

CRC scores are not comparable as respondent scoring varies with local cultural contexts. This is because people's expectations on service provision and standards would vary with the socio-economic and cultural background characteristics of the respondents. Stratification of respondents into categories is an important component of the community survey for CRCs. Results should preferably be reported separately across these categories to mitigate this limitation.

### 1.4 A unique approach towards CRC

PRIA with the support of its partners adopted a unique process while conducting CRCs in India, Bangladesh and Cambodia. Firstly, it was a multi-stakeholder process aiming to involve and educate citizens through the entire CRC process. The approach was to engage active citizen volunteers/ leaders in data collection wherever they were already identified, or to initiate the data collection process and then gradually identify and mobilise other active citizen volunteers to get involved in data collection (PRIA, 2010).

- Community Based Organisations (CBOs), youth groups, students and institutions were involved in data collection.
- Citizens' feedback was also sought for designing the survey instruments.
- Media was actively involved in advocacy around the survey findings.
- Findings were shared with municipal officials, elected representatives and citizen leaders to discuss and debate options for service improvement.

Secondly, the process involved capturing not just user perspectives (ratings) through feedback surveys but also collecting factual information relating to the services, such as level of awareness about municipal authorities, quantity and standards of municipal services etc. Citizens were asked about the actual availability of services (such as frequency of garbage collection, water supply status etc. and cost, besides their rating of services. This helped enrich the analysis by combining availability and quality with levels of satisfaction and also provided useful information to support dialogue with municipal authorities for improvement in service delivery (PRIA, 2010).

*CRCs have been widely used by PRIA and its partners in various cities of India to seek accountability with regard to availability, access and quality of public goods and services. Altogether more than 8000 citizens have been covered across various income categories – lower, middle and higher. In 2009, PRIA conducted a preliminary CRC initiative in selected wards in five cities of Raipur, Ranchi, Varanasi, Patna and Jaipur. To implement the exercise, at least two local partners were engaged in each city, who mobilised other CSOs. The second and extremely important approach was people's participation where extensive meetings and orientations were held in the selected wards and surveys were carried out for the CRCs. Another important activity that was initiated in all these cities was to strengthen the citizen-government interface through supporting progressive reforms and instruments under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM). Citizen's groups were constituted to sustain the initiative and build it into a powerful citizen-led social accountability mechanism.*

*CRCs were also conducted in Bangladesh and Cambodia with similar approach of engaging citizens specially women and youth in designing and conducting the surveys. Citizen leaders were involved in collecting data and mobilising citizens to participate in the data collection process. After the survey was conducted, the findings were shared with the authorities through multi-stakeholder interface meetings where the citizens, media, NGOs, municipal authorities and other service providing agencies were also invited. These interface meetings did not only help in a wider dissemination of the findings but also created an enabling environment for reducing the gap between the citizens and the service providers.*

Thus, the above mentioned approach of conducting CRCs provides a wider community base and a greater support from authorities in developing a system of getting citizen feedback that facilitates the process of participatory municipal governance.

## **1.5 About the manual**

This manual is designed to guide practitioners seeking to implement the CRC process to enable greater transparency and accountability in governance of public services in their respective areas. It has been prepared under the UNDEF funded project “Deepening Local Democratic Governance through Social Accountability in Asia (DLDGSA)” The project was implemented by the Society for Participatory Research in Asia (PRIA), India in partnership with PRIP Trust (Bangladesh) and SILAKA (Cambodia). The overall aim of the project was to improve democratic practices in urban local governance institutions through social accountability for improving the provision of basic services to the most marginalised families in two Asian cities - Rajshahi in Bangladesh and Takhmao in Cambodia. One of the objectives of the project was to utilise the experiences of municipal level interventions for activating responsive governance mechanisms by PRIA and others to guide implementation of similar initiatives in other cities or municipalities of the developing countries. This manual fulfils a similar purpose.

The manual is divided into three sections – the first section describes the concept of citizen's feedback as a significant social accountability mechanism. It also highlights the features of CRC as compared to other social accountability tools. The second section discusses in detail the steps involved in designing and implementing a CRC initiative. These include situation analysis and community survey for obtaining user feedback. The third and final section highlights the follow-up required in terms of dissemination of the survey results among the people as well as service providers for discussion and enabling positive corrective action to address the gaps highlighted in the exercise. To aid the implementers, the text is suitably accompanied with practical tips, illustrations and examples of field implementation experiences from other developing country contexts.

### **CRC in Action**

In 2002, the Sevenatha Urban Resource Center, a local NGO in the participatory urban development in Sri Lanka, worked in collaboration with the Colombo Municipal Council (CMC) to carry out a report card to assess the poverty situation in low- income settlements in Colombo and the delivery of municipal service to these communities. The resulting document, “Poverty Profile- City of Colombo,” produced in early 2002, highlights the poverty situation of low-income settlement and the problems and positive experience of consumers of services provided by the municipality. It also provided a database for the municipality and influenced staff of the CMC to work in partnership with CSO's (Jayaratne, 2004).

In Bangladesh, the Local Governance Development Fund Project uses annual scorecards to assess the performance of the government entities known as Union Parishads (UPs), the lowest level of local governments, revealing their strengths and weaknesses. It grades their officials, financial management, service delivery, woman's participation in decision-making, transparency, accountability and overall governance. The assessments are done once a year with participation of community, UP representatives and other local government officials. Around 100-300 people attend the assessment sessions, which are facilitated by UP representatives. The scores are then displayed on public boards. Based on the assessments, the UPs develop capacity building plans to improve their respective performance.

Source: World Bank

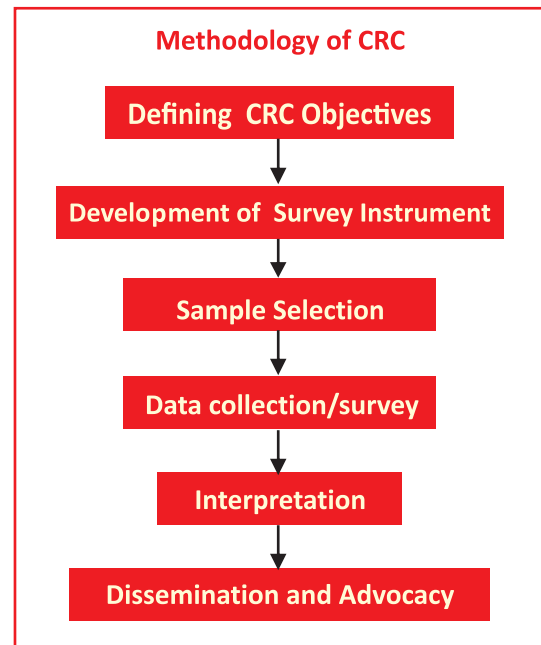
## Section 2

# IMPLEMENTING CITIZEN'S FEEDBACK PROCESS

### 2.1 Designing the CRC

The designing of CRC requires that the implementers formulate an action strategy to have a clear plan about what information they want (or what services they want to target) and from whom, how can they get it and use it. The first requirement is to have complete information on the background characteristics of the population and region, the policy and regulatory framework, existing state of participatory situation analysis. The next component of the design phase is the formulation of CRC survey plan based on the findings of situation analysis. This includes designing the survey instruments and deciding on the sample size and sampling methodology.

A well planned and meticulously implemented design phase is critical to a meaningful CRC exercise with maximised outcome.



#### 2.1.1 Formulating the action strategy

Best outputs from a CRC exercise can be obtained only if it proceeds with clarity of purpose, thorough understanding of the situation on the ground and a well-defined strategy to obtain user perspectives on the services being covered. Specifically it needs to answer the following questions:

#### What do we want to know and from whom?

- The purpose of the exercise
- Objectives
- Unit of analysis (ward, city, urban agglomeration)
- Services to be covered in the CRC – these could be water supply, sanitation, solid waste management, housing, roads, public health, education, public transport or other civic services, preferably those which have been devolved to the municipalities
- Government policy or programme to be targeted - these are all the policies and programmes that govern the provision of the identified service(s)

- Expected outputs and outcomes – this implies a clear visualisation of what action or changes are expected from the CRC exercise
- The situation on the ground
- Target population – overall population comprising the service users with sub-groups of particular interest such as low income households, women, elderly, etc.
- Current status of targeted services in the area of analysis – what is their coverage, level of access and availability, whether there is any disparity in provision across income groups or other population categories, etc.
- Identification of issues that can be highlighted by the CRC exercise – whether the focus of the CRC should be on economic or social disparity in access; gaps in availability; constraints in quality of service provision; lack of transparency, accountability or grievance redressal mechanisms.

### **Building partnerships at the local level is crucial to successful CRC**

- Local CSOs could be partnered for CRC implementation at the local level. They are also important stakeholders in dissemination of CRC results and in pressing for corrective action by service agencies and other implementers.
- Officials from the government and service agencies need to be engaged with throughout the duration of the CRC in order to ensure their cooperation and participation during data collection and dissemination, and their support in addressing the issues identified by the CRC through appropriate corrective action.
- Citizens and citizen groups also need to be engaged with on a continuous basis as sources of information in the situation analysis, respondents in the community survey, subjects and collaborators in dissemination and partners for demanding action on the issues raised by the CRC exercise.

### **How can we obtain the required information?**

- Identification of implementation partners (if required), preferably locally, their orientation and capacity building towards the CRC exercise and follow-up
- Setting time lines and work plan
- Formulation of the survey methodology and sampling frame
- Sample selection from the targeted population
- Finalising the content of the data collection instruments

### **How can the information be used?**

- Formulation of the dissemination strategy after obtaining the user perception data
- Prior engagement with high level officials and public service providers for positive response and action on the CRC data
- Long-term advocacy aimed towards institutionalising change.

### 2.1.2 Commencing the ground work

Implementation of CRC at the local level requires collaboration among the implementing partners, municipalities as well as the citizens/communities.

The implementing partners should preferably be CSOs operating at the local level, with a sound understanding of the local area, who can guide and facilitate the entire process. Local implementing partners would also need to be trained or oriented towards the CRC exercise. If the CRC is to be implemented entirely by the project staff of the implementing agency, they may also be required to be trained and oriented towards the CRC objectives, methodology and implementation plan. However, the whole exercise of conducting the CRC becomes more meaningful, useful and beneficial if



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citizens are engaged in this process at its various stages. This includes seeking their feedback at the time of identifying the critical issues, designing the survey instrument to involving them in the process of data collection.

At the same time, senior government officials and service providers from the implementation area need to be briefed about the CRC; their cooperation is important for the success of the CRC.

*A good example of implementation planning for CRC is from Zanzibar, Tanzania, wherein to implement a UNDP funded CRC initiative, the government realised that an independent consortium of representatives from government, civil society, media, and other groups would be best suited to lead the CRC. The government's statistics agency assisted in the fieldwork and data analysis. Drinking water and primary education were the two services covered in the pilot; findings led to increased UNDP support to enhancing water supply (World Bank).*

*In the DLDGSAA project, CRCs were conducted in Rajshahi (Bangladesh) and Takhmao (Cambodia) to assess the status of basic services like water supply and sanitation. Local citizen leaders, youth and women were involved in conducting the survey, which provided them a platform for participation and instilled in them a sense of ownership of the process. In Cambodia all 50 selected local citizen surveyors were literate, knew the geographic location well; were determined and able to interview as defined and had sufficient time for pre, during and post survey activities and clarification. They were also trained by SILAKA and KAD on CRC concepts and data collection instruments before commencing the survey. The municipal authorities were informed well in advance about the activities of the project and specially the CRC and its objectives.*

### 2.1.3 Situation analysis and gap assessment

Prior to designing and implementing the community survey for capturing citizen perspectives, a detailed situation analysis relating to the local area and the key issues around the services covered under the CRC needs to be conducted. This is an important step to assess the strengths and weaknesses within the system, gain a complete understanding of the policy and public service scenario, existing mechanisms for citizen-government interface and grievance redressal, and service gaps that need to be addressed. Situation analysis involves a complete documentation of the official public service agencies and their remit. Besides documentation, information can also be supplemented with some in-depth qualitative research. This includes focus group discussions with users and service providers that help identify issues that can be highlighted in a CRC process.

#### Situation analysis for CRC should highlight

- Existing level of citizen awareness regarding public service provision
- Accessibility and inclusiveness of services and governance
- Citizen-friendliness and efficiency of current accountability systems
- Constraints and problems faced by both the government and citizens in relation to public service provision.

For an effective CRC, the situation analysis needs to be comprehensive and also accurate in understanding of issues from both supply and demand perspective. To gain such an understanding, the situation analyses for the CRCs conducted in India, Bangladesh and Cambodia was carried out in two stages: (i) rapid analysis at the municipalities and (ii) detailed analysis, taking opinions of citizens as well as municipal officials and recording observations.

The situation analysis helps provide context-specific information at the local level for the area where the exercise is to be conducted, which in turn helps design city specific strategies to address the issues highlighted through the CRC exercise.

#### A situation analysis could comprise

- Document review (Municipal Act, rules, census data, city gazetteer, service agency annual reports etc.)
  - Local government jurisdiction with respect to the services covered under the CRC exercise
  - Rules and regulations relating to service provision by other agencies (such as para-statals), if any
  - Basic supply side data on nature of services provided, coverage areas, mechanisms of provision, area-wise rates, operation and maintenance, mechanisms of transparency and accountability, etc.
  - Basic demand side data including the area-wise total population, service users and probable left-out pockets, if any; details on sub-groups in the population (income categories, social groups, women)
- In-depth interviews with providers (municipal functionaries; service managers etc.)
  - Ground-level problems relating to supply, distribution, maintenance etc.
  - Status of financing of the services
  - Existing level of engagement with users vis-à-vis stipulated regulations and guidelines
  - Provider perspectives on key issues with regard to service provision
- In-depth interviews and FGDs with users (randomly selected users; citizen leaders; CBO representatives)
  - Level of awareness regarding the service provision
  - Current status of supply; shortages or disparity in distribution, if any
  - Current extent of citizen engagement with service providers
  - User perspectives on key issues with regard to service provision

#### 2.1.4 Designing instruments for data collection

The situation analysis findings guide the content of the survey to collect detailed information and opinion from the citizens on the quality of services, their levels of satisfaction, gaps, if any, and other related issues. All CRCs involve a community (or user) survey to identify the issues and problems of the citizens with regard to the services being examined. Findings of the community survey highlight the service delivery performance and issues to be shared with key stakeholders to insist for improvement in service delivery.

The survey for the CRC could be a structured or semi-structured one, depending on the nature of information being sought to be collected. The situation analysis findings help design the instruments for the community survey and indicate towards the type of questions that need to be framed. It is also important at this stage (of designing) to define the scope of the exercise; identify the specific questions that need to be targeted from among the gamut of issues that may be identified through the situation analysis. It is also important to ensure that the issues being covered are relevant to the level at which the CRC is being conducted. For example, instruments developed for city-specific CRCs should focus on issues that can be addressed by the local government, as opposed to those issues that are beyond its jurisdiction, which would have to be addressed to higher levels of government.

Questionnaires for CRCs typically include questions or checklists for rating of services by the users, which could be in the form of rating scales or scores. Often a combination of qualitative and quantitative methods is used for collecting information. Qualitative methods such as FGDs help highlight pertinent issues from specific user categories (for example, low income groups, elderly or women users).

#### Common areas of focus of CRCs

**Access:** How many members of a given population have access to a particular service? How accessible is the service? This analysis can be further disaggregated to capture differences among locations, gender, age, socio-economic and ethnic groups.

**Usage:** Where access exists, to what extent is the service infrastructure being used? What are the reasons for non-use where it exists?

**Quality:** How satisfying, useful, or relevant is the service to the client? What is the technical quality of services?

**Reliability:** Is the service being delivered in accordance with stipulated schedules and specifications or are there deviations from norms? What are the reasons for the discrepancies?

**Frequency of problems and responsiveness:** How often do respondents experience service problems? Do they complain about it? If so, to whom? Does the problem get resolved? If so, how quickly?

**Service and opportunity costs:** What costs, if any, are respondents bearing due to poor service, including 'forced' investments in alternatives, demands for unauthorised payments, frequent travel over large distances and inconvenient delivery schedules or mechanisms?

**Transparency in service provision:** To what extent do service providers proactively disclose norms and standards as it relates to service delivery? What is the extent of corruption in service delivery faced by users? How does the corruption manifest itself?

Source: Water and Sanitation Programme

Specific to the structure of the instruments, certain considerations must be kept in mind-

- The questions must be developed and refined based on inputs from users, service providers and experts.
- The questions must be precise, clear and based on the respondent's level of understanding so as to be easily comprehended by the respondents.
- A balance must be maintained between the amount of information required and the length of the instrument. The instrument should not be too long else the respondents will lose interest, adversely affecting the accuracy of the responses.
- Care must be taken to avoid too many open ended questions that require narrative answers; care must also be taken to avoid repetitive questions.
- The instruments should ideally be finalised based on a pre-testing and piloting exercise to assess whether the questions are clear and are successfully capturing the desired information.

### 2.1.5 Sampling methodology

Choosing an appropriate sampling methodology and sample size is a challenge and is often governed by cost, time and staffing constraints. Though large sample sizes are preferred but they may not be practical. Hence care has to be taken to ensure a sample that is statistically representative of the population, to enable us gather credible evidence on citizen's perspective. Without such credible information, the CRC results may not be taken seriously by the service providers, thereby affecting the efforts for corrective action.

Sample would be derived from the target population (such as users of the particular service for which the CRC is being undertaken), and appropriate stratification strategy could be employed to capture important sub-groups within the population that we may want to capture, based on demographic, economic or service infrastructure/usage criteria. Therefore, CRC teams should determine the minimum number of respondents needed to generate statistically significant results for each service being surveyed.

“Based on research conducted for several CRCs, Public Affairs Centre (PAC) has determined that a sample size of 350-400 respondents for each service at the lowest level of analysis required is sufficient to provide reliable estimates. Increasing the sample size further will not achieve better results.” (World Bank)

*A CRC was conducted in Romania recently to elicit user feedback on three programmes. The survey was designed to collect feedback about the level of awareness and access to information on service changes, the ease with which citizens can apply for benefits, the costs for doing so (e.g., enrolment fees and charges for receiving payments), grievance redressal mechanisms, and overall user satisfaction (including factors that determine the level of satisfaction). Sample design for such a survey was challenging as the team wanted to avoid overlapping responses for the three programmes (as response about a programme is affected by performance of the other). The questionnaires were designed to flag respondents enrolled in multiple programmes to account for the potential spill over effect. The team also worked with consultants familiar with local beneficiary statistics to ensure that the sample represented programme beneficiaries. Access to beneficiaries also required extensive follow-up and verification with relevant agencies (ibid).*

In the city-wide CRCs conducted by PRIA and its partners in Raipur, Ranchi, Patna, Jaipur and Varanasi (in India) to assess the level, accessibility, quality, adequacy and efficiency of service delivery around water supply, sanitation (including drainage and sewerage) and solid waste management, community surveys were conducted covering 4223 citizens (in all cities) across various income categories. As these were city-wide surveys the sample size increased because all the wards were covered under the survey. However, when PRIA conducted the W3 in the same cities, the sample size reduced as this particular survey was restricted to only a few wards in the cities.

*CRCs were conducted in the city of Rajshahi in Bangladesh and Takhmao in Cambodia to examine citizen satisfaction and experiences in water supply, sanitation and solid waste management.*

*The community survey for CRC included both quantitative and qualitative techniques. Care was taken to include all vulnerable and marginalised groups to make the sample more representative and lend voice to those who are likely to be excluded or marginalised in public service provision. Field visit prior to the survey provided information on the concentration of dwelling population and their characteristics. In Bangladesh the quantitative survey comprised 300 respondents selected from 30 wards through random sampling based on three income (low, medium and high) and three social (floating, disabled and ethnic groups) categories. Respondents for the FGDs for qualitative data collection were selected through simple random sampling among the low and middle income groups. In Cambodia the survey covered 306 households from the 6 sangkats which was accounted for 2.25 per cent of the total population with 50, 30 and 20 per cent households belonging to poor, middle and upper income groups respectively. Grading of middle and rich households was carried out based on asset ownership. Before the survey, visit to the municipality and FGD, were conducted to gather prior information for developing the questionnaire and identifying stakeholders. Also the survey process was aired on Radio France International Khmer Service, through a seven minutes report a few days after the survey.*

### Challenges associated with community survey:

- Framing valid and effective questions was a challenge.
- Some questions were very subjective and relied on individual perception on service quality and satisfaction.
- Lack of awareness among citizens regarding their rights and potential role in raising accountability is another major challenge. During the W3 Survey most of the respondents could not reply to questions related to knowledge about municipal officials and services provided by the municipalities, as they were completely unaware of these.
- Citizens avoided responding to questions related to performance of authorities or ward councillors due to fear of power or sheer ignorance of the subject.
- Some respondents were apprehensive, reluctant and sceptical on account of having participated in earlier such ward level discussion and surveys with no outcomes.

## 2.2 Implementation of the CRC

### 2.2.1 Obtaining community feedback on identified services

The implementation phase involves administering the survey and getting citizen's feedback including rating of services on the aspects being examined under the exercise. Once the sampling methodology and sample size have been determined, the survey is administered among the target respondents. The significance of this process lies in the fact that it not only generates data on actual user perspective and satisfaction with the service being covered, but also performs the twin task

of generating awareness among the people and mobilising demand for the service. Through the process the respondents also become more aware of the various aspects of service provision; they also get the opportunity to voice their views and suggestions on these aspects. The survey is therefore not just an exercise to collect data, rather it affords the team an opportunity to inform and energise the public towards participatory governance.

Before the survey is conducted there is some preparation that is very important to follow-

- The instruments must be accompanied with clear instructions and guidelines on how to fill them; this will aid the investigators in administering them.
- The second step is to select the field team, including investigators and coordinators. Field investigators must be preferably selected locally to ensure familiarity with the local language and culture of the area so that they can administer the questionnaires effectively and get good responses. Field investigators could be local community based organisations (CBOs), students or youth groups.
- Field investigators who will administer the questionnaires have to be appropriately oriented and trained so that they are clear about the objectives of the survey, the content of the instruments and the methods to administer them. Training would include orientation lectures, mock interviews and field practice at local level.
- The last step is the house listing and actual selection of households identified through the agreed sampling method, which also has to be done meticulously in order to avoid errors in respondent identification.


Some important considerations are to be kept in mind while conducting the survey-

- Before commencing the interview the objective of the survey must be clearly explained to the respondent and their consent should be obtained.
- Duration of interview with each respondent should be kept as short as possible.
- Effective supportive supervision is required on a continuous basis during the survey, in order to ensure good quality data. Regular quality checks should also be conducted with the help of field coordinators. Questionnaires could be examined thoroughly on the field itself after being filled. The coordinators could also visit a sample of the households covered and validate the authenticity of responses recorded.

### 2.2.2 Data analysis and interpretation

Data collected from the questionnaires should be entered into a database to be analysed and interpreted. This involves coding the responses and entering the coded data onto master-sheets in electronic formats. Data entry should be accompanied with data cleaning. This implies checking the correctness of the data entered by comparing the codes entered with the responses recorded on the questionnaires. A careful scrutiny of the data entered can also help identify anomalies or ambiguities in data entry that need to be corrected.

- The quality of a CRC depends heavily on the willingness of the citizens to articulate their feelings on the issues affecting their lives.
- As CRC represents public perceptions rather than facts, there is an element of subjectivity in the data generated by it.



Analysis and interpretation involves construction of tables and graphs to summarise the data and to highlight key trends and patterns. Typically, respondents rate or give feedback on aspects of public services on a rating scale (for example, rating of services from 1-4). The ratings could be aggregated and translated into a satisfaction score in the form of a percentage, or combined into an index using appropriate statistical methodology.

The CRC is constructed based on these findings. It should essentially be precise, possibly pictorial and user-friendly to allow easy comprehension by a range of citizens. Other associated products such as brief reports, pamphlets, posters or brochures could also be prepared for advocacy with different target groups and for wider dissemination. Essentially the CRC and other reports or pamphlets need to be designed keeping the key target audience in mind, who would be the targets for dissemination of the findings and advocacy around them for improved service quality and coverage.

A CRC may highlight a single service or a range of services covered by the CRC survey. CRCs on similar services across regions could be used for comparative analysis, though methodologically there is a limitation to comparing different services or regions based on user perceptions on account of varying expectations.

## Section 3

# COMMUNICATING RESULTS AND FACILITATING CHANGES

### 3.1 Dissemination of results

The process of dissemination involves two stages (a) sharing the CRC findings with the community to validate and verify them and (b) discussing the findings with key stakeholders to take their suggestions and feedback on how the gaps and issues identified could be addressed. One or more meetings or sharing workshops could be organised for these dissemination activities.

The dissemination process involves sharing the findings of CRC with municipality, service agencies as well as dissemination among the wider community through media. The purpose is to highlight the issues identified by the users and also to sensitise the key stakeholders (i.e., the service providers, elected councillors, citizens' groups, CSOs and academia) towards taking suitable action to address them. Effective dissemination helps generate adequate demand for corrective action.

Different dissemination strategies need to be designed keeping in mind the target audience.

- The findings of the CRC could also be presented in a public forum, bringing together citizens and service providers, such as agency heads in an 'open house' discussion on the issues thrown up by the CRC exercise. Seminars and meetings should be an integral part of disseminating the CRC findings, that involve both the municipal officials (politicians and bureaucrats) and representatives of CSOs.
- Community organisations could be mobilised to take up the CRC findings with their respective councillors and service providers/ agencies to enforce change. Citizens could highlight the CRC findings on service quality to advocate for internal quality monitoring of services.
- If the findings show lack of convergence between implementing agencies leading to deficiencies in service provision, then CRC findings could provide an appropriate starting point to initiate dialogue between agencies for more coordinated functioning.

Under the CRC initiative by PRIA and partners in India, a number of presentations and discussions were held at city level involving municipal officers, elected councillors, citizen representatives and leaders, all at the same platform. The sharing was carried out in different modes like presentations, discussions, distribution of hand-outs and CRC pamphlet (Annexure 2) among the various stakeholders. Presentations were also made on various avenues of citizen participation - legislations such as Community Participation Law, Right to Information Act and Public Disclosure Law; effective grievance redressal systems; citizen engagement mechanisms under public schemes like JnNURM and Community Participation Fund. Special efforts were made to include women in these orientations as they are worst affected by problems related to water and sanitation.

State level consultations on better social accountability mechanisms and people's participation in urban governance were also held, where findings of the CRCs and situation analysis were presented to representatives from other cities of the state.

*In the CRC exercises in Bangladesh and Cambodia under the DLDGSAA project, the information collected through the survey was validated and verified with the citizens, before sharing with a wider set of audience. Once it was verified and cross checked with the citizens, the reports were shared widely with all relevant stakeholders, i.e. municipal authorities, other service providing agencies and media. This was done through various methods. At first interface meetings were held where the reports were not only disseminated but shared in the form of presentations and brochures. Crucial findings related to the gaps in service provision with regard to water and sanitation were shared followed by a round of discussions on how they could be resolved. In addition to this, the findings of the CRC as well as the process through which it was conducted were shared with the media so that it becomes available in the public domain and could be used by all the citizens. Apart from the main report, brochures and pamphlets of the major CRC findings were also developed which were distributed during the city-wide campaigns held in both the countries. These were made available in local languages with illustrations so that citizens could understand them easily. The main report was also printed in English, Khmer and Bangla so wider audience could be reached and the report could be used as future reference.*



**Sharing of CRCs in Cambodia and Bangladesh**

The sharing and dissemination activities help create awareness regarding the actual status of the public services available to the citizens, and also help create demand for better services in general, and pressurise the concerned authorities in particular, so that they become more responsible and accountable to the public needs. The dissemination activities should ideally help set in motion a process of dialogue between the demand and supply sides, leading to corrective action on the gaps and issues identified by the CRC exercise. It should also instil among the citizens a degree of awareness and desire to engage in reform of public services, making them more responsive and transparent. In this manner CRC exercise conducted periodically also help in periodic benchmarking and review of public service provision by the citizens.

*The CRC experience in India, Bangladesh and Cambodia has shown that by systematic gathering and disseminating public feedback, CRC provided a proactive agenda for citizens, and CSOs to engage in dialogue with the local governments to improve the essential basic services such as water supply, sanitation, solid waste management, etc. The public feedback also prompted the municipal governments to pay special attention to the citizens' concerns.*

### 3.2 Issue-based advocacy

Sustained advocacy in popular media and among citizen groups is important to keep the issues alive and highlighted among the decision makers and wider public. This helps raise the interest of functionaries towards improved accountability of services and response to actual felt needs of the people, as opposed to unilateral decision making in service provision and lack of transparent and accountable functioning of services.

Activities under issue-based advocacy includes periodic meetings with citizen groups and officials on the issues highlighted by the CRC, citizen campaigns around some critical issues and media engagement through organising media meets and publications in newspapers.



Newspaper clippings from Cambodia and Bangladesh

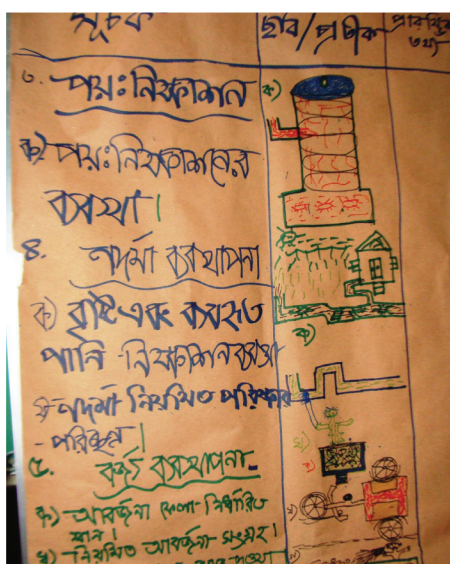
Three successive CRC exercises in 1994, 1999 and 2004, spearheaded by Public Affairs Centre (PAC) in Bengaluru, India, showed an appreciable change in major public service provision across the three surveys. What were the drivers of change? Issue-based advocacy was certainly one of the drivers. The 'glare effect' of the report cards that put the services on public scanner, citizen demands and media pressure acted as external catalysts to spur the supply side actions. A network of civil society groups (neighbourhood groups and NGOs working on civic services) was engaged by PAC through participation in public meetings and seminars to discuss the report cards. City-wide campaigns were also undertaken on certain issues. Service providers were also engaged in active dialogue on report cards and wider civic issues. The media was a driver of change by publicising the findings of the report cards and steps taken by service providers to address them. They also highlighted ward-level problems and the role of local elected representatives, spurring them to action. Media also helped organise interactive meetings with citizens and senior public officials. Issue-based advocacy around CRC findings was thus the key to the successful impact of CRC surveys in Bengaluru city (PAC).

### 3.3 Enabling responses from the municipality

To enable the system to respond to the issues raised through the CRC, the implementers have to play an enabling role, rather than a confrontational one. The purpose has to be of constructive engagement.

#### 3.3.1 Engaging citizen groups

Existing citizen groups can be engaged with on a regular basis to increase awareness and activate them in performing their roles as pressure groups to enable responsive governance and service provision. In India, the City Level Technical Advisory Groups (CTAGs) created under JNNURM were strengthened for advocating towards improved service coverage and delivery. In Bangladesh and Cambodia, ten Neighbourhood Committees (NCs) each in Rajshahi and Takhmao were formed respectively, which engaged in regular monitoring of municipal services and issue-based dialogues and interface with the elected councillors and municipal officials.



**Pictorial Monitoring Chart  
developed by NC in Bangladesh**

The neighbourhood committees were formed in order to mobilise citizens and bring them together so as to raise collective voices. They were trained on community monitoring along with other important areas like good governance, social accountability and citizen participation. These NCs, under the facilitation of the partner organisations, developed indicators for monitoring water and sanitation services of their respective municipalities. The indicators that they chose were informed by the findings of the CRC as well as the FGDs that were held with the communities. Once the indicators were finalised, regular monthly monitoring was conducted by the NCs and the results were shared with the respective elected representatives (councillors) through interface meetings. As a result of many such interface meetings and the demand generated by citizens on different issues, there were some positive changes that could be seen. In Bangladesh, the problem of garbage being dumped outside a school and its consequent health hazards was raised with the ward councillor in one such interface meeting. It led to the shifting of the location for garbage disposal and also the construction of a new secondary dumping site. In Cambodia,

the community monitoring revealed that the garbage collection vehicle was not visiting all the areas to collect garbage which was creating nuisance for the residents. After this problem was raised through the interface meeting, the vehicle now collects garbage from the new identified areas as well. Also with the regular updating of community monitoring, some other issues related to garbage have been solved:

- The number of garbage service registration has increased in the course of the project and due to the increased demand some identified poor households have been given a discount as well.
- 100 Eucalyptus trees have been planted around the dumping site and efforts have been made to clean up the dumping sites (regular sprays for keeping flies and insects away etc.)
- Garbage trucks have been covered because of which the waste debris falling off on the roads is reduced significantly.
- A no-garbage dumping sign has been planted in front of Prek Hou market.
- 2 pathways have been enlarged and are paved with cement. More importantly, a rubber-sealed road to the dumping site is scheduled for this early 2014.

### 3.3.2 Building capacities

The dissemination process must be accompanied with capacity building for improved participatory governance and service provision. Various media was used to raise the interest of municipal officers towards improving the accountability of their respective municipalities. Joint meetings of the citizens' groups (CTAG in India and NCs in Bangladesh and Cambodia), elected representatives, communities and the municipal officials were organised so that service related issues could be discussed on a single platform. Presentations on avenues of citizen participation and grievance redressal helped generate awareness among both the demand and supply sides. Special efforts were made to include women in these orientations as they are the ones who were worst affected by poor water and sanitation services.

Another form of capacity building has been through sharing documents responding to specific needs expressed by the officials themselves. For instance, in India, the municipalities were interested in knowing about the 17 points of proactive disclosure under Right to Information Act, 2005 which was shared with them. The model Community Participation Law was translated in Hindi and shared with all three municipalities as well as elected representatives and CTAG members. In Bangladesh and Cambodia, information and documents were shared with the municipal officials and elected representatives on grievance redressal mechanisms, citizen charters and pro-active information disclosure etc. Apart from sharing material and information, the capacities of municipal officials in India, Bangladesh and Cambodia were also enhanced through structured trainings on issues like roles and responsibilities of municipalities, financial management and social accountability etc.

Showcasing best practices through exposure visits to municipalities with successful participatory initiatives was another strategy adopted in these interventions to build the capacities of the delegates. Exposure visits were conducted for municipal officials, elected representatives, members of citizens' groups (CTAG and NC), identified media persons and civil society representatives to give them practical insights on how municipal services could be made more effective and citizens could be engaged in participatory processes. These visits were conducted in Hyderabad (2009), Varanasi and Jaipur (2011). The exposure visits were quite successful as participants could identify the gaps in the running of these mechanisms in their respective countries. They were also able to select some of the best practices to adopt, suggesting at the same time a few changes in them so that they prove to be favourable and run effectively in their states/countries to suit their local context. The visit resulted in smaller learning curves as people learnt more in limited time by observing others. The participants then shared their experiences in their respective cities in a series of meetings.

### 3.3.3 Institutionalising the changes

The final step of the CRC process is to devise ways to institutionalise the changes promoted by it. A CRC need not be a one-time event; rather it could be visualised as an opportunity to bring citizens and government on one platform. It should be viewed as a means for setting in motion participatory governance and further initiatives should be undertaken on a regular basis to promote sustainable improvements in service delivery at a broader level.

## Summing up CRC

### Challenges

- Difficult for citizens to express their opinion on municipal services or authorities in the beginning
- Limitations in comparability across service
- Seeking the support of municipal authorities and engaging them in dialogue
- Rigorous and sustained efforts required to stimulate appropriate follow up action
- Lack of awareness among citizens with regard to their rights and the potential role that they can play in the process of raising accountability

### Advantages

- CRC is a unique tool for enhancing citizen engagement in governance, thereby improving quality and accountability in service provision. It helps bring to light a wide range of ground-level issues that can be pursued with different stakeholders at intermediate and local levels of government.
- It provides indicators that can be used for monitoring services, and can also trigger further studies and strategise internal reform.

### Lessons learnt

- The CRC exercise helps create an atmosphere of civic engagement through participation of both supply and demand sides of service provision.
- Communities need to be mobilised and organised to participate and raise their voice against poor service provision
- Authorities need to be sensitised and capacitated to address the demands of the citizens and provide quality services

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# Annexures

## Annex 1: Example of a data collection format for CRC

### STATUS OF WATER, SANITATION AND SOLID WASTE MANAGEMENT SERVICE

#### Questionnaire

Date of Survey:

Day Month Year

#### I. GENERAL HOUSEHOLD INFORMATION

1. Name of the State \_\_\_\_\_
2. Name of the City \_\_\_\_\_
3. Ward Number \_\_\_\_\_
4. Name of the Ward \_\_\_\_\_
5. Name of the Mohalla \_\_\_\_\_
6. Is this a slum area?  
01= Yes; 02 = No
7. If yes, what is the status of slum area?  
01= Notified; 02=Un-notified
8. Household number/address \_\_\_\_\_
9. Name of the Respondent \_\_\_\_\_
- 10 Age of the Respondent   
01=1-4; 02= 5-9; 03= 10-14; 04= 15-29; 05= 30-49; 06= > 50 years
11. Sex   
01= Male; 02= Female
12. Relationship with the head of the household   
(if different)  
01= Wife; 02= Daughter; 03= Son; 04= Daughter in Law; 05= Other (specify)
13. Caste   
01= General; 02= Scheduled Caste;  
03= Scheduled Tribe; 04= Other Backward Caste; 05= Other (specify)
14. Religion   
01=Hindu; 02= Muslim; 03= Other (specify)



4. Do you have water meter provided by the municipality?  
01= Yes; 02= No; Rs.

5. How much have you paid for the water connection? Rs.

6. Is the meter functional?  
01= Yes; 02= No;

7. How do you pay for water?  
01= Lump sum amount; 02= as per actual meter reading;

8. How much do you spend (in Rs.) approximately per month for the water supply in your household?

Municipal water tax/user charges etc.	Purchasing water from private vendors	Total (Rs.)
<input type="text"/>	<input type="text"/>	<input type="text"/>

9. What is the maximum distance you travel to fetch water?  
(if the source is outside household premises)  
01= < 50 meter; 02= 50-100 meter; 03= 100-250 meter; 04= >250 meter

10. How much time do you spend to fetch water?  
(if the source is outside household premises)  
01= <30 min; 02= 30 min-1 hr; 03= >1 hr; 04= any other (specify hours)

11. Approximately how much water do you get for your household per day?  
(Use number of buckets to measure the quantity; please give approximate quantity of water in liter per bucket).

12. How much water would you like to receive per day to meet the requirements?

13. What is the frequency of water supply (for community/group connection) per day, if the municipality provides it?  
Frequency: 01= Daily; 02=Alternate day; 03= Other (specify)

14. What is the frequency of water supply (for community/group connection) per day, if the municipality provides it?

Timings	Duration in Each Time		
	< 30 min	30 min to 1 hr	>1 hr
Morning	<input type="text"/>	<input type="text"/>	<input type="text"/>
Noon/After noon	<input type="text"/>	<input type="text"/>	<input type="text"/>
Evening/Night	<input type="text"/>	<input type="text"/>	<input type="text"/>

15. What is the frequency of water supply (for individual household connection) per day, if the municipality provides it?  
Frequency: 01= Daily; 02=Alternate Day; 03= Other (specify)

16. What is the frequency of water supply (individual household connection) per day, if the municipality provides it?

Timings	Duration in Each Time		
	<30 min	30 min to 1 hr	>1 hr
Morning			
Noon/Afternoon			
Evening/Night			

17. Is water supplied according to a fixed and predictable schedule?  
01= Yes; 02= No;

18. If no, how frequent are these fluctuations?  
01= Every day; 02= Once in a week; 03= Once in a month;  
04= Once or twice in every 2-3 months; 05= Other (Specify)

19. How many hours of supply would you like to receive?

20. How frequently would you like to receive water supply?  
01= Once a day; 02= Twice a day; 03= Thrice a day; 04= Other (Specify)

21. At what time would you like to receive water?

22. How is the flow of water through public stand post/private tap?  
01= High pressure; 02= Medium pressure; 03= Low pressure

23. How is the quality of water supply?  
01= Clean water; 02= Water with mud; 03= Any other impurity (specify)

24. Has anyone in your household fallen ill because of impure water?  
If yes, what are the complaints?  
01= Yes; 02 = No

25. Do you know who is the zonal/local municipal official responsible for overseeing water supply in your neighbourhood?  
01= Yes; 02= No;

26. To whom did you make complaints about any problem with water supply?  
01= Local municipal official; 02= Municipal councillor; 03= Other (Specify)

27. Which of these agents was most effective in resolving complaints?  
01= Local municipal official; 02= Municipal councillor; 03= Other (Specify)

28. How did you make complaint  
01= In person; 02= In writing; 03= Other (Specify)

29. How much time it took to resolve those complaints?   
01= On the same day; 02= 2-3 days; 03= More than a week; 04= Never;  
05= Other (Specify)
30. Were these complaints resolved effectively?   
01= Yes; 02= No; 03= Other (Specify)
31. Do you receive bills on time?   
01= On time; 02= Delayed; 03= Other (Specify)
32. Is the billing cycle convenient?   
01= Yes; 02= No; 03= Other (Specify)
33. Is the location for payment convenient?   
01= Yes; 02= No; 03= Other (Specify)
34. Are there frequent billing errors?   
01= Yes; 02= No; 03= Other (Specify)
35. On an average, how long does it take to effectively resolve billing errors?   
01= On the same day of complaint; 02= 2-3 days; 03= More than a week; 04= Never;  
05= Other (Specify)
36. Do municipal officials seek feedback from you on issues related to water supply?   
01= Yes; 02= No;
37. Do municipal officials seek feedback from you on water supply service improvement plans?   
01= Yes; 02= No;
38. How frequently is this feedback sought?   
01= Monthly; 02= Quarterly; 03= Six monthly; 04= Annually; 05= Other (Specify)
39. How is this feedback sought?   
01= In Written; 02= Verbally; 03= Personally by Meeting; 04= Through Grievance Redressal Cell; 05= Other (Specify)
40. Does the municipality give citizens sufficient notice about proposed service disruption or change in timing of services?   
01= Yes; 02= No;

41. How do you rate the water supply services?

Sl. No.	Key Parameter	Rate			
		Excellent	Good	Average	Poor
1.	Accessibility of water supply				
2.	Quantity of water supply				
3.	Quality of water supply				
4.	Frequency of water supply				
5.	Timing of water supply				
6.	Expenditure incurred on water supply				
7.	Grievance handling by the authority				

42. How much would you like to pay additional money for better water supply service?

Rs.	Not willing to pay
-----	--------------------

43. What suggestions would you like to offer to improve the Water supply services?

### III. STATUS OF SANITATION (Includes Public Latrine, Sewrage, Drainage & Solid Waste Management)

#### A. Latrine

- Where do your household members go for defecation?  
01=Own latrine; 02= Neighbour's latrine; 03= Public latrine;  
04= Pay and use latrine; 05= Open defecation
  - If you have own latrine, what is the type of latrine?  
01= Pour flush with septic tank; 02= Pit latrine; 03= Dry/bucket latrine;  
4= any other (specify)
  - If you are using community latrine, what is the type of latrine?  
01= Pour flush with septic tank; 02 = Pit latrine; 03 = Dry/bucket latrine;  
04= Any other (specify)
  - If using community latrine, how far is it from your house?  
01 = < 50 meter; 02 = 50-100 meter; 03 = 100-250 meter; 04 = >250 meter
  - If using community latrine, how much time do you need to wait for using the latrine?  
01= <15 min; 02 = 15 min-30 min; 03 = 30 min – 45 min;  
04= >45 min – 1 hr; 05 = Other (specify)
  - Who operates and manages the community latrines?  
01= Municipal staff; 02= Community members; 03= Private agency employed  
by municipality; 04= Other (specify)
  - If using community latrine, how much are you paying for the service?
- |     |           |
|-----|-----------|
| Rs. | Don't pay |
|-----|-----------|
- How often the community latrines are cleaned?  
01= Daily; 02= 2-3 times in a week; 03= Weekly; 04= Longer than a week;  
05= Never

## B. Sewerage System

1. Is there any sewer line in your household?   
01 =Yes; 02= No;
2. If yes, where does it discharge?   
01= Municipal sewerage; 02= Municipal rainwater drain; 03= River/Pond;  
04= Open land; 05 = Septic tank/soak pit
3. If yes, what kind of sewerage system do you have in the household?   
01= Open kutcha drain; 02= Open pucca drain; 03= Covered pucca drain;  
04= Underground pucca drain
4. What kind of municipal sewerage system exists in your locality?   
01= No drain; 02= Open kutcha drain; 03= Open pucca drain;  
04= Covered pucca drain; 05= Underground pucca drain
5. How often the municipal staff clean the municipal sewer systems?   
01= Daily; 02= 2-3 times in a week; 03= Weekly; 04= Longer than a week; 05= Never
6. How much do you pay for such cleaning services? 

Rs.	Don't pay
-----	-----------

## C. Drainage System

1. Does the locality have rainwater drainage?   
01= Yes; 02 = No;
2. Does your neighbourhood suffer from water logging/flooding problems?   
01 =Yes; 02 = No;
3. If yes, how many times a year?   
01= <5 times; 02 = 5 -10 times; 03 = >10 times; 04= Other (Specify)
4. If yes, for how long does it stay logged/flooded?   
01= <1 week/yr; 02 = 1 week to 1 month/yr; 03 = 1 to 3 months/yr; 04 = Other (Specify)
5. How often the municipal staff clean the drainage systems?   
01= Weekly; 02= Fortnightly; 03= Monthly; 04= Annually; 05= Never

## D. Solid Waste Management

1. How do you dispose off garbage from your household?   
01= Private bin for door to door collection; 02= Community bins;  
03= Open disposal on road; 04 = Open disposal on empty land/canal;  
05 = burning; 06 = Burying; 07= Other (specify)
2. Who collects garbage from collection point?   
01= Municipal staff; 02= Private agency contracted by municipality;  
03= Community members; 04 = Other (specify)

3. Have you hired private sweeper?   
01 = Yes; 02 = No;
4. How often the garbage is collected from the collection point?   
01= Daily; 02= 2-3 times in a week; 03= Weekly; 04= Longer than a week; 05= Never
5. Do the streets outside your house get swept?   
01 =Yes; 02 = No
6. If yes, how often do the streets get swept?   
01 = Daily; 02 = 2-3 times in a week; 03 = Weekly; 04 = Longer than a week; 05 = Never
7. How much do you spend approximately per month for the garbage collection and sweeping?  Rs.  Don't pay

8. Please give a break up of total spending on solid waste collection as follows.

Municipal tax/user charges etc.	Service charges to private agency	Total

9. How do you rate the following municipal services (for users only)?

Sl. No.	Key Parameter	Rate			
		Excellent	Good	Average	Poor
<b>A.</b>	<b>Community Latrine</b>				
1.	Availability of community latrine				
2.	Accessibility to community latrine				
3.	Cleanliness of community latrine				
4.	Expenses incurred to use community latrine				
5.	Grievance resolution				
<b>B.</b>	<b>Sewerage System</b>				
1.	Availability of municipal sewerage system				
2.	Cleaning of sewerage system				
3.	Grievance resolution				
<b>C.</b>	<b>Drainage System</b>				
1.	Availability of municipal rainwater drainage system				
2.	Cleaning of municipal rainwater drainage system				
3.	Flooding/water logging of streets				
4.	Grievance resolution				
<b>D.</b>	<b>Garbage collection and street sweeping</b>				
1.	Availability of garbage collection and street sweeping				

2.	Expenses incurred for garbage collection and street sweeping service				
3.	Grievance resolution				

10. Would you like to pay additional money for better services in relation to the following?

Sl. No.	Municipal Service	Answer	If yes, how much? (Rs.)
1.	Community latrine		
2.	Sewerage system		
3.	Drainage system		
4.	Garbage collection and street sweeping		

01= Yes; 02= No; 03= Can't say

11. Do you know who is the zonal/local municipal official responsible for overseeing sanitation and SWM services in your neighbourhood?   
01= Yes; 02= No;
12. To whom did you make complaints about any problem with sanitation and SWM?   
01= Local municipal official; 02= Municipal councillor; 03= Other (Specify)
13. Which of these agents was most effective in resolving complaints?   
01= Local municipal official; 02= Municipal councillor; 03= Other (Specify)
14. How did you make complaint?   
01= In person; 02= In writing; 03= Other (Specify)
15. How much time it took to resolve those complaints?   
01= On the same day; 02= 2-3 days; 03= More than a week; 04= Never;  
05= Other (Specify)
16. Were these complaints resolved effectively?   
01= Yes; 02= No; 03= Other (Specify)
17. Do municipal officials seek feedback from you on issues related to sanitation and SWM?   
01= Yes; 02= No;
18. Do municipal officials seek feedback from you on sanitation and SWM service improvement plans?   
01= Yes; 02= No;
19. How frequently is this feedback sought?   
01= Monthly; 02= Quarterly; 03= Six monthly; 04= Annually; 05= Other (Specify)
20. How is this feedback sought?   
01= In Written; 02= Verbally; 03= Personally by Meeting; 04= Through Grievance Redressal Cell; 05= Other (Specify)
21. Does the municipality give citizens sufficient notice about proposed service disruption or change in timing of services?   
01= Yes; 02= No;
22. What suggestions would you like to offer to improve Sanitation and SWM services?

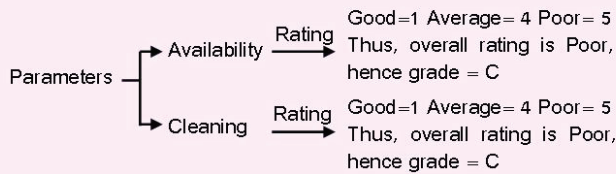
## Annex 2: Example of a CRC, Biharsharif

### How to Read This Citizen Report

The Citizen Report Card (CRC) examined five services namely Water Supply, Drainage, Garbage Collection/Sweeping, Road & Transport and Safety & Security. The services were examined by using a set of indicators i.e. accessibility, availability, quality, timing, etc. All these indicators were given ratings by the citizens i.e. Good, Average and Poor.

- The grade obtained by each indicator is the average of the ratings received. (A=Good, B=Average, C=Poor).
- The overall grade for each service is the average of the grades of each parameter for that service.

E.g.: Drainage



Thus, overall grade for Drainage is C.

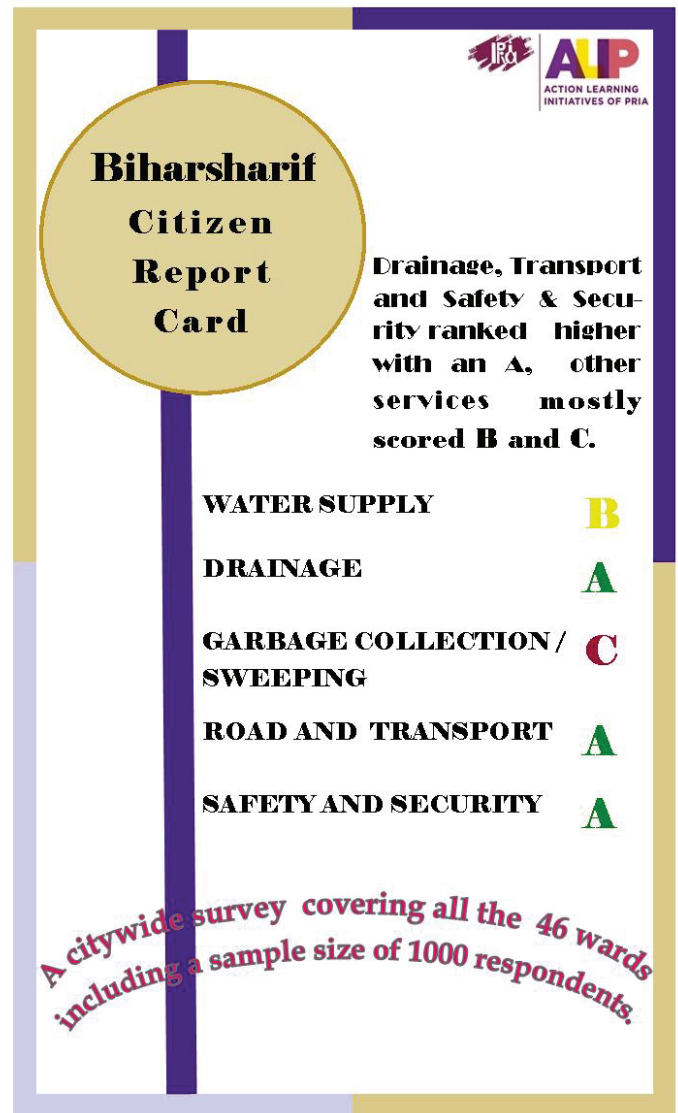


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WATER		
Parameter	Rating	Grade
Accessibility		<i>B</i>
Quantity		<i>B</i>
Quality		<i>A</i>
Frequency		<i>B</i>
Timing		<i>B</i>
Grievance Redressal		<i>B</i>

DRAINAGE		
Parameter	Rating	Grade
Availability		<i>A</i>
Cleaning		<i>B</i>
Flooding/ Water Logging		<i>A</i>
Grievance Redressal		<i>B</i>

Note: Due to very low coverage of the sewerage network within Bihar-sharif, the service has not been assessed.

GARBAGE COLLECTION / SWEEPING		
Parameter	Rating	Grade
Availability		<i>C</i>
Expenses Incurred		<i>B</i>
Grievance Redressal		<i>C</i>

ROAD AND TRANSPORT		
Parameter	Rating	Grade
State of Roads		<i>A</i>
Public Transport Availability		<i>A</i>

SAFETY AND SECURITY		
Parameter	Rating	Grade
Safety and Security of Women		<i>A</i>
General Safety and Security		<i>A</i>

LEGEND		
Good = A	Average = B	Poor = C