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Presented by Isabel M. Mukelabai, Civil Society for
Poverty Reduction (CSPR) Zambia

Advocating for improved service delivery in Zambia-the case of the Budget Execution and service delivery Barometer

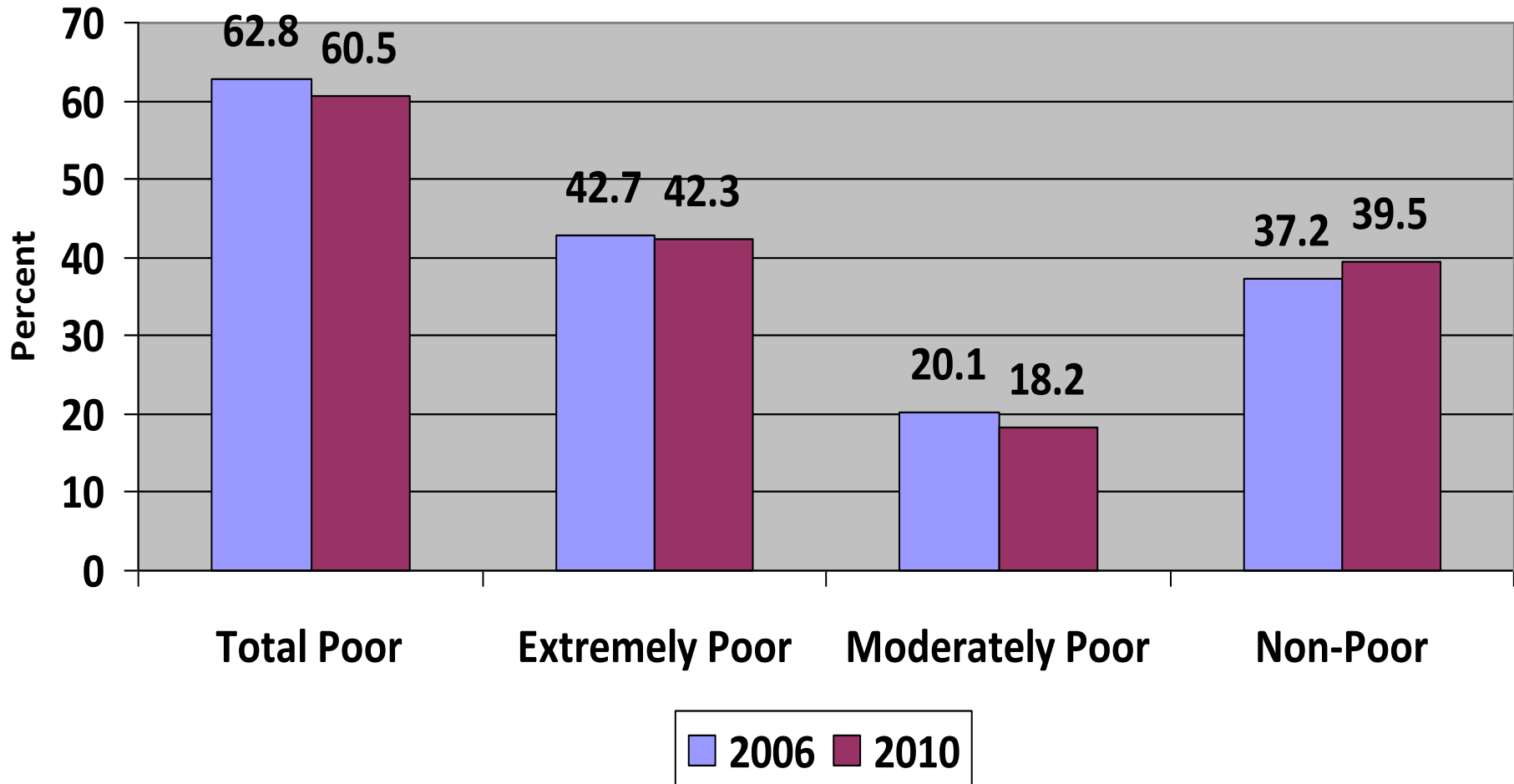
Background of CSPR

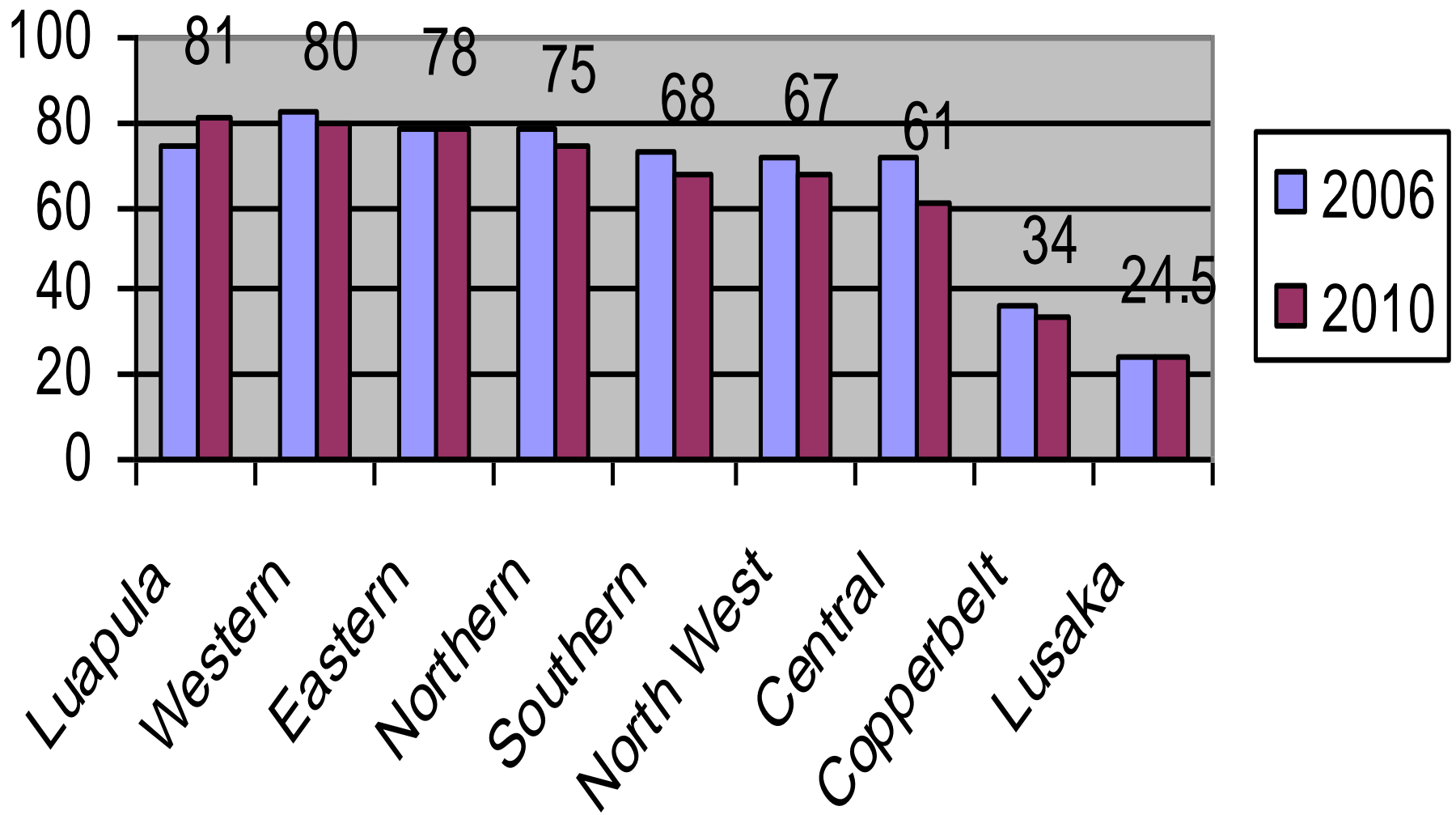
- A network of over 70 local civil society organizations advocating for pro- poor policy formulation and implementation leading to pro poor development (inclusive development that targets the poorest of the poor).
- Network membership includes organizations with a District, provincial and national presence or reach

Our Country Situation- Socio-economic

- Robust economic growth averaging 7% in the last 10 years and recently classified as a LMIC by the world bank
- Economic growth not translating into broad and inclusive development
- Extreme inequality (Gini coefficient of 0.65)
- High unemployment particularly amongst the youth
- More than 2/3 of Zambians (8 million people live in extreme poverty
- Approximately 690 AIDS orphans; Prevalence rate is 13.5% at national level but higher in urban areas such as Lusaka 25%
- Approximately 980,000 PLWH out of which 490,000 are women. 120 children are estimated to be infected.
- HDI- ranked 164 out of 187

Changes in Poverty levels, 2006 - 2010





What is our advocacy agenda as CSPR?

- Defined in our strategic plan- Enhancement of good Governance (through systematic, consistent, constructive policy dialogue with state) to influence pro poor policy formulation, implementation and monitoring that can significantly impact the stubbornly high levels of poverty.
- Strategic focus is on five aspects:
 1. Institutional Governance and development (strengthening our muscle and positioning our selves strategically)
 2. Research and policy Analysis- we must be informed, we must have facts, we must understand the decisions that are taken in order to debate and engage meaningfully
 3. Civic participation and engagement- Our approach aims at walking with the poor and strengthening their voice whilst empowering them to voice out on issues that affect them (mainstreaming the rights based approach, gender, disability and HIV and AIDS)

Our advocacy agenda- continued

4. Advocacy and policy Dialogue- deliberate focus on poverty reduction policies, strategies and programmes through engaging on national development processes such as national planning, national budgeting, strengthening of parliamentary oversight on public finance management and monitoring
5. Information management and communication-empowering communities to tell their story better- we have a comprehensive system for processing, documenting and disseminating information (not just our work) on poverty reduction that is servicing all key stakeholders
 - Complimented with an advocacy and communication strategy
 - Influence formulation and implementation of pro-poor policies for pro poor development (that is broad, inclusive/ equitable and meets the real needs of the poor in Zambia)

Our tools

- Budget Execution & Service Delivery Barometer
- Public Expenditure Tracking Survey (PETS)- application of specific tools to monitor public procurement and contract implementation; Budget tracking and service delivery monitoring (based on national development plan); impact assessments of expenditure irregularities through specific case studies from the Auditor General's reports
- Community interface meetings
- Round table meetings with policy makers at national Provincial and district level
- Policy briefs; research reports, publications, newspaper inserts
- TV documentaries: Voices of the poor
- TV and radio programmes

Our engagement

- Parliament- Institution and parliamentarians through specific parliamentary committees; PAC, ESTIMATES, SECTOR COMMITTEES
- Training of MPs as champions of poverty reduction
- Ministry of Finance (Budget office, M and E department and planning department)
- Line ministries (Sector)
- Local authorities- Local Government
- Communities
- Cooperating partners
- Academia

What is the barometer- CSPR experiences

- In simple terms, a barometer is an instrument used to measure atmospheric pressure; it can also mean anything that shows change or impending change for example social change
- For CSPR, the Budget Execution and Service Delivery (BESDM) Barometer is a tool that measures Government's commitment to citizens- as the citizens see it!!!
- It promotes debate (meaningful dialogue and engagement) between citizens and duty bearers (Government) on budget implementation and service delivery provisioning with the purpose of improving the quality of service delivery to the poor and ensure that sufficient resources are made available to address social concerns coming from citizens

What is the barometer- CSPR experiences

- It is also supplemented by information on how efforts to improve budget allocations reaching communities are viewed at grassroots level (community).
- In short, it is an alternative tool that CSPR is using to measure Government's commitment and performance in budget execution and service delivery mainly from the point of view of citizens.

How does it work? How is it applied/used?

- The barometer concentrates on a total of six key themes forming the bedrock of key indicators that are used to rate Government's efforts towards public service delivery and budget execution.
- The themes of the Barometer include:
 - Citizens participation and Civic Engagement in development processes
 - Pro-Poor Resource Management and Execution
 - Transparency and Accountability
 - Basic Service Delivery and Management
 - Equity
 - Human Development

Application continued -(methodology)

- The generation of the barometer is a two-stage process that involves the following:
 - **Stage 1:** Collection of data from citizens at community level, service providers and government officials at community, district, provincial and national levels.
 - **Stage 2:** Review of field data by a panel of experts who then rate the government on the 6 thematic areas of the barometer on the basis of the data collected.

Step 1: Service Delivery and Budget Monitoring

- Monitoring of activities is at 2 levels:
 - community level; and
 - district level
- At district level, CSOs use designed forms and questionnaires.
- At community level, community groups use scorecards for monitoring service delivery .
- The monitoring is in 10 communities of 10 districts:
 - (Mansa, Nchelenge, Solwezi, Mufumbwe, Choma, Monze, Chipata, Mambwe , Mongu and Senanga)

Community Score card process

- Technique used by CSPR to facilitate the community to conduct budget tracking and service delivery (SNDP) Monitoring for the purpose of allowing:
 1. Tracking of inputs or expenditures (for example the availability of drugs at a health post or RHC)
 2. Monitoring of the quality of services being provided or projects being undertaken by Government

continued

- It uses the community as the unit of analysis
- The community score card is carried out in five priority sectors;
 - health, education, agriculture, water and sanitation and social protection.
- The process uses:
 - Input-Tracking Scorecard; and
 - Performance Scorecard by the Community
- Focuses on monitoring/assessing service delivery at the local level
- Generates information through focus group interactions
- Provides immediate feedback to service providers
- Facilitates joint decision-making

continued

3. Comparison of performance across facilities/ districts
4. Generating direct feed back mechanism between providers(duty bearers) and users (rights holders) to improve transparency and accountability
5. Building local capacity to claim the right to social accountability
6. Strengthening the Citizen's voice and community empowerment

Purpose

- The BTSDM Score card process at community level is used to document perceptions and feed back of a community regarding some service(health, education, agriculture, social protection, water and sanitation, infrastructure) to actually bring about some improvement in its functioning

Types of score cards implemented by CSPR- Community level

Budget Tracking Score card- This is a simple comparison of project inputs, physical outputs, budgets or entitlements as recorded in financial accounts, audits or as stipulated in project and policy documents with what is actually present at or received by the community. This comparison gives us a basic idea of the variance between official and actual statistics.

Continued

- The mere process of letting communities know their entitlements or what official budgets for different projects in their area were is *significantly empowering* since most of the time common people, especially the poor have no access to such information

Service Delivery Score card

This is the key output generated from the community engagement.

- It is administered through holding separate FGDs with Women, men and youth (representative of children)
- It is a simple table(translated into the local language)summarizing the community's feedback on the performance of different services and projects

Continued

- The community does the scoring through the FGDs and reasons for the scores are shared (as far as possible) using actual evidence or personal stories.
- It is important to note that the debate and discussion that surrounds the generation of the community score card becomes the basis for inviting suggestions from the community on what reforms can be made to improve the situation

How does CSPP ensure there is policy engagement by the community on issues raised through this process?- the interface meetings

- CSPP facilitates interface meetings between service users (rights holders) and providers (duty bearers)
- This is the most significant component of the CBT and SDM process!
- This platform is used to provide respective feed back from community score cards and generate a mutually agreed “reform” agenda (agenda for change) through action planning on the recommendations that both sides had made independently

Continued

- There is continued monitoring and follow up.
- BTSDM is a *process* that does not stop at generating score card tables, but goes further into a series of local interactions between the community and service providers to put in place mutually agreed upon reforms and plans.

Why do we think this approach is important as CSPR for all actors in this process?

- It is through the elements of DIRECT community feedback, JOINT planning, as well as sharing of key supply-side information on budgets, inputs and entitlements with the community that offers for community empowerment, transparency and accountability.

Step 2: The barometer assessment- National level

- Using the field data from the community scorecard and district official data, *a panel of experts* arrive at an overall score for each indicator.
- In doing their assessment, the panel of experts follow 3 steps:
 - Step 1: Exchange of information concerning the indicator under review in order to create a common level of understanding
 - What is the legal framework?
 - What is the political framework?
 - What are the specific problems or concerns in that area?
 - Step 2: Qualitative discussion of the evaluation of the facts, trends observed and primary data collected
 - Step 3: Quantitative assessment or scoring by secret ballot

- The scoring for the barometer uses a scale of 0 to 100% and divided into five segments as shown in the table below:

0 -20%	Government does not meet the indicator
21- 40%	Government minimally meets aspects of the indicator
41 - 60%	Government meets many aspects of the indicator but progress may be too recent to judge
61- 80%	Government meets most aspects of the indicator
81 – 100%	Government meets all aspects of the indicator and has been doing so over time

- The averaged scores for each indicator are then presented in a report in tabular and chart form with a discussion and contextual interpretation of the scores.

Linking the process to the advocacy agenda-Use of Findings

- Budget Tracking and Service Delivery Monitoring findings are used as:
 - **Budget Tracking Reports & Score Cards;**
 - First level engagement-Community and Service Providers and District Government Officials through Interface Meetings;
 - Second Level Engagement-Provincial Round Table Meetings where findings and Interface Meeting resolutions are shared with Provincial Government Heads and other key stakeholders.
 - Note that at this level of advocacy, information from the monitoring process is used sect orally (Education, Health, Watsan, Infrastructure, Social protection and Agriculture)
 - **Budget Execution and Service Delivery Barometer;**
 - National Level Engagement with key ministries and the National Assembly using the barometer (findings are presented thematically);
 - Advocating for:
 - Adequate resource mobilization;
 - Adequate Budgetary Allocations to these key sectors;
 - Adequate and timely disbursement;
 - Planning and Budget Act for transparency, accountability and citizen participation.

Why the barometer?

- Weak budget monitoring by citizens
- Lack of transparency and accountability by Government
- Continued poor budget performance and service delivery provisioning by Government

Our achievements with the barometer-

Policy level

- Invitation by Ministry of Finance (M and E department) to work on joint policy monitoring tools
- Drafting of the planning and budgeting policy with a view to enact planning and budgeting law – CSPR has been advocating for this since 2009 through the barometer
- Reforms in public finance management- New PFM in place
- Revisions in the draft constitution (2012 to strengthen public finance management in Zambia and strengthen the role of parliamentary oversight)
- CSPR 's recommendations to ensure parliamentary approval of national development plans and linkage of these to annual budgets has been submitted to MOF to inform the planning and budgeting law
- NAZ- Open to the idea of setting up a budget office at parliament as proposed by CSPR
- Increased media coverage of national development processes and findings of policy monitoring work at community level
- Use of the barometer by Donors to engage Government on the Poverty Reduction Budget support process.

Positive Changes – Stories from the communities

- Early in 2010 Mr. Chibinga took his position as new camp extension Officer for Mujika Agricultural Camp in Monze District.
- This was after 1 year of the camp going unmanned.
- He found that the house he was to occupy...
 - was dilapidated as it had a leaking roof;
 - some walls of the house were falling apart,
 - no proper pit latrine toilet; and
 - the only source of water (well) was silted.
- His predecessor failed to accept these conditions and had for that reason left.
- His absence affected negatively the farming community.
- As of 2011, the toilet was constructed, the leaking roof mended and walls mended and the Well refurbished .
- Extension services were reported to have improved by the community with the placement of Mr. Chibinga.

Some of our successes at policy implementation level

The Camp House that was rehabilitated Picture is Mr. Chibinga



The water well that was refurbished



Our vision. A Zambia where its entire people enjoy all basic rights

- Wisdom compound (a compound in Solwezi just about 2 KMs away from the urban city of Solwezi) with an approximate total of 1302 people (267 Men, 419 Women and 608 Children)
- The compound for a long time had a problem of insufficient provision of clean water in the community.
- The challenge of insufficient water supply and poor sanitation resulted in frequent outbreaks of water borne diseases mostly dysentery because the only source of water in this compound was the nearest stream which was multi purposely used for washing, bathing and animals (drinking).
- With community advocacy, water kiosks were set up in 2011.
- Water borne diseases have gone down by 50% since the water Kiosks were set up

Kandemba stream which was a source of water for wisdom compound



One of the Kiosks that have been completed



Community facilitators being trained on the national development process



Improved health facilities in some of the poorest communities- Kalaba, Mansa District, Luapaula Province



Empowering communities to sustain exacting accountability through BTSDM



By D^{ARLINGTON}
M^{WENDABAI}
CLEANERS and security
guards have assumed roles of
medical personnel in Eastern
Province, the Civil Society for
Poverty Reduction (CSPR)
report can reveal.

This is as a result of a
shortage of qualified medical
staff in the province, the report
says.

CSPR provincial
coordinator Maxwell Nkhoma
says the unqualified staff is
administering drugs to
seriously ill patients due to
low staffing levels.

Mr Nkhoma issued the
report in Chipata yesterday.

The affected clinics,
according to Mr Nkhoma,
are Jumbe and Mphomwa in
Mambwe, and Kamulaza in
Chipata.

Provincial medical officer
Kennedy Malama, who
confirmed the shortage of
health personnel at some of
the 200 health posts in the
province, said the problem is
being addressed.

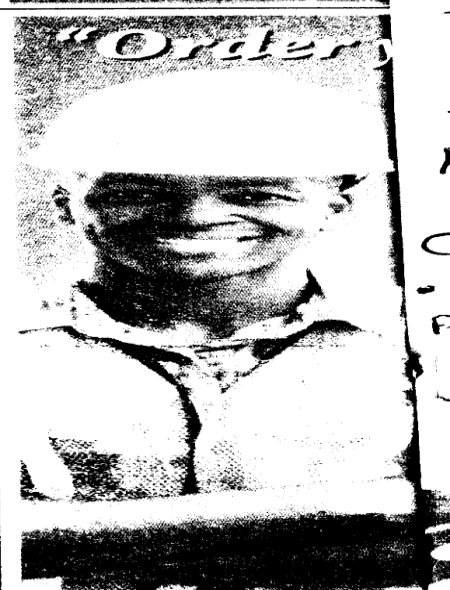
Dr Malama said the province
faces "some challenges"
where staffing levels at health
facilities are concerned, citing
one case last year where a
watchman used to assist in
giving birth at one of the clinics
but that the problem has been
addressed.

"This problem of shortage
of staff at clinics was brought
up by CSPR in their findings
when they were doing their
budget tracking. The shortage
of staff was there in the first
quarter of 2012 but we are
addressing the situation and
I will give you more details
later on which clinics still lack
qualified health personnel,"
he said.

But Mr Nkhoma
maintained that due to low
staffing levels in the health
sector in the province, non-
health workers such as
cleaners and guards have
been attending to patients and
administering drugs at some
health centres over the past
one year especially in Chipata
and Mambwe.

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ZAMBIA

DAILY MAIL

FRONT HEADLINE

CHIPATA HEALTH SMOX

••• Cleaners treatin
patients

Chipata health shocker!

...cleaners treating patients

(From Page 1)

“Through our public budget tracking and service delivery monitoring work in Eastern Province, we see that frontline staffing levels in district hospitals, clinics, health centres and health posts are extremely low,” he said.

Mr Nkhoma said although an analysis of the health sector in the province shows that efforts have been made to improve service delivery in the recent past, Government still needs to do more to address the situation.

Mr Nkhoma said Government should honour its commitment to increasing funding to the health sector as agreed in the Abuja Declaration which requires Governments to allocate 15 percent of their national budgets to the sector.

He said although there has been an increase in budgetary allocations to the health sector in the 2012 and the 2013 national budgets, an analysis of the 2013 national budget showed that only 11.3 percent was allocated to the sector.

Mr Nkhoma said a healthy population has increased capacities to engage in various socio-

economic activities which have a direct impact on poverty reduction.

“CSPR sees need for construction of more clinics taking into consideration the long distances covered by the majority of the people in rural areas,” he said.

Mr Nkhoma said the construction of more health facilities should be commensurate with the recruitment of more frontline staff in a quest to address the high patient-nurse ratio.

He said accommodation for health personnel, equipment and drugs should also be sufficient for an effective health care service delivery for all.

Mr Nkhoma also said there is urgent need to upgrade existing health facilities in the province as most of them, especially in rural areas, have no or limited capacity for admission of patients.

He said fighting social injustice and poverty requires political will and commitment from all stakeholders that include Government, civil servants, co-operating partners, the private sector, non-state actors, citizens and the media.

Our challenges

- Dwindling resources and space for CSO participation
- NGO ACT in Zambia
- Government Bureaucracies affecting engagement with line ministries in a timely manner

Our opportunities

- Stubbornly high poverty levels
- New Government administration
- Constitution making process- a point to strengthen legislation for public finance management; planning and budgeting
- Strengths of individual members of the CSPR Network

Our mitigation strategies

- Partnerships with communities and use of RBA approaches to Domestic and social accountability work
- Evidence based advocacy
- Media advocacy
- Networks and coalition building(joint policy actions)
- Internal learning and reflections