Building a Responsive Governance Ecosystem: Reflections from Select Social Accountability Experiments in India

Affiliated Network for Social Accountability South Asian Region
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We would also like to thank OneWorld Foundation India who lead the study.
## Abbreviations and Acronyms

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<td>ANSA-SAR</td>
<td>Affiliated Network for Social Accountability - South Asia Region</td>
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<tr>
<td>ANM</td>
<td>Auxiliary Nurse Midwife</td>
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<tr>
<td>ASHA</td>
<td>Accredited Social Health Activist</td>
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<tr>
<td>ATRTE</td>
<td>Audit the Right to Education</td>
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<td>BDO</td>
<td>Block Development Officer</td>
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<tr>
<td>CART</td>
<td>Consumer Action, Research and Training Center</td>
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<td>CBO</td>
<td>Community Based Organisation</td>
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<td>CCD</td>
<td>Community Care Development</td>
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<td>CCSC</td>
<td>Climate change community scorecard</td>
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<td>CFBT</td>
<td>The Centre for British Teacher</td>
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<td>CMAT</td>
<td>Citizen Monitoring and Audit Teams</td>
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<td>CRC</td>
<td>Citizen Report Cards</td>
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<td>CREDA</td>
<td>The Centre for Rural Education and Development Action</td>
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<tr>
<td>CSC</td>
<td>Community Score Card</td>
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<tr>
<td>CSO</td>
<td>Civil Society Organisation</td>
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<tr>
<td>CUTS</td>
<td>Consumer Unity and Trust Society</td>
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<tr>
<td>ECMRR</td>
<td>Enabling Community Monitoring of Rural Roads</td>
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<tr>
<td>GOI</td>
<td>Government of India</td>
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<tr>
<td>GVT</td>
<td><em>Gramin Vikas</em> Trust</td>
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<td>ICDS</td>
<td>Integrated Child Development Services</td>
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<td>IRC</td>
<td>Information Resource Centre</td>
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<tr>
<td>JKP</td>
<td><em>Jana Kalyan Pratistan</em></td>
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<tr>
<td>KBK</td>
<td>Kalahandi-Bolangir-Koraput</td>
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<td>LEAF</td>
<td>Leadership through Education and Action Foundation</td>
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<tr>
<td>MGNREGA</td>
<td>Mahatma Gandhi National Rural Employment Guarantee Act</td>
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<td>MIS</td>
<td>Management Information System</td>
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<td>MP</td>
<td>Madhya Pradesh</td>
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<tr>
<td>NGO</td>
<td>Non Government Organisation</td>
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<td>NREGS</td>
<td>National Rural Employment Guarantee Scheme</td>
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<td>NRHM</td>
<td>National Rural Health Mission</td>
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<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>NRRDA</td>
<td>National Rural Roads Development Agency</td>
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<tr>
<td>OBC</td>
<td>Other Backward Caste</td>
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<tr>
<td>ORD</td>
<td>Organisation Rural Development</td>
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<tr>
<td>OSSRA</td>
<td>Odisha State Rural Road Agency</td>
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<td>PAC</td>
<td>Public Affairs Centre</td>
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<tr>
<td>PAD</td>
<td>People's Action for Development</td>
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<td>PDS</td>
<td>Public distribution System</td>
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<tr>
<td>PMGSY</td>
<td><em>Pradhan Mantri Gram Sadak Yojana</em></td>
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<td>PR I</td>
<td><em>Panchayati Raj Institution</em></td>
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<td>PTA</td>
<td>Parent Teacher Association</td>
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<td>PWD</td>
<td>Public Works Department</td>
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<td>RTE</td>
<td>Right to Education</td>
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<td>RTI</td>
<td>Right to Information</td>
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<td>SA</td>
<td>Social Accountability</td>
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<td>SC</td>
<td>Scheduled Caste</td>
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<tr>
<td>SMC</td>
<td>School Management Committee</td>
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<td>SHG</td>
<td>Self Help Group</td>
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<td>SSA</td>
<td><em>Sarva Shiksha Abhiyan</em></td>
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<tr>
<td>ST</td>
<td>Scheduled Tribes</td>
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<td>SWF</td>
<td>Social Watch Facilitators</td>
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<td>SWG</td>
<td>Social Watch Groups</td>
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<td>VDAC</td>
<td>Village Development Action Committees</td>
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<td>YSD</td>
<td>Youth for Social Development</td>
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Executive summary

Accounts on the performance of India's flagship social welfare programme resemble for most part a walk through a tunnel of unrelieved gloom. They are an extended syllable of dolor --- corruption, official apathy, inefficiency, ignorance and resource misappropriation. The stories run along these expectedly dark lines like crow's feet across the nation's poorest villages and communities.

At the same time the experience of OneWorld Foundation India, which produced these reports, shows that grim as the stories are, they are not without their silver edges of hope. Even the poorest of poor people, subjected to decades of social tyranny, can stand up on their unsteady legs and fight for their rights if they are adequately armed with education and empowering tools like the Right to Education Act or Right to Information Act for this unequal battle.

Contained in these reports are stories based not on forlorn observations but real participation. They document in great detail the experience of NGOs, which educated and empowered the poorest and most backward and together with them fought many hard battles for justice, a few successfully. As much as exposing the appalling state of social welfare programs like MGNREHA and /National Rural Health Mission/ (/NRHM/), their experiences reveal strategies that may yet hold out hope for their salvation. These are the real gains of their diligent labour.

The work of the social groups proves that the climb for India's downtrodden is uphill even treacherous, but by no means impossible. With strategies designed specially to suit the dynamics of each community and its socio-economic context, it is possible to engineer positive change. It's painful but possible. Their work shows that the fruits of grand social programmes do not reach their intended beneficiaries not only because of rampant corruption and an oppressive social order but also because of ignorance and managerial incompetence. Through their work, an often frustrating trial-and-error process of deploying a series of techniques, the groups succeeded in evolving approaches that finally worked. And that is the light at the end of the tunnel.

The work of the researchers contained in these reports show that it is important to rub life into the benumbed spirits of people at the bottom of the heap and educate, empower and prepare them to fight. These may initially be tiny and scattered knots of people, but when they stand up and win. It's only a matter of time before their friends, neighbours, communities and societies follow. This, one must hope, would set off a tide that eventually changes the times.

Early results from these projects provide encouragement and reflect the need to capture their experiential learning through a methodical study towards enriching the body of knowledge on the social accountability discourse and for raising the overall awareness and profile of social accountability work both regionally and globally.
The objective of this research oriented study is to understand the social accountability approaches and outcomes, and develop knowledge resources to be harnessed in mainstreaming governance accountability of public institutions of India.

This report presents the key findings of the study and emphasizes on the appropriateness of particular social accountability approaches in given political and socio-cultural contexts, highlights factors that both encourage and limit the level of participation in social accountability exercises, assesses the role of information in empowering citizens, service-providers and strengthening their engagement, and presents key challenges in deploying social accountability activities.

The case studies are as much about what has not worked as about what does and can work. The knowledge contained in them could help governments in India to ensure that their social welfare budgets are better spent, reach the intended beneficiaries and help in lifting large masses of people across the country above the poverty line.

The encouraging results from these projects, yet in the early years of some forward-looking legislations and schemes justify their audit, so as to say, to create an enriching body of knowledge on the social accountability discourse in India.

The OneWorld team visited the work done by organizations that throws up a host of practical ideas for engineering change, tried and tested out in real time with real people and in real contexts. The reports underline the need to think out of the box and yet advocate for entitlements even under harsh circumstances. In doing so, it demonstrates the need for agencies to be flexible to be able to successfully intervene in social welfare programs. Besides, it also throws the spotlight on the need to review and modify approaches through the course of their projects.

Collectively the reports are a tome of referential knowledge, a clinic if you like, on how to implement large welfare programs at the grassroots level in highly challenging, complex and inhospitable environments characterized by gaping social disparities.
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Introduction

About This Report

Strengthening transparency and accountability in governance is recognised as a necessity for achieving development outcomes. While large scale attention has been paid to strengthening the supply side of accountability, the last decade has witnessed enhanced focus on the deficiencies existing in the demand side of accountability in governance. In this context, the Social Accountability (SA) approach was introduced to engage citizens in governance processes, to develop a sense of ownership and enable them to seek accountability. Social accountability tools enable citizens to engage with governments in a constructive, meaningful way by using evidence based analysis and advocacy. Through SA methods, a direct accountability relationship between citizens and state can be established.

The Affiliated Network for Social Accountability - South Asia Region (ANSA - SAR), supported by the World Bank Institute, aims to promote, strengthen and sustain social accountability knowledge and praxis by facilitating citizen efforts of holding public institutions accountable in terms of delivering public services. Increasing the capacity of civil society organisations and public institutions in the South Asia region to promote, initiate and undertake social accountability interventions is one of the key objectives of ANSA-SAR. The network aims to achieve this through (i) provisioning of project grants to civil society organisations, (ii) training and skill building of both state and civil society institutions, and (iii) conducting and disseminating research to advance the field of social accountability.
ANSAR has so far disbursed grants to 22 civil society organisations from Bangladesh (2), India (12), Nepal (1), Pakistan (4), and Sri Lanka (3). The objectives of these projects span from mainstreaming the Right to Information Act (RTI) and ensuring social accountability to promoting good governance, guaranteeing food and livelihood security, and improving delivery of basic public services. For achieving these aims, the projects are using diverse SA tools like the Citizen Report Cards (CRCs), Community Score Cards (CSCs), Public Expenditure Tracking Survey, Social Audit, Social Watch Group (SWG) and the Right to Information (RTI).

The early results from these projects are very encouraging and reflect the need to capture their experiential learning through a methodical study towards enriching the body of knowledge on the social accountability discourse and for raising the overall awareness and profile of social accountability work both regionally and globally. For this purpose, in December 2011, ANSA-SAR collaborated with OneWorld Foundation India to study and document innovative practices adopted in 9 of the 12 social accountability projects that it supports in India. The objective of this research oriented study is to understand the Social Accountability approaches and outcomes, and develop knowledge resources to be harnessed in mainstreaming governance accountability of public institutions of India.

This report presents the key findings of the study and emphasises on the appropriateness of particular SA approaches in given political and socio-cultural contexts, highlights factors that both encourage and limit the level of participation in SA exercises, assesses the role of information in empowering citizens, service-providers and strengthening their engagement, and presents key challenges in deploying SA activities.

### ANSA-SAR Partners Identified for the Study

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<td>Citizen Report Card to strengthen transparency in bidding and construction processes of rural road projects.</td>
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### ADHAR: Promotion of Social Accountability Through Citizens’ Action

ADHAR, an NGO based in Bolangir district, Odisha, engages with the rural communities and government to introduce social accountability tools with the aim of implementation of the Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) and Public Distribution System (PDS) in the region. In April 2010, ADHAR designed an elaborate mechanism to leverage Community Score
Cards (CSC), Citizen Report Cards (CRC) and Right to Information (RTI) for monitoring progress of the two crucial national schemes. Each tool served a special purpose - CRC was used to identify issues in scheme implementation, RTI was to access relevant information and CSC fostered civic engagement by organising interface meetings. Feedback gathered from the exercise was utilised to exact accountability from service providers in the region.

Proven outcomes include increase in level of community awareness about the schemes, responsiveness of service provider and reforms in service delivery.

**Centre for Civil Society: Audit The Right to Education**

In 2011, with an aim to reform the school education system and advance ideas enshrined in the Right to Education in Kota district, Rajasthan, the Centre for Civil Society (CCS) launched the Audit the Right to Education project. The organisation adopts a unique top-down approach to secure the participation of service providers (government agencies) and local communities in the social accountability process. The uniqueness of CCS’s approach lies in the importance given to ensuring support from important high level government representatives. Upon establishing this relationship with the government, it was easier for CCS to interact with local officials and the community.

Such an approach is reinforcing the role of active citizen monitoring in the evaluation of public services, improving awareness level of community members and training them to assess the level of service delivery.

**Centre for Rural Education and Development Action (Creda): Empowering Rural People to Seek their Entitlements under Mgnrega**

The Centre for Rural Education and Development Action (CREDA) started a SA project in February 2010 in 30 gram panchayats (locally elected, village self-governance councils) of Halia block in Mirzapur district to empower particularly the poor and marginalised people to secure their livelihoods and food requirements under MGNREGA. In order to do this, CREDA has built the capacity of 60 village level youth volunteers and 100 members of women Self-help Groups (SHGs). Thirty village level committees have also been formed for helping people to seek employment under MGNREGA without facing corruption and harassment.

An important part of the project is the preparation of a database of families deprived of their entitlements under MGNREGA and documentation of case studies and experiences. So far, CREDA has directly benefited nearly 7000 workers across 99 villages under thirty gram panchayats in the block.

**Consumer Unity and Trust Society: Developing Culture of Good Governance and Accountability**

As a response to the deficiencies in MGNREGA implementation in Rajasthan, the Consumer Action, Research and Training (CART) center at Consumer Unity and Trust Society (CUTS) initiated a social accountability project in 2010 to facilitate Community Score Cards (CSC) exercises to improve MGNREGA implementation. The intervention focused on a state wide execution by devising a pyramidal implementation structure. Master trainers were trained at the state level to provide trainings to 66 Civil Society Organisation (CSO) facilitators intended to mobilise community and conduct CSC exercises. CART leveraged its own network, and ensured that the panchayats met the preconditions necessary for successful CSC exercises.

Through this project, CART has proven the possibility of implementing a large scale social accountability intervention by conducting CSC exercises in 66 gram panchayats. The feedback received through the CSC exercises is being used to advocate for reforms at the state level and institutionalise CSC as an accountability mechanism in government projects.
Jan Sahas Social Development Society: People's Initiative for Accountability and Transparency in Health and Education

The Jan Sahas Development Society launched the People's Initiative for Accountability and Transparency in Health and Education in 2010 in Dewas and Ujjain districts of Madhya Pradesh to bring changes in health and education status of these two districts. Social accountability tools of community score card, social audit, budget tracking, public hearings and RTI are being utilised in the project to demand transparency and accountability from the government in Sarva Shiksha Abhiyan (SSA, is a federal government-initiated campaign for total literacy in the country) and National Rural Health Mission implementation. In order to do this, the project employs a four pronged strategy of mobilisation and awareness generation, enlistment of community participation, capacity building and institutional strengthening, and advocacy efforts with government as well as the civil society.

As of March 2012, 16 community score card exercises, 1 social audit, 12 budget tracking exercises and 2 interface meetings have been organised under the project. Various training modules have been developed and workshops organised for capacity building of government officials at district, block and panchayat levels. This has resulted in gradual improvements in the implementation of both the schemes.

Leadership through Education and Action Foundation Society: Increasing Negotiating Capacities through Right to Information

The Leadership through Education and Action Foundation (LEAF) has introduced a capacity building project to increase the negotiating power of marginalized population for better governance in Namakkal district, Tamil Nadu. LEAF is empowering people by training them on use of RTI act as a tool to slowly remedy the institutional governance. A baseline survey conducted by the organisation revealed that people were mostly unaware of such legislation. To implement the project, LEAF concentrated on mass awareness campaigns, local community mobilisation techniques such as folk songs/plays to introduce people to RTI.

Towards the end of the project, LEAF assisted people with filing approximately 1500 applications. There has been a visible increase in people's awareness about RTI, their understanding of the provisions of the law and its importance in improving public service delivery.

Public Affairs Centre: Enhancing Community Centered Governance in Climate Change Affected Coastal Areas

Public Affairs Centre (PAC) aims at reducing the impact of climatic vagaries on the lives of coastal communities in the Gulf of Mannar region in Tamil Nadu, by adopting a citizen centric approach that synergises the efforts of the government and the local community. The intervention is premised on following a social accountability process that employs climate change community score cards (CCSC) as a tool to integrate a community perspective into environmental governance. Since 2010, PAC is playing a crucial role in elevating local strategies of adaptation and survival into the framework of governance by building local capacity in engaging with government.

In view of making the governance system responsive to local needs and facilitating an effective redress to people's grievances, the organisation is working at directing the focus of policy making towards the climate change threatened communities.

Sambandh: Social Watch Group for Social Accountability and Governance

In 2010, Sambandh initiated a pilot called Social Watch Group for Social Accountability and Governance with the aim of institutionalising the demand side of accountability for quality
implementation of government programmes, in particular MGNREGA, in the Thakurmunda block of Mayurbhanj district in Odisha. An inclusive strategy was adopted to empower the community in a sustained manner. A Social Watch Group, comprising of representatives from the community, Self Help Groups (SHGs), Panchayati Raj Institutions (PRIs, related to the governance of Panchayats), media and officials from line departments, was formed to continuously mobilise the community. Rural Call Centres were established to bridge the existing information gap on government schemes. In this manner, Sambandh has developed four gram panchayats as models for others to replicate its features and performances.

Thus far, the most pronounced impact of the project is reflected in the increase in level of community awareness on rights and entitlements on MGNREGA.

Youth for Social Development: Enabling Community Monitoring of Rural Road Projects

Youth for Social Development (YSD), a not-for-profit independent social research and development organisation in Odisha, initiated a project February 2011 to improve road infrastructure in remotest blocks of Gajapati district, Raigada and Gosani, with the participation of local communities. YSD applies a participatory approach to improve road connectivity in its operational areas and utilises social accountability tools such as Right to Information (RTI), citizen reporting, citizen monitoring and procurement monitoring. Citizen monitors form the backbone of the project. Till date, a total of 32 members have been trained as monitors and 18 out of 20 roads (6 roads in Gosani and 12 roads in Raigada) have been successfully monitored. In this manner, YSD has fostered accountability mechanisms in Gajapati district by creating platforms for community to dialogue with government functionaries using RTI and resolve corruption in the infrastructural development of the region.

Research Methodology

Focus

The nine projects identified for documentation apply a wide spectrum of social accountability tools - from leveraging citizens’ Right to Information to conducting social audits of the provisions under the Act. The case studies elaborate on the processes of introducing and implementing the SA approach in each of these initiatives, and describe the challenges in implementing those approaches. Further, the outcomes of the projects have been studied after identifying the measurable indicators with regard to the objectives of the project.

Approach

The OneWorld team undertook a research oriented approach for this appraisal and documentation of ANSA supported initiatives. Action-oriented, participatory and applied research methods were used in pursuance of this research effort.

- Action-Oriented: Case studies focus on the how to and for what purpose of the project efforts. In this way, the actionable objective of the study shapes the way in which data is collected.
- Participatory: There are a number of stakeholders engaged in implementation. In order to fully understand the functionality and impact of the successful practice, these stakeholders have been accommodated and incorporated into the learning exchange process.
- Applied: Case studies are written with the intention of knowledge exchange for replication. For this reason, emphasis has been on strategy oriented documentation, supported through qualitative and quantitative analysis (inclusion of visual aids - graphs, photos, and tables).
Secondary Research

Secondary research was completed with reference to international, regional and local material:

- *Scholarly government reports, working papers, and case studies* - to ensure a holistic understanding of social accountability theories, tools and practice.
- *Respected media sources* - to develop general knowledge of the socio-political context of the issues surrounding the identified projects
- *Progress Reports of Projects* - to gain basic understanding of the project approach, stakeholders and thematic focus.

Primary Research

Primary research was conducted over the phone and through visits to the sites of implementation. Field visits consisted of focus group discussions with central actors, observations of use by beneficiaries, and semi-structured interviews and surveys of key stakeholders. The goal was to reflect on the successes and failures of practices in social accountability, collect data (qualitative and quantitative) to this end, and document results to bring about a change or improvement in the service, and/or encourage its replication elsewhere.

- *Focus Group Discussions (FGDs):* FGDs have been used as an entry tool to collecting qualitative data from central stakeholders. Focus groups were facilitated by one or two researchers with 5-10 community members. Researchers employed broad focus areas under which they determined questions for the users.
- *Interviews:* Key stakeholders were contacted through formal emails and followed-up over phone. Interview questions were prepared at the desk and designed based on secondary research. Questions were generated to fill gaps in understanding and to expand knowledge in focus areas.
- *Survey Questions: Content, Scope and Purpose* - Surveys contained dichotomous questions (yes/no) and questions based on level of measurement (i.e. scale 1-10). Dichotomous questions were followed up by filter/contingency questions (i.e. If yes, then...) in order to determine reasons for outcomes.

The qualitative and quantitative information gathered during field visit was subsequently analysed and the facts emerging out this analysis were factored in to derive learning on key issues of programme approach and innovations, challenges and opportunities, and the project’s impact on the citizens vis-à-vis its objectives.

Limitations of the Study

While this research effort throws light on some key SA issues - appropriateness of tools, preconditions for success, potential impact, challenges and sustainability of SA efforts certain limitations were encountered during the study. These limitations are highlighted below:

- In some cases, the sample size for the study was relatively small given the vastly dispersed geographical location of the coverage area of concerned SA projects and availability of stakeholders. For this reason, these findings cannot be generalised to the broader SA framework on the basis of this study alone. However, these findings highlight certain important implementation trends and present important lessons to be learnt in deploying social accountability projects.
- The research team had language proficiency in Hindi, Oriya, Tamil and English so discussions with the implementing agencies and community members were not a problem; however, some of the project areas involved communities using local dialects, to understand which, help of the
local workers of the implementing agencies had to be sought. Therefore, while primary research familiarised the research team with ground realities and helped them to contextually locate their study, local language barriers may have resulted in omission of certain valuable experiences of the community. Findings have, thus, been presented by factoring in these limitations.

- Given that these projects are in their initial stages and have just completed their grant period, it is difficult to assess their long term impact. Hence, the most immediate reforms in governance that resulted from these initiatives were reviewed to correlate with the SA approach. In specific, improvements in citizen’s participation, availability of information and citizen-state interactions are emphasised.

**Key Findings**

In India, newer development approaches are being institutionalised by the government to achieve the ideal of decentralised democracy and bring in major reforms in the process of service delivery. Most recent policy directives are increasingly emphasising on people-centric and demand-driven development interventions. The crucial preconditions for the successful ground level implementation of these citizen-centric policies include increased citizen awareness and involvement in governance processes, and continuous and effective citizen-government engagement.

However, in India, neither citizen participation nor government accountability has been mainstreamed effectively into a continuous engagement. Lack of trust in government representatives has created a gap in the interactions between the citizens and the state, and thereby a sense of alienation among people. Hence, there is an urgent need to deepen the level of citizen engagement and feedback in the governance of the country and bolster the demand side of accountability which can then act as a pressure on the supply side.

The SA projects, supported by ANSA-SAR in India, are endeavouring to close this accountability gap in the country by making citizens aware of their entitlements under major national schemes like the MGNREGA, PDS, National Rural Health Mission, Right to Education, and their legal Right to Information (RTI) and by training and familiarising them with various social accountability tools that they can utilise for extracting such accountability from the government. This research has attempted to study the varying degrees of success achieved by these projects and presents reasons for the same.

This section highlights cross-cutting issues on social accountability that have emerged and discusses the key lessons learned from the implementation experiences of nine social accountability projects supported by ANSA-SAR in India.

**Securing Adequate Levels of Awareness and Mobilising Participation**

Field findings suggest that awareness at the grassroots level regarding the various commitments of the government towards its citizens is highly deficient. Focus group discussions (FGDs) with diverse communities across the country revealed that the local population is ill-informed about their basic entitlements under the law. Often, the absence of this information highly limits their ability to demand accountability from the service providers. Given this, the primary objective for any SA project should be to familiarise the local community with their rights and entitlements and the processes involved in exercising them.

This process of mobilising community support is a long drawn and time consuming effort as confirmed by the experience of all nine projects. Most of these social accountability projects required approximately more than a year to develop basic awareness within the communities about government schemes. Even today, when these projects have engaged communities in social accountability exercises, there is still vast scope and need for strengthening community awareness and familiarising them with government procedures.
This need is highlighted by the low levels of participation in accountability exercises. Communities have to be mobilised continuously over a period of time and convinced about the utility and importance of demanding accountability from their service providers.

Social accountability projects need to dedicate substantial time for a detailed awareness generation and dedicated community mobilisation effort.

**Establishing Partnerships with Local Community Based Organisations**

For any social accountability project to be successful, it needs to be accepted by the community. This acceptance is based on several informal factors, primary amongst which is the goodwill that the project implementing agency shares with the community. The pathway to this relationship of trust and goodwill is through the establishment of networks with community based organisations (CBOs) as local partners. Typically, such CBOs have years of experience working with the community and are familiar with local opportunities and constraints. This experience and familiarity should be leveraged to build a relationship with the community for their sustained interest and involvement in the project.

Field findings suggest that projects in which ANSA-SAR partners established alliances with CBOs have achieved greater successes in getting community support as well as in establishing a rapport with service providers. In some cases, these CBOs are working in direct connection with the community, in others a pool of trained village or community leaders are being used by as entry points into the community. On the other hand, efforts at direct intervention by primary project implementers are facing problems of connecting with the community that is resulting in extensive delays and limited participation in implementing social accountability exercises.

CBOs can act as local champions for the accountability cause because they have a more regular and deeper contact with the community and local service providers; their experience and expertise can play a crucial role in determining the appropriateness of an initiative and its pursuit in a given context. They can play a key role in acting as a link between the government and the community, and facilitating an enhanced interaction between the two which is a crucial prerequisite for any social accountability project.

**Acquiring the Support of Service Providers**

For any social accountability project to be successful, it is crucial for both the demand and supply side of accountability to engage, interact and participate collectively in social accountability exercises. While preparing the community to demand accountability is the first step, any movement forward depends largely on the support extended by service providers and their active involvement in the project.

The absence of such support can vastly undermine the community’s confidence and interest in a social accountability project. Hence, it becomes vital to devise strategies for making service providers cooperate in the project. This is a challenging exercise since it demands transparent reforms in their work processes, attitude and commitment. The way forward could be through assistance from CBOs and by identification of a set of pro-reforms personnel within the government and making them active participants in the social accountability project from the first stage.

In most of the nine projects, the involvement of government officials in accountability exercises is considerably low. This is a major limiting factor to the potential and sustainability of these efforts. It is important to develop a medium that can engage citizens to channel their concerns and grievances into a productive dialogue with the state. The emphasis here should be on constructive engagement and not a confrontational.
Use of Contextually Appropriate Social Accountability Tools

The basic implementation strategy for any social accountability effort entails the active involvement of the communities. It is difficult to engage local communities in discussions on the larger questions of accountability without adapting the intervention into the local context. Social accountability initiatives primarily target communities that are constituted of economically and socially marginalized sections of population whose daily lives are deeply intertwined with local social and economic power structures.

Field findings suggest that majority of the target population of these nine projects included daily wage laborers. This pattern of livelihood makes it challenging for community members to extend their maximum support and time to the intervention. Livelihood insecurities combine with pressures of illiteracy and social exclusion in the case of dalits (traditionally, considered untouchables, dalits belong to the lowest strata in the Hindu caste system), women, elderly, the physically and visually handicapped and language barriers to severely limit the channels of active community participation in accountability efforts.

These contextualised challenges have to be factored in while tailoring a social accountability project. The processes of information gathering and dissemination have to be simple and informal and should be done through local channels like CBOs and community leaders. Accountability exercises should be open to ground level changes in order to accommodate diverse economic and social needs. Simpler social accountability exercises like CSCs should be utilised as they involve easy procedures and result in quick and visible outcomes that can be a highly motivating factor for the community.

This research also confirms that the appropriate combination of various social accountability tools like CRCs, CSCs, and RTI at various stages of the intervention can strengthen project implementation by serving designated purposes over a course of time.

Moving from Short-Term Goals Towards Long-Term Reforms

Establishing a framework for social accountability in governance is a gradual process that takes a considerable amount of time. The combination of this fact with the stage of implementation at which these projects are makes it difficult to highlight concrete tangible results. However, during the last two years that these projects have been operational, improvements have been seen in citizen awareness levels, service providers’ willingness to support reforms, the engagement levels between citizens and the government, and in the delivery of public services.

Through constant engagement with the community, ANSA-SAR partners have been able to create a pool of informed citizenry that are aware of their basic rights and entitlements and of ways to demand better governance. As a result, local communities are more confident of approaching service providers and collectively express their concerns. Such collective bargaining has resulted in improvements in the ground level implementation of schemes like MGNREGA, PDS, RTE, NRHM and RTI. The main achievement has been that citizens have a platform and channel to express their grievances, make their voices heard and contribute towards developing action plans for addressing concerns of accountability in governance.

This interaction between communities and service providers has resulted in highlighting larger questions of the need for systemic changes and government processes reengineering. The ultimate success of social accountability projects depends on the degree to which they are able to address these larger questions. Hence, the experience of these projects points toward the need for every social accountability project to define an initial scope of operation and move gradually from short term achievable and visible goals towards long term systemic reforms.
Institutionalising Social Accountability Concepts and Tools

The social accountability projects have collected a strong database on ground level realities and challenges faced in governance at the local level across the country. This database can provide valuable insights into handling the most challenging governance issues in situations of extreme economic and social deprivation. Given this, it is crucial to channel this information in the right direction and conduct appropriate and timely advocacy exercises for dissemination of these findings. Though the ANSA-SAR projects in India have conducted such advocacy efforts with officials from higher levels of administration, these efforts have been scattered with limited results.

It is therefore important to cover this lacuna because larger questions of accountability depend on the development of appropriate solutions to address these local concerns and action at the state level. Most of these projects are adopting a bottom up approach to accountability, wherein they are preparing the communities and local service providers. However, such an approach reaches a saturation point where the support of higher level officials and institutions of state is required for the project to move forward, a point where it becomes crucial to achieve tangible outcomes.

The possibility of developing top-down administrative capacity for supporting accountability efforts should be explored. Local level administrators are often not equipped with sufficient resources, skills and power to introduce accountability reforms. This can be addressed by capacitating state level officials and institutionalising social accountability mechanisms in existing government procedures wherein stringent reporting requirements and safeguards are established for monitoring the implementation of all essential government schemes right up till the local level. This top-down institutionalisation will interplay with localised bottom-up accountability exercises to inculcate a long term culture of accountability in government operations along with yielding immediate improvements in service delivery.
CASE STUDY 9
Enabling Community Monitoring of Rural Roads Project
**Introduction**

The poor condition of roads in rural India restricts access of villagers to schools, hospitals and employment and thereby hampers human development. To address this issue the Ministry of Rural Development flagged off the *Pradhan Mantri Gram Sadak Yojana* (PMGSY) in 2005. Sixty per cent of the cost of building roads under PMGSY is picked up by the Centre and the rest by state governments. The scheme mandates state nodal agencies and implementing bodies to monitor and evaluate the projects end-to-end, from bidding and construction to maintenance and quality control.

But like most large social welfare programmes, the PMGSY is hobbled by corruption and fraud. The story is familiar. Owing to inadequate information, administrative accountability is...
near-zero as a result of which basic public services remain outside the reach of villagers. This also undermines the positive impact of other government schemes like the National Rural Health Mission and Sarva Shiksha Abhiyan. Against this background, Youth for Social Development (YSD), a not-for-profit independent social research and development organisation in Odisha, initiated a project named Enabling Community Monitoring of Rural Roads (ECMRR) to improve roads in the remotest blocks of Gajapati district, Raigad and Gosani, in partnership with local communities, particularly their young members.

YSD combined its participatory approach with social accountability tools such as Right to Information (RTI), citizen reporting, citizen monitoring and procurement monitoring as it believed that success will depend upon empowering and involving local communities and arming them with effective measurement tools.

Citizen monitors form the backbone of this initiative. To date, a total of 32 members have been trained as monitors and 18 out of 20 roads (six in Gosani and 12 in Raigada) have been brought under their purview. The remaining two will also soon be brought under the purview of the citizen monitors. Road connectivity and quality have already improved and citizen information boards carrying all technical and financial details of the projects have come up at most places. YSD has empowered citizens with knowledge and by engaging them in governance and anti-corruption initiatives. An empowered public displays greater involvement and responsiveness to public policies, demands improved services, which in turn, influence outcomes. YSD has introduced and built accountability mechanisms in Gajapati by creating platforms for the community to have a dialogue with government functionaries and act as reformers and decision-makers rather than passive consumers.

**Context**

Odisha’s Gajapati district is an extremely poor district inhabited largely by tribal groups. It has a population of 575,880 and literacy of 54.29 per cent, according to census 2011. Though the number of primary schools, colleges, and hospitals has risen of late, it has not benefited the people significantly as most of them remain inaccessible on account of poor roads.

The PMGSY is a centrally sponsored scheme to provide all-weather connectivity in rural areas of the country. It aims to connect all habitations of over 500 people in the plains and of over 250 people in hill states, tribal and desert areas. Implemented well, PMGSY could change the face of connectivity to basic services across rural India. However, in Gajapati, the scheme is in a sorry state, riddled by corruption and lack of accountability. Hardly any road in this district has been completed within the stipulated 9-12-month time frame and the quality of construction is poor. Moreover, information about the roads is either not displayed at all on the display boards or is inaccurate. Not even once have discussions been held at the gram sabha level before the start of construction as mandated by the PMGSY guidelines. *(A gram sabha is an assembly of village adults mandated by the Rural Self Governance Law called the Panchayati Raj Act).* The administrative accountability of Odisha State Rural Road Agency (OSSRA) and National Rural Roads Development Agency (NRRDA) to the citizens the state has been unsatisfactory.

Also, the awareness among the people of the district about PMGSY is abysmally low because of which they suffer deprivation of essential public services in silence and are unable to...

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demand accountability from the government on construction of rural roads. Ignorance of the Right to Information (RTI) further cripples their ability to seek information from government on road infrastructure, construction, maintenance and the various sub processes involved.

The ECMRR project started by YSD in February 2011 aims to (i) enable the community to monitor PMGSY roads by disseminating and demystifying information on the bidding process, (ii) develop and pilot instruments that enable the community to monitor the process and ensure adherence to quality standards specified for PMGSY roads, and (iii) identify a reform and advocacy agenda for a transparent and accountable bidding process.

The Rayagada and Gosani blocks of the Gajapati district were selected for the project based on data from OSRRA on the status of ongoing road projects in the district: The construction of 20 of the 72 roads in the district was running more than five years behind schedule and these 20 roads were in these two blocks. Moreover, these were the poorest and most backward blocks.

Social Accountability Process

To ensure strict adherence of government agencies to PMGSY guidelines and transparency in the conduct of operations, YSD implemented the following three-pronged strategy:

- Spreading awareness among citizens on scheme guidelines
- Train them as monitors and to demand information from government officials using RTI
- Infuse leadership qualities among citizen monitors to monitor rural roads as per PMGSY guidelines and communicate the same to rest of the community members.

To ensure citizen participation, many social accountability tools were deployed. The choice and development of tools was based on surveys carried out by YSD in Berhampur, Rayagada and Gosani to capture the experiences, grievances and capacities of community members.

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### Citizen Monitors

- Ground monitoring of ongoing roads
- Filing RTI applications on behalf of citizens
- Facilitation between citizens and panchayat
- Conduct of social audit

### Community member

- Participation in SAc processes-village meetings, community scorecard, social audit

### Community based organisations

- Participation in training on RTI and SAc
- Potential involvement in advocacy initiatives

### Youth for Social Development

- Design and implementation
- Facilitation between providers
- Monitoring of project

### OSRRA and NRRDA

- Provision of information on state roads, PMGSY guidelines, bidding process
- Building credibility of project with government organisations at grassroots level
PRI members

- Facilitation between community and YSD
- Building credibility of project among citizens
- RTI filing for status of roads in their panchayat

Figure 2: Comprehensive inclusion of stakeholders has led to the development of an effective project implementation strategy by YSD.

YSD developed two kinds of tools inventories for ongoing and completed roads respectively. Their components are explained in the following steps:

**Implementation strategy**

YSD applied a three-fold strategy for project implementation.

- Organisation of village-level meetings and campaigns to raise community awareness about PMGSY and other government schemes.
- Conduct of RTI training workshops to equip citizen monitors and community to demand public information from government officials
- Training of citizen monitors to monitor the construction of ongoing roads and rank them as per PMGSY guidelines

YSD conducted awareness programmes and general meetings to sensitise the community on PMGSY-guidelines, components, and the scope of monitoring to help in tracking corruption in road construction. Community members were also prepped on their rights and entitlements as tax payers, including information from government officials.

Second, YSD’s staff tutored the villagers about PMGSY and RTI, using easy to understand tools like charts. They were then asked to file sample RTI forms for information from government officials. The training stressed important points for eliciting response from officials like framing the questions correctly. More than 250 RTI applications were filed with YSD’s support. These are on record and being followed up.

Third, YSD trained them on RTI and other social accountability tools like social audit. It picked young, eager and educated community members as citizen monitors to spread awareness on PMGSY and RTI to the rest of the community and monitor ongoing roads in 30 villages. Training citizen monitors was also part of the enabling community monitoring process. Currently, 32 citizen monitors have been trained by YSD and deployed to monitor 20 roads in 30 villages.

- Citizen report card to collect feedback on citizens’ access to services, quality of road services, satisfaction with public service delivery, corruption among and response from public officials
- Procurement monitoring to monitor the entire pre-bidding process - call for tender to selection of a particular bidder for road construction
- Citizen monitoring (observation of roads) and social auditing (compilation of the agreed actual by the contractor and verification on the field) implemented through use of technical tools to measure roads and ensure good quality of road construction
- Public hearing to enable interface between the beneficiaries and the service providers
Figure 3: The tool kit used by citizen monitors for monitoring road construction has been developed by YSD. It consists of the basic instruments required to check whether the material used and the construction carried out meets the criteria prescribed for construction of rural roads under the PMGSY.

Monitoring under the project

Pre-bidding
- Comprehensive checklist developed to monitor if the bidding process has adhered to the prescribed guidelines
- Campaigns for awareness generation among community members

Post-bidding

Completed roads
- Observation of number and quality of culverts, bridges, traffic signals, and display boards.

Ongoing roads
- Selection of 100 m stretches of road
- Basis observation to check the thickness, width, length of road and materials used, surface bleeding etc.
- Checking the details of the project on information board
- Monitoring of different layers of road: embankment, granular and sub-base, WBM 2 and 3, premix carpet

Figure 4: Involvement of YSD in monitoring of the PMGSY is largely at the post bidding stage, particularly in the ongoing road construction projects.
Lessons Learned

Contextually relevant approach ensures inclusiveness

Before YSD drew communities into the process of monitoring road projects in Gajapati, it was already involved in similar work in Bolangir with PAC. Moved by media reports that highlighted issues plaguing roads in the region, ranging from poor accessibility and connectivity to ignorance and near-zero participation of community in government schemes, YSD initiated this project. It drew on its expertise of road monitoring and understanding of core issues in the local context and applied social accountability tools to engage the community in government processes. Finally, it applied citizens’ feedback to make the project inclusive and participatory.

Building local leadership is critical to project sustainability

Instead of deploying trained staff to monitor rural roads, YSD has equipped rural youth for the job by training them on social accountability tools, road monitoring instruments, RTI and government schemes. The training ensures that this group of citizen monitors can continue to monitor the roads on its own even after YSD’s exit. Since the instruments require minimal maintenance and resources for upkeep, the villagers are comfortable with using them independently. Further, the youth can use the technical training for pursuit of other professions as well. Fifty three per cent of the community members surveyed felt that they were empowered enough to participate in road projects and acknowledged YSD’s efforts.

Lack of identity authorisation documents for citizen monitors

After thorough training, citizen monitors are required to work on the field to check the status of roads through every phase of construction by directly interacting with contractors, workers and government officials. However, lack of proper identity cards prevents citizen monitors from approaching any of them with enquiries and complaints. Provision of identity cards requires approval of government officials who are not always forthcoming.

To overcome such challenges, YSD has involved road management officials at various levels of administration for their support, as a result of which circulars were sent by NRRDA to implementers such as chief engineers and sub divisional officers to cooperate with them and with communities monitoring PMGSY.
Creating partnerships for development

YSD received training in monitoring inventories from PAC and further developed its own road model after understanding the local context, challenges and strengths. It also involved interested NGOs with similar expertise and experience on road monitoring projects in its program and utilised their networks during training, awareness-building and leadership management of citizen monitors. Finally, YSD involved panchayat samiti members to play the role of facilitators in the social accountability process with the beneficiaries. Panchayat members supported beneficiaries in writing RTI applications collectively and within the span of one year, 251 applications had been filed and responded to by government officials.

Potential for Scale-Up

As of now, YSD has implemented the project in two blocks of Gajapati district. With the use of social accountability tools, a participatory approach, community’s involvement, and a thorough understanding of local context, it is possible to replicate this project in other areas with poor road connectivity in Odisha and other states. The fact that the project is not based on a particular social context would help its adaptability. YSD itself aims to expand it to districts of Bolangir and Kalahandi by July 2012.

A similar project approach can also be adopted for other government schemes like Public Distribution System, Indira Awas Yojana, National Rural Health Mission, Sarva Shiksha Abhiyan and such like to enhance transparency and accountability in planning, implementation and monitoring. Similarly, awareness of government programs can be created by organising meetings in villages, training community members on RTI and also tracking service delivery based on stipulated guidelines with citizens’ participation.

Leveraging SMS based mobile monitoring technology

The road monitoring process enables citizen to ensure quality construction as per PMGSY guidelines. However, a sound reporting strategy is needed to evaluate the performance, quantify targets achieved and validate whether actions were carried out as planned. Quality reporting will help relay information from citizen monitors to YSD staff and to government officials.

At present, YSD follows a manual ranking system based on PMGSY guidelines in which monitors scores on each stage of road construction based on their general observation and using instruments. The scores are transferred to an Excel sheet for record and further analysis. However, to avoid delays on reporting multiple road projects, follow uniformity in reporting formats and ensure 100% reporting compliance, YSD can leverage on mobile technology to collect data, collate them and produce reports in a timely manner.

For this purpose, the parameters for ranking each stage of road construction can be listed in the mobile application, each entry accompanied by a box for entering the scores. Citizen monitors’ mobile phones can be registered with their corresponding names, designation and block details for identification of SMS submissions. Based on their observation on field, they could send the SMS to a mobile number through which all messages go to a central server, which stores all information from which SMS data can be processed and uploaded to an online database.
ANNEX

Annex 1: About The Implementing Organisation

Youth for Social Development (YSD) is a not-for-profit independent social research and development organisation established in 2005, (registered under Societies Registration Act.1860) by a group of professionals devoted to improve the lives of the tribal, rural and urban poor in Orissa. YSD undertakes research, public education, capacity building, documentation, dissemination, people centered advocacy and participatory development action. Sustainable livelihood promotion, influencing public policy & finance, improving democratic governance for the betterment of the people and the state, are the thrust areas of the organisation. Youth for Social Development is promoting governance which is participatory, is based on the rule of law and protects human rights, is consensus oriented, transparent, accountable, effective and efficient, responsive, equitable and inclusive. This assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.
Annex 2A: Interview Questionnaire

Background - Stakeholders and roles
1. What was the exact date of the commencement of the project?
2. The project is implemented in three blocks of Ganjam and Gajapati district. What were the selection criteria for identifying these districts/blocks?
3. According to our research, there are 7 stakeholders in this project. What are their specific roles in the project?
   a) Youth for Social Development (YSD)
   b) Odisha State Rural Road Agency (OSSRA)
   c) National Rural Roads Development Agency (NRRDA)
   d) Panchayat officials - Ganjam and Ganapati
   e) Citizen Monitoring and Audit Teams (CMAT)
   f) Public Affairs Centre, Bangalore
   g) Community members
   i. Are there any other stakeholders? If yes, please provide details on their roles and responsibilities in the project.

Implementation Strategy
4. YSD engages community in monitoring road construction process by using monitoring tools and by enabling them to use Right to Information Act to access information from government departments.
   i. What was the extent of the community’s engagement with PMGSY monitoring prior to this project?
   ii. What are the exact social accountability tools currently being utilised in this project?
   iii. Why are these considered the best suited tools in this situation?
5. What is a procurement monitoring checklist and what are the components of the checklist?
6. YSD prepared road monitoring inventories to train citizen monitors on monitoring different components on rural roads in consultation with Public Affairs Centre, Bangalore. Please describe the monitoring tools.

7. According to our background study, YSD has three main objectives in this project. What activities/strategies are you following to realise each of these?
   - Enabling community monitoring of PMGSY roads through dissemination and demystification of information on bidding process
   - Developing and piloting a set of instruments for community monitoring of bidding process and adherence to quality specifications of PMGSY roads
   - To identify reform and advocacy agenda for transparent and accountable bidding process to improve the quality of rural roads

8. YSD approached the state rural development department, National Rural Roads Development Agency (NRRDA) and the Odisha State Rural Road Agency (OSSRA) to build rapport, bring interest to the program and collect information on road projects. What was the administrative accountability of these state agencies before YSD’s intervention?

9. Community members are organised into groups and encouraged to participate in meetings/workshops to discuss road projects and participate in the bidding process. What kind of training was imparted to these community groups?
   i. Please provide details of the training sessions - resource persons, exact content, methodology, duration, following up mechanisms.
   ii. How has the community responded to this project? How were the people motivated to attend training/workshops?
   iii. How has the local government (Panchayat members and sarpanch) offered their support in mobilising the community members in this project? To what extent have they participated in this project?

Participation level
10. In the YSD quarterly reports, we learned that the level of awareness on PMGSY and RTI remains very poor. The awareness level on PMGSY is 32.5% in Ganjam and
33.6% in Gajapati. The awareness level on RTI is 43.9% in Gajapati and 63.6% in Ganjam. 14.5% know about various provisions of PMGSY and 2.2% know about competitive bidding process in PMGSY roads construction. However, 75% express their interest to become a citizen monitor in road construction.

i. Why is road construction activity a top priority to monitor amongst the community members?

11. What is the level of awareness (regarding RTI, knowledge on monitoring process) amongst the community groups at present? To what extent have they been empowered in this project?

12. Prior to the implementation of the project, how did the community submit an RTI request for PMGSY related information and procurement process?

Challenges

13. According to our background research, information on procurement from the government department gets delayed due to non-cooperation from implementing staff despite the existence of RTI law. What strategy did YSD adopt to overcome this challenge?

14. Our research indicates that few communities did not cooperate due to lack of time and direct benefits. How did YSD motivate them to participate in this social accountability practice?

15. Were there any challenges faced by YSD in disseminating information on road construction and guiding people to file RTI requests during the training/workshops? If yes, what were they and how were they overcome?

Impact

16. How many community members actively participate in the meeting proceedings?

17. During training, the community members are taught to file RTI application requests on road issues. How many total applications have been filed and to what extent is it demand driven?

18. PMGSY was targeted as there were major problems in the construction of roads such as unavailability of local construction materials, cost over-run, poor response of contractors and over burden due to lack of staff to monitor. To what extent has YSD managed to overcome these shortcomings through this social accountability practice?

19. Has there been any improvement in service delivery after implementation of this project. If yes, please share the details. If not, they why not?

Citizen Monitors

1. How many citizen monitors are there in total?

2. As a citizen monitor, what is your role in promoting and using RTI in villages?

3. What motivated you to become a citizen monitor?

4. Do you find the trainings/workshops useful? Is there anything you feel must be integrated in this social accountability practice to make it more effective?

5. How has the government responded to the RTI applications submitted? Are you satisfied with the response? If yes, why? If no, why not?

6. Do you see an improvement in the service delivery post implementation of the project?

7. Do you face any challenges in motivating the rest of the community in attending meetings/workshops? If yes, then how did you convince them?

Annex 2B: Survey For Households - YSD

Name: ___________ Village: ___________
Gender: Male / Female

1. What is your age?
   a. <18
   b. 18 - 25
   c. 26 - 40
   d. 41 - 60
   e. > 60

2. What is your level of education?
   a. Illiterate
   b. Can read and write
   c. Primary education (upto 5th standard)
   d. Secondary education (upto 10th standard)
   e. Senior Secondary (upto 12th)
   f. Graduate
3. What is your occupation?
   a. Farmer/Agricultural worker
   b. Industrial worker
   c. Self-employed/Business
   d. Other ________
4. What problems were faced by the community prior to YSD’s intervention?
   a. Lack of commutable roads
   b. Corruption in the process
   c. No citizen participation in government schemes
   d. No transparency in different stages of the work
5. How did you learn about PMGSY project of GOI?
   a. Newspaper
   b. Television
   c. Radio
   d. Government official
   e. I
   f. YSD
   g. Other ________
6. Have you attended any of the YSD community meetings?
   a. Yes
   b. No
7. If yes, how many meetings have you attended?
   a. 1-2
   b. 3-4
   c. > 4
8. What has been your role in the meeting?
   a. Activist
   b. Facilitator
   c. Learner
   d. Other ________
9. What did you find the most useful in the meeting?
   a. Information on PMGSY and other government programs
   b. Information on RTI and its usage to demand for information
   c. Direct meeting with field staff
   d. Other ________
10. Are you aware of the bidding process in PMGSY?
    a. Yes
    b. No
11. If yes, what does the process involve?
    a. Invitation of the bidder
    b. Tendering process
    c. Evaluation of bids
    d. Placing of signboards
    e. All of the above
12. Are you aware of the monitoring process of rural roads’ quality?
    a. Yes
    b. No
13. If yes, what does the process involve?
    a. Checking various size of stones used on the PMGSY roads by the square ring
    b. Checking the locally available stones and the quality used
    c. Use dip-stick to check the thickness of the WMB and tarred roads
    d. Use measuring tape to measure the thickness of earth work
    e. Checking compaction of water content
    f. All of the above
14. Do you feel knowledge on bidding process and monitoring of quality rural roads has made PMGSY implementation more transparent?
    a. Strongly agree
    b. Agree
    c. Neither agree or disagree
    d. Disagree
    e. Strongly disagree
15. If no, is there any other factor that needs to be addressed? ______________
16. Have you filed an RTI application?
    a. Yes
    b. No
17. How did you file the application?
    a. Own
    b. Citizen monitor
    c. Panchayat
    d. YSD staff
    e. Other ________
18. How has the government responded to the application?
    a. Mailed a response
    b. Visited the village
    c. Rectified the problem
    d. In the process of addressing the problem
    e. Other ________
19. Are you satisfied with the government’s response?
    a. Yes
    b. No
    c. Can’t Say
21. As an individual, you feel empowered to participate in the bidding process of the road projects.
# Annexure C: General Observation of Rural Roads (As Part of Citizen Monitoring Framework)

By Citizen Monitors

<table>
<thead>
<tr>
<th>S.I</th>
<th>District</th>
<th>Block</th>
<th>Name of the Road</th>
<th>Package No</th>
<th>Basic Observations</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Gajapati</td>
<td>Rayagada</td>
<td>P.W.D Road at Gudda to Tarabsing</td>
<td>OR-10-08</td>
<td>• Surface bleeding is visible at many places.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Road construction work at different places in different stages (i.e. Granular sub base, WBM-II) are going on</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• The construction work is very slow process</td>
</tr>
<tr>
<td>2</td>
<td>Gajapati</td>
<td>Gosani</td>
<td>R.D Road at P.KD Block to Jaganathapur</td>
<td>OR-10-44</td>
<td>• Citizen informative board has broken</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• There is a tree in the middle of the road</td>
</tr>
<tr>
<td>3</td>
<td>Gajapati</td>
<td>Gosani</td>
<td>RD Road to Singpur</td>
<td>OR-10-47</td>
<td>• There are surface bleeding on the road</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Trees are present on the road</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• No informative board at the other end of the road</td>
</tr>
<tr>
<td>4</td>
<td>Gajapati</td>
<td>Gosani</td>
<td>PWD Road to Totagumuda</td>
<td>OR-10-47</td>
<td>• Medium size stones lying at the sides of the road</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• There are big size wood log lying both the sides of the road</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Three electricity poll present on the road</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Many surface undulations are visible on the road</td>
</tr>
<tr>
<td>5</td>
<td>Gajapati</td>
<td>Gosani</td>
<td>PWD Road to Bomika</td>
<td>OR-10-31</td>
<td>• Electric polls lying on the road</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Surface undulations are clearly visible on the road</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Branches of the trees are hanging from both the sides of the road</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Crack marks are there on the road</td>
</tr>
<tr>
<td>6</td>
<td>Gajapati</td>
<td>Gosani</td>
<td>Machamara to Lingipur</td>
<td>OR-10-55A</td>
<td>• Extreme delay in completion of road work</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• There are so many surfaces bleeding found</td>
</tr>
<tr>
<td>7</td>
<td>Gajapati</td>
<td>Rayagada</td>
<td>PWD Road to Burakhatapass</td>
<td>OR-10-35A</td>
<td>• 2.5K.M onwards work is in Granular sub base</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Soil is not adequately compacted</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• The informative board at other end of the road has broken</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• There are four trees between 1.950K.M to 2.00K.M on the road</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• No culvert at appropriate places.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• At many places surface bleeding is visible on the road.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Roller work is not properly done</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Crack marks are there at the edges of the road.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Drain work not properly done</td>
</tr>
<tr>
<td>No.</td>
<td>District</td>
<td>Block</td>
<td>Location</td>
<td>Code</td>
<td>Problems</td>
</tr>
<tr>
<td>-----</td>
<td>----------</td>
<td>-------</td>
<td>----------</td>
<td>------</td>
<td>----------</td>
</tr>
<tr>
<td>8</td>
<td>Gajapati</td>
<td>Rayagada</td>
<td>Kainpur to Burukhatpass</td>
<td>OR-10-35B</td>
<td>No drainage system on both the sides of the road. Crack mark on the road. Big size stones and trees are present on the middle of the road. At many places surface undulation are visible. The informative board at the beginning of the road has broken.</td>
</tr>
<tr>
<td>9</td>
<td>Gajapati</td>
<td>Rayagada</td>
<td>Mandalsahi to Burusing</td>
<td>OR-10-56</td>
<td>From the beginning up to 350 meter road is full of surface bleeding. At some places hip of big stones are there. No mud fill up to the sides of cc road No side wall at some places. No boundary stone at all. At every 50m interval, there is k.m. stone available.</td>
</tr>
<tr>
<td>10</td>
<td>Gajapati</td>
<td>Rayagada</td>
<td>Ziranga to Abasing</td>
<td>OR-10-34</td>
<td>There is electric poll on the middle of the road. Surface undulation is visible on the road. At many places surface bleeding is visible. Between 1550 to 1800m, no metal work done. No 06 culvert has completely damaged. No drain work done on both side of the road. No informative board on the other end of the road. No cc road work done.</td>
</tr>
<tr>
<td>11</td>
<td>Gajapati</td>
<td>Rayagada</td>
<td>P.W.D Road to Kikising</td>
<td>OR-10-32A</td>
<td>Drain work is not properly done. There is roller mark on the road. Edges of the road damaged. Soil is not adequately compacted. At many places surface undulation is visible. Surface bleeding is also there. No informative board at the other end of the road. In entire road the work is in embankment, WBM-II, WBM-III stages at one place or other. There are two more culverts and length of cc road is also more as per the informative board.</td>
</tr>
<tr>
<td>12</td>
<td>Gajapati</td>
<td>Rayagada</td>
<td>Burukhatpass to Ganjam Border</td>
<td>OR-10-90</td>
<td>0.00 K.M. to 3.5 K.M road work is in formation stage. No work afterwards</td>
</tr>
</tbody>
</table>
# Annexure D: Ranking System of On-Going Roads Based on PMGSY Guidelines

<table>
<thead>
<tr>
<th>Block</th>
<th>Name of the Road</th>
<th>Package No</th>
<th>Right of Way Width (in metre)</th>
<th>Formation Width (in metre)</th>
<th>Carriage Width (in meter)</th>
<th>Current work-stage</th>
<th>Sand</th>
<th>Soil</th>
<th>Gel</th>
<th>Cement</th>
<th>Big Size Stones</th>
<th>Medium Size Stones</th>
<th>Small Size Stones</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rayagada</td>
<td>P.W.D Road at Gudda to Tarasbing</td>
<td>OR-10-08</td>
<td>8.6</td>
<td>6.4</td>
<td>3</td>
<td>WBM-II</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Gosani</td>
<td>R.D Road at P.K.D Block to Jaganathapur</td>
<td>OR-10-44</td>
<td>9</td>
<td>7.2</td>
<td>3.1</td>
<td>WBM-II</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gosani</td>
<td>RD Road to Singur</td>
<td>OR-10-47</td>
<td>9.6</td>
<td>9</td>
<td>3.75</td>
<td>WBM-II</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td></td>
</tr>
<tr>
<td>Gosani</td>
<td>PWD Road to Totagumuda</td>
<td>OR-10-47</td>
<td>9.5</td>
<td></td>
<td>7</td>
<td>3.5</td>
<td>WBM-II</td>
<td>Yes</td>
<td>Yes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gosani</td>
<td>PWD Road to Boinika</td>
<td>OR-10-31</td>
<td>9.3</td>
<td></td>
<td>7.5</td>
<td>3.4</td>
<td>For/Emabnkment</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Gosani</td>
<td>Machamara to Lingipur</td>
<td>OR-10-55A</td>
<td>9.8</td>
<td></td>
<td>8.3</td>
<td>3.7</td>
<td>WBM-II</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Rayagada</td>
<td>PWD Road to Burakhatapass</td>
<td>OR-10-35A</td>
<td>7.4</td>
<td></td>
<td>7.17</td>
<td>2.8</td>
<td>WBM-II</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Rayagada</td>
<td>Kainpur to Burukhatpass</td>
<td>OR-10-35B</td>
<td>9.8</td>
<td></td>
<td>8.4</td>
<td>3.2</td>
<td>For/Emabnkment</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Rayagada</td>
<td>Mandalsahi to Burusing</td>
<td>OR-10-56</td>
<td>9.60</td>
<td></td>
<td>8.4</td>
<td>3.2</td>
<td>WBM-II</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Rayagada</td>
<td>Ziranga to Abasing</td>
<td>OR-10-34</td>
<td>9.1</td>
<td></td>
<td>9</td>
<td>3.4</td>
<td>WBM-II</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Rayagada</td>
<td>P.W.D Road to Kikising</td>
<td>OR-10-32A</td>
<td>8.4</td>
<td></td>
<td>7.7</td>
<td>3.2</td>
<td>WBM-II</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Rayagada</td>
<td>Burakhatapass to Ganjam Border</td>
<td>OR-10-90</td>
<td>10.4</td>
<td></td>
<td>9.1</td>
<td>3.3</td>
<td>Formation/Emabnkment</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
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</table>
Annexure E: List of NGOs Supporting YSD

<table>
<thead>
<tr>
<th>Sl #</th>
<th>Name of the NGO and address with email ID</th>
<th>Chief Executive and Mobile No.</th>
<th>Invitation Status</th>
<th>Confirmation Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Social Welfare for Weaker Sections (SWWS), Forest Office Road, Paralakhemundi, Dist: Gajapati</td>
<td>D. Jagannath Raju, President 094370 72197</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Community Care Development (CCD), Pathpatnam Road, Near check gate Paralakhemundi, Dist: Gajapati</td>
<td>A. Jagannath Raju, Secretary 09437062516</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>SURAKSHA, New PWD colony, Paralakhemundi, Dist: Gajapati, 7612000, Ph.No: 06815-224723,</td>
<td>09861121164</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Jana Kalyan Pratistan (JKP), Sundi Street, Paralakhemundi, Dist: Gajapati 7612000, Ph.No: 06815-223769, 222921</td>
<td>Director 09437012921</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Organisation Rural Development (ORD) Forest Office Road, Paralakhemundi, Dist: Gajapati</td>
<td>Secretary 09692242955 Ph.no: 06815-223930</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>ASTHA, OM Shanti Colony, Paralakhemundi, Dist: Gajapati</td>
<td>Rajendra Panda, 09437216749, Ph.No: 06815-222024</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>CURE, OM Shanti Colony, Paralakhemundi, Dist: Gajapati</td>
<td>Director: 09439418471 Ph.No: 06815-223472</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>SERVE, Palace Street, Paralakhemundi, Dist: Gajapati</td>
<td>Ph.No: 06815-222326</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Mahila Vikas, Forest Office Road, Paralakhemundi, Dist: Gajapati</td>
<td>Sibani Panigrahi, Secretary, Ph.No: 09438338960</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>PRAVA, Kumuti Street, Paralakhemundi</td>
<td>Ph.No: 06815-222638</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>PRAJA, Near CT Training School, Paralakhemundi</td>
<td>Director 09437192514</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>Nari Unnoyono Samtha, Telegu Sundhi Sahi, Paralakhemundi, 761200.</td>
<td>Secretary</td>
<td></td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>AWARE, Near D.F.O Office, Paralakhemundi, 761200.</td>
<td>Coordinator</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>LSRA, Palace Street, Paralakhemundi.</td>
<td>Director</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15</td>
<td>PASS, A.Biswanath, Director, Forest Office Road, Paralakhemundi, Dist: Gajapati</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No.</td>
<td>Name and Address</td>
<td>Position</td>
<td></td>
<td></td>
</tr>
<tr>
<td>-----</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>Gram Vikas, Near HP Gas office, Paralakhemundi</td>
<td>Coordinator</td>
<td></td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>LIFE, Head Post Office Lane, Paralakhemundi</td>
<td>Secretary</td>
<td></td>
<td></td>
</tr>
<tr>
<td>18</td>
<td>KMDS, Near Chilling Plant, Paralakhemundi</td>
<td>Managing Director</td>
<td></td>
<td></td>
</tr>
<tr>
<td>19</td>
<td>Srujonika Juba Parishad, Bada Bramhin Street, Paralakhemundi, 761200</td>
<td>Secretary</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Affiliated Network for Social Accountability – South Asia Region (ANSASAR) housed within the Institute of Governance Studies (IGS), BRAC University was initiated in 2009 with a seed grant from the World Bank Institute. The primary objective of this network is to enhance and scale up social accountability initiatives in the South Asia; and create linkages and synergies between different actors and institutions to synergize and enhance efforts on the demand side of governance. Over the past years, ANSA has provided small grants for experimenting and scaling up micro-level social accountability initiatives by existing and emerging actors, especially civil society organizations that work at the grassroots; have conducted and supported research, development of knowledge products on specific social accountability and peer sharing and learning forums; and helped build capacities and competencies of civil society as well as public institutions through workshops, conference and peer-learning forums. Knowledge generation, assimilation and dissemination are thus part of ANSA SAR’s core mandate.