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BTI
BHUTAN TRANSPARENCY INITIATIVE

"I will not be corrupt and I will not tolerate corruption in others"

-His Majesty The King

TRAINING MANUAL ON
COMMUNITY SCORE CARD

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ROYAL GOVERNMENT OF BHUTAN
ANTI-CORRUPTION COMMISSION

‹NATION'S CONSCIENCE›

"LEAD BY EXAMPLE"

"If you care, you will dare"

FOREWORD

The ACC heartily congratulate the Bhutan Transparency Initiative (BTI) in coming up with this *Training Manual on Community Score Card* aimed at building capacity in our communities to ensure that the use of public resources is efficient and effective and the quality of services delivered are as envisaged by the State and aspired by the communities themselves.

The Community Score Card (CSC) is a Social Accountability tool to improve transparency, strengthen accountability and reduce wrongdoings and corruption through the active participation of citizens in governance.

The vast scope of government functions coupled with the opportunity to deepen democracy necessitates the critical oversight requirements to be met not just by public agencies but also by the media, civil society and citizens alike. In this regard, the Social Accountability approach with its participatory oversight strategies based on citizen engagement complements the traditional mechanisms of oversight agencies. While elections provide periodic opportunities for citizens to hold elected leaders accountable for their actions, Social Accountability provides a platform for effective and more regular participation by the citizen in the development process.

In Bhutan, the social accountability program was first introduced in 2013 by the ACC through advocacy and capacity building of key partner agencies including the Department of Local Governance (DLG), the Royal Institute of Management and the BTI. Since then, various tools such as Budget Analysis and Advocacy, Social Audit, Citizen Score Card, and Citizen Report Card had been piloted towards furthering the policy and practice of decentralization. In particular, Proactive Disclosure of Information, Participatory Planning and Budgeting, Community Monitoring and Assessment, Grievance Redressal Mechanism, and the Community Score Card were further contextualized and implemented by DLG and BTI. The ACC commends the BTI's efforts in training public officials and citizens of Gelephu Thromde and the gewogs of Paro, Zhemgang, and more recently Bumthang Dzongkhag, on the CSC.

The role of civil society organisations in development, democracy and governance is a crucial one and writing this *Foreword* is indeed a good opportunity to acknowledge and appreciate the contributions. Similarly, the ACC looks forward to working together towards a corruption-free society, essential for a sound democracy that ensures justice and security, peace and prosperity for the Bhutanese people, as Envisioned by our Successive and Visionary Monarchs.

(Deki Pema)
Chairperson

7 December 2021

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Chapter I: Introduction

With increasing devolution of power to the local governments through the decentralization processes since the 1980s, there is an urgent need to foster and strengthen citizens' engagement in governance. The Local Government Act 2009 stipulates that *"Local Governments shall make every effort to ensure public participation in the development of various plans and programs"* to ensure active participation of citizens at all stages of the development process. To this effect, Bhutan Transparency Initiative (BTI) has been working closely with relevant institutions to compliment and supplement promotion of citizens' engagement at the local government level through the promotion of the concept of Social Accountability (SA) and the use of relevant SA tools.

The concept of SA was introduced in the country in 2013 by the Anti-Corruption Commission of Bhutan (ACC). From among a number of SA tools, the Citizen Report Card (CRC), Community Score Card (CSC), Budget Analysis and Expenditure Tracking, and Social Audit were introduced based on their relevance. Since 2015, BTI has been engaged in driving the SA agenda at the grassroots level in collaboration with institutions like the ACC, Department of Local Governance (DLG) and Royal Audit Authority (RAA). BTI conducted a number of advocacy and training on SA tools, mainly CSC to enhance responsibility, accountability and ownership of developmental programs and activities at the local level, especially of the citizens and communities.

BTI promotes the use of CSC as a SA tool due to its highbred nature that combines other SA tools used in the country as well as its ease of use and applicability to all sectors. CSC is a two-way (between the Service Users and the Service Providers) and continuous (ongoing) participatory tool for planning, assessment, monitoring and evaluation of public services at the community level to improve them.

The concept of SA is often considered sensitive since it could create fear in people with authority and the mandate to provide public service, and may lead to arrogance of power in citizens. To avoid such situations, it is of utmost importance to make conscious efforts to customize the SA tools based on the political, legal and social context of the country. BTI's experience is that if both Service Users (citizens/communities) and Service Providers are trained well, they see great merit in institutionalizing SA tools at the local government level and applying it not only to improve public services but also to enhance inclusive governance, and mutual understanding and cooperation at the local level. Thus far, BTI has been able to roll out CSC in four Dzongkhags (Bumthang, Paro, Thimphu and Zhemgang), two Thromdes (Thim Throm and Gelephu Throm) and two colleges under the Royal University of Bhutan (Gedu College of Business Studies and College of Natural Resources).

BTI is confident that building the capacity of both Service Users and Service Providers in the application of SA tools like CSC and institutionalizing it at the local government level is one of the best approaches to promote citizens', communities' and public servants' responsibility, accountability and integrity in efficient and effective use of the State's scarce resources. Therefore, BTI looks forward to being able to institutionalize CSC in all the 205 Gewogs and four Thromdes in our country latest by 2027. This is why this training manual has been developed in simple English and translated to equally simple Dzongkha, and published with beautiful pictures from the field so that trainers as well as trainees and SA Practitioners from diverse backgrounds can use it.

Chapter II: The Approach

Who should participate in the training?

The Community Score Card is a way to enhance participation, responsibility, accountability and transparency between the public service Providers, Users, and decision makers. Therefore, this training is designed to be delivered to both public service Providers (public servants, both appointed, elected and volunteers) and Users (the citizens in general).

Who is a Public Service Provider?

Any public office or its employee(s) with the mandate to provide certain service(s) to the citizens. Examples: Ministry of Agriculutre and Forests, Ministry of Health, Gewog Administrations, Tarayana Foundation, Bhutan Transperancy Initative, Ministers, Dzongdas, Judges, Gups, Mangmis, Tshogpas, Livestock Extension Officers, Agriculture Extension Officers, Health Officials, Community Center Operators, Gewog Administration Officers, Teachers, Electricians etc.

Who are Public Service Users'?

All citizens who avail or use public services like roads, health services, drinking water, electricity, education, forestry services and so on. Examples: people living in the communities, people using public road or transport, students etc.

What is Public Service?

Public service is any service provided for the welfare and/or security of any citizen or community by any public service provider. Examples: Irrigation, roads, bridges, drinking water, education, telecommunications, hospitals, veterinary care, seeds and seedlings supply etc.

Trainer and Facilitators

The training can be prepared and delivered by a team of one expert in SA as the Trainer and one to two facilitators. One facilitator can fully focus on assisting the Trainer by collecting ideas from the Trainees, distributing handouts and facilitating group exercises and ice breakers while the other can attend to logistics.

Consultative Meeting with the Local Government Leaders

A consultative meeting with the local government leaders and service Providers (Dzongdags, Elected Local Government Leaders and Sector Heads) at the Dzongkhag Centre is instrumental to get leadership buy-ins. It offers an opportune moment to build network and partnership, and garner their support.

Figure 1: Participants of the Consultative Meeting with the Local Government Leaders of Bumthang Dzongkhag

Figure 2: Advocacy and sensitization on the concept of SA to the Local Government Leaders

Planning for half a day's consultative meeting will help in convincing the leaders on the concept of SA and its tools. The event will also be an opportunity to plan the schedule of activities and logistics for the advocacy and training programs at the Gewog level with the local leaders, especially Gups, Mangmis, Gewog Administrators and Tshogpas.

Sensitization and Advocacy at the Gewog

Sensitization of the general public on the concept of SA and its tools, and advocating their importance in enhancing inclusive governance to improve public services are vital prior to rolling of the training. The program could be conducted for about half a day whereby presentations on the concept and context of social accountability and its tool is made to about 10 adult residents of diverse age group and gender from each Chiwog. It is recommended that speakers be invited from different institutions such as the ACC, RAA, DLG and any other relevant organizations to speak on the importance of SA in governance in relation to their own organization's mandate. Such collaborative efforts will enhance the holistic understanding on how different organizations, no matter whether governmental or non-governmental work together to achieve a common national goal, besides establishing a good understanding of the program.

Figure 3: Official from ACC sensitizing and advocating on SA as a tool towards preventing Corruption

Figure 4: Official from ECB sensitizing and advocating on SA to hold elected leaders accountable

Figure 5: Official from RAA sensitizing and advocating on SA as a tool towards preventing misuse of public funds and facilities

Figure 6: Official from DLG sensitizing and advocating on SA as a tool towards enhancing democratic decentralization

The event should also be used to identify community representatives for the training.

Process of identifying participants for sensitization and advocacy program

➢ The local government and communities shall decide who will attend the advocacy program; and,

➢ The recommended number of participants for the program is 10 representatives from each Chiwog, i.e. 50 per every Gewog.

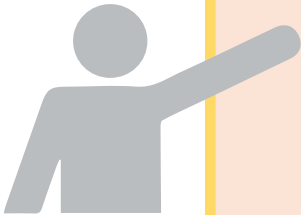### Process of identifying participants for the training

Trainees for the training are nominated at the end of the sensitization and advocacy program as follows:

➢ Let the representatives from each Chiwog form a group, and democratically nominate five representatives for the training on SA;

➢ Record details (name, sex, date of birth or age, citizenship identity number, mobile number and name of village) of all the nominees as soon as a group completes the nomination;

➢ At the end of the session, read out the names of all the representatives of each group and confirm their consensus to participate in the training;

➢ Let each group nominate or elect a coordinator; and,

➢ Share the details of training schedule and logistics with the nominated trainees.

Criteria for a trainee

Every trainee for CSC should be:

1. An adult (18 years and above);
2. Active and interested to work voluntarily;
3. Politically nonpartisan and not a member of any registered political party;
4. Committed to work for the welfare of the community; and,
5. A permanent resident of the community.

Conducting the training

The training can be conducted using a mix method to enhance understanding and encourage interaction amongst the participants. Classroom lectures through PowerPoint presentations using multi-media projector, group discussions, field exercises, audio visuals, question and answer sessions, role plays, games and ice-breakers wherever possible are recommended.

Note: The facilitators should as far as possible try to use the native language of training areas. This will aid in disseminating accurate information and enhancing better understanding.

Chapter III: The Training Sessions

The three day training shall be divided into seven sessions as given in Table 1.

Table 1: Overview of the training sessions

Day 1	Day 2	Day 3
Session 1: Setting the Ground	**Session 5:** Field Visit and practical exercise of CSC	**Session 6:** Interface Meeting
Session 2: Introduction to Community Score Card		
Session 3: Understand Input Tracking System		**Session 7:** Institution of Social Accountability Practitioners Groups.
Session 4: Understanding Performance Score Card		

Session 1: Setting the Ground

Session 1 includes the following:
a) Introduction of the trainer/facilitators and participants;
b) Presentation on the overview of the course;
c) Understanding the participants' expectations; and,
d) Setting the House Rules

a. *Introduction*
- Facilitators introduce themselves to the participants; and,
- Participants introduce each other (Refer to the *Instructions to the trainer*) below.

Instruction to the Trainer
a. Prepare small pieces of paper equal to the number of participants;
b. Write down the name of an animal on two pieces of paper. Do not repeat the name of the animal on other pieces of paper;
c. Repeat step b for the rest of the pieces of paper;
d. Mix well the pieces of paper in a small container;
e. Distribute the pieces of paper randomly among the participants making sure that every participant get one;
f. Let each participant check name of the animal on her/his paper, and look for the participant with the same animal's name. To make it more interesting, ask each individual to act or sound like the particular animal she/he has been tagged with and go around the room looking for their partner;
g. Let the participants with the same names of the animal sit together (this will ensure shuffling of the sitting seating arrangements in such a way that friends or close acquaintances and participants from the same locality (village or Chiwog) do not sit together as much as possible;
h. Ask the partners to introduce to each other. Give them about five minutes to get to know each other;
i. Let each partner introduce (at least the correct name, profession and village of her/his partner) the other to all the participants;
j. Let others observe if the introductions are done correctly; and,
k. If anyone introduces incorrectly, give her/him a 'Punishment' by making her/him sing or act. Each partner have to introduce their partner (name, village and one expectation from the training).

Aim of the activity: To kick-start the session lively and encourage introverts to open up.
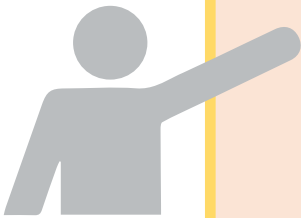
Figure 7: The trainer moderating to participants Introducing to each other during the introductory session

Figure 8: Energizing the participants during the Introduction session

b. Overview of the training

Run through the agenda (Annexure 1) for the three days and inform the participants on the goal and objectives of the training.

c. Understanding Participant's Expectations and Trying to Fulfil Them:

Instruction to the Trainer

a. Ask each participant to express her/his expectations (at least one) from the training;
b. List all the expectations on a chart paper, and paste it on a wall in the training hall;
c. Identify all the anticipated takeaways pertaining to the course, and focus on fulfilling the expectations during the training; and,
d. During the course of the training, every time an expectation is being addressed, inform the participants about it.

Figure 9: Understanding expectations of the participants

d. Setting the House Rules

Instruction to the Trainer

Before starting the session, it is important that you set clear House Rules so that participants will be able to engage meaningfully during the training. Things you need to cover in the House Rules are as follows:

a. Reporting and closing time;

b. Classroom should be safe for the facilitator and participants to speak freely;

c. Mobile phones should be switched off or put into silent mode during the sessions;

d. Ensure every participants wears a face mask (The organizer shall distribute new face masks to the participants on a daily basis); and,

e. Participants must maintain a safe Social distancing and using hand sanitizer frequently.
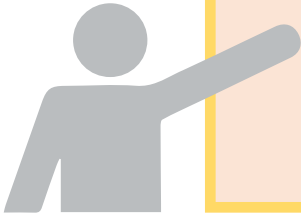
Session 2: Understanding Community Score Card (CSC)

At the end of this session, the participants will be able to understand the following:

a. What is Community Score Card (CSC)?
b. The goals and objectives of using CSC;
c. Who can use CSC?
d. What can the CSC be used for? and,
e. Steps in implementing CSC.

Figures 10 & 11: Interactive session for understanding CSC

Ice Breaker

Instruction to the Trainer

a. Before starting the session, make all the participants stand up;
b. Let them stretch their body and feel comfortable;
c. Inform the participants that "We are going to have a dance session."
d. Play an interesting dance video on the projector screen connected to a good sound system;
e. Lead the dance session and encourage everyone to participate; and,
f. Make everyone dance together for 3-5 minutes.

Goal of the activity: To kick-start the session lively.
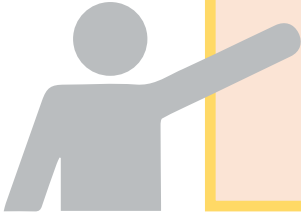
Figures 12 & 13: Participants enjoying dance Sessions

a. *What is Community Score Card (CSC)?*

Community Score Card (CSC) is a participatory tool used to influence the quality, efficiency and accountability with which services are provided at the local level.

> ☛ *Note to Trainer*
>
> Throughout the session, the trainer should emphasize the following:
>
> 1. CSC is **NOT** about finger pointing or blaming;
> 2. CSC is **NOT** designed to settle personal scores; and,
> 3. CSC is **NOT** supposed to create conflict.

i. **Goal and objectives of CSC**

Goal: Positively influence the quality, efficiency and accountability with which services are provided at different levels. The core implementation strategy to achieve the goal is using dialogue in a participatory forum that engages both service Providers and service Users.

Objectives: The objectives of CSC are to:
- Assess the quality of services for improvement by scoring or rating them;
- Make services and important issues related to service delivery transparent through information sharing among all the stakeholders;
- Render decision making inclusive for all groups and ensure that unheard voices are heard;
- Build trust, enhance communication and promote partnerships between all stakeholders of the project; and,
- Generate solutions collectively and implement them jointly.

ii. **Who can use CSC?**

CSC can be used by the following:
- ❖ *Government institutions* at various levels ranging from ministries to local government institutions;
- ❖ *Civil society Organizations (CSOs)* operating in various sectors like education, health, governance, rights, gender etc. at the local, national or international levels; and,
- ❖ *Community-Based Organizations (CBOs)* self-organized organisations in the communities, such as women networking groups, associations and so on.

iii. **What can the CSC be used for?**

CSC can be used for the following:
- ➢ To assess the quality of any service provided by service Providers to the communities and give methodical and constructive feedback/feedforward to the service Providers; and,
- ➢ To learn about the service Users prioritized service needs as well as the quality of the service(s) they are/have providing/provided directly from the communities. This enables them to make informed decisions and policy choices, and provide better

services that address citizens' rights, needs, and preferences.

iv. **Steps in Implementing CSC:**

The seven steps in implementing CSC are as follows:

1. Identification of the scope for conducting CSC. Examples: Assessment of quality of drinking water supply in a community, teaching in a school, outreach health service in a village and so on;
2. Identification of the geographic coverage on which to conduct CSC. Examples: a particular farm road in a specific village, a particular service centre in a village or Gewog and so on;
3. Input tracking;
4. Service Providers' score card;
5. Service Users' score card;
6. Interface Meeting; and,
7. Action planning.

Session 3: Input Tracking

In this session, the participants will be able to understand:
   i.   What Input Tracking is;
   ii. Process of Input Tracking; and,
   iii. Input Tracking Matrix.

i. What is Input Tracking?

Inputs are the resources allocated to deliver a particular service effectively and efficiently. Input tracking refers to the monitoring the flow of physical assets and services from the government to the service Users. It provides information on the status of the inputs invested in a facility/project/service as planned. Example: Inputs of a health centre may include the number of staff who should be employed at the centre, kinds and numbers of equipment, types of services offered, number of houses for staff and so on.

ii. Process of Input Tracking

The process to be followed in Input Tracking are as follows:
   1. Decide on the inputs/sub-project to be tracked;
   2. Compile data/gather information on planned and actual inputs;
   3. Share information with the community;
   4. Verify records and inputs received;
   5. Prioritize and finalize a set of measurable input indicators;
   6. Prepare Input Tracking Matrix (Table 2);
   7. Compile follow up actions to monitor progress; and,
   8. Prepare for interface meeting with the Service Provider(s) to present the findings of the Input Tracking exercise and provide feedback/feedforward.

Table 2: Example of an Input Tracking Matrix

Example: Overall theme: health services in the BHU			
Indicators	**Entitlements (as specific by service mandate**	**Actual**	**Remarks**
Number of health assistant in the BHU	Two	One	
Toilet facilities for the patients	Two (one for male and one for female)	One common toilet	

Group Exercise on Input Tracking

Figure 14: Service Providers preparing input tracking

Figure 15: Tang Mangmi presenting input tracking matrix

Figure 16 & 17: The GAO of Chumey, presenting the input tracking matrix on farm road construction

Session 4: Performance Score Card

At the end of the session, the participants will be able to understand:
  i.   What is Service Users' Score Card?
  ii. What is Service Providers' Score Card?
  iii. Process of conducting Service Providers' and Service Users' Score Cards; and,
  iv. Interface Meeting.

i. **What is Service Users' Score Card?**

Service Users' Score Card is a participatory tool used for evaluating the performance of a service or project by the communities (service Users).

ii. **What is Service Providers' Score Card?**

Service Providers' Score Card or Self Evaluation Score Card refers to the evaluation carried out by the service Providers on their own performance to foster self-responsibility and accountability.

Table 3: Format for Service Users' and Service Providers' Score Cards.

INDICATOR	SCORE	REASONS	SUGGESTION FOR IMPROVEMENT
1.			
2.			

iii. **Process of Using Service Providers' and Service Users' Score Cards**

The Four steps involved in using Performance Score Card ar as follows;
  a. Identify the scope for assessment;
  b. Generate list of indicators;
  c. Generate Self-Evaluation Score Card; and,
  d. Generate Service User Score Card.

a. Identifying the scope for the assessment

The scope for conducting CSC should be defined by identifying the service sector(s) and the key stakeholders of the identified services.

Instruction to the Trainer

1. Ask participants to list at least 3-4 critical service sectors with most issues faced by the community. The key questions to be asked to the participants here are: How are things going on with the service/ program? What program/ service is going on well? What program/service is not working well?
2. Ask everyone to list down 1-2 most important issue(s) pertaining to each service sector;
3. Let every participant read out her/his list;
4. List down the issues on a white board or chart paper;
5. Prioritize one or two most common issue(s); and,
6. Ask the facilitator(s) to do necessary study on all the policies, guidelines, rules and regulations etc. related to the prioritized service sectors to provide clarifications to the participant, if required during the process of discussion.

Figure 18: Community members identifying and prioritizing scope for CSC

Figure 19: Community members brainstorming to identify scope for CSC

b. Generating the list of indicators

Table 4: Example for listing indicators and developing measureable indicators.

Indicators	Measurable indicators
Officials yell at me	Attitude of service Providers towards Users
Service Providers are rude	
Service Providers don't listen to me	
Seed quality not good	Quality
Seed outdated	
Quality	
Farmers are not consulted for procurement of seed	Community Consultation
Seeds are not distributed as per the season	

c. Generating Self-Evaluation Scorecard

Table 5: Service Providers' score with Agriculture Extension Services as an example.

INDICATOR	SCORE (0-10)	REASONS	SUGGESTION FOR IMPROVEMENT
Attitude of the Service Providers towards user	10	Everyone is humble and polite to the clients	
Quality of seed	8	Sometimes we get seeds with expired dates from the source	will submit the issue to the Ministry of Agriculture
Communities consultation for procurement of seasonal seeds	5	Most of the communities don't cooperate	Need participation from communities

Figure 20: Service Providers discussing on performance scorecard

Figure 21: Service Providers consolidating and justifying their self-evaluation scores

d. Generating Service Users' Score Card

Table 6: Example of Service Users' Score Card.

INDICATOR	SCORE (10)	REASONS	SUGGESTION FOR IMPROVEMENT
Attitude of the service Providers' towards user	5	The Service Providers are usually polite and good towards the Users.	
Quality of seed	4	Seeds often never germinate	
Communities consultation for procurement of seasonal seeds	3	The officials never consult the farmers	

Group work

Instruction to the Trainer

1. Divide the participants into two groups, i.e. Service Providers and Service Users;
2. Let the groups elect a Group Leader each to moderate each group's activities;
3. Ask the participants to identify services/developmental plans to be assessed;
4. Jointly develop indicators for the identified services/developmental activities;
5. Let the groups work separately and complete the score cards. The score could be anything from numbers to smiley face emojis whichever is convenient for the participants. If there is/are literate participant(s), it is advisable to use smiley emojis;
6. Hold an Interface Meeting and ask each group to present their work;
7. Ensure quality discussions between the two groups; and,
8. Document concrete outcomes/resolutions of the meeting with mutually agreed follow-up plan(s).

Purpose of the group work: To enhance understanding among the participants and address issues of wider interest.

Figures 22 & 23: Service receivers evaluating the performance of Service Providers

Figures 24 & 25: Service receivers consolidating and justifying their scores

Team Building Exercise

Name: Thread Game
Materials required:
1. A roll of thread;
2. One bottle without cap half filled with water;
3. A marker pen; and,
4. Large open space/hall.

Instruction to the Trainer
1. Divide the participants into two groups (Service Providers and Service Users);
2. Let one group stand in circle and other group watch the game;
3. Put the bottle in the middle of the circle;
4. Let the participants stand at about 3 m from the bottle and at an arm's length from each other;
5. Give the group a marker pen;
6. Give a piece of thread (about 3 m long) to each individual;
7. Tie one end of each piece of thread to a marker pen and the other end of the thread to the participant's belt;
8. Let the members of the group place their hands on their heads;
9. Move the water bottle away from the centre of the circle to one side of the circle;
10. Remind the members that they must keep their hands on their heads till the end of the game;
11. Ask the group to work together and put the marker pen into the water bottle;
12. Record the time taken to place the pen into the bottle; and,
13. Let the other group play the game. Whichever group takes the shortest time to put the pen into the bottle wins the game.
Moral of the game: The value of team work

Figure 26: Facilitator giving instruction on team-building exercise

Figure 27: Participants experimenting their team-building spirit

Session 5: Field Visit

At the end of this session, participants will be able to understand;
i) The practical application of the CSC; and,
ii) Be able to conduct monitoring and evaluation of public services by applying the CSC method.

Instruction to the Trainer

1. Let the participants choose one to two services/developmental plan assessed during the last session to physically assess it/them;
2. Track the inputs by getting all the information on the identified services/developmental plan, such as the available budget, required standards, time frame and so on from the Local Government(s);
3. Develop a set of indicators to be assessed;
4. Take necessary equipment/tools required;
5. Inform the community of the particular site about the field visit through the local government Administration, and call some community members to observe the event;
6. Conduct community scoring exercise to assess the satisfaction level of the beneficiaries and service Providers' on the service/plan;
7. Ensure engagement of every participant during the assessment; and,
8. Inform the groups to prepare themselves to make presentations during the Interface Meeting.

Figure 28: Women participants engrossed in inspecting the quality of the farm road

Figure 29: Facilitators and participants examining the size and quality of the gravels within base course of the farm road

Figures 30 & 31: Participants examining the width of the farm road

Figures 32 & 33: Participants conducting scorecard on the farm road

Team-building exercise during the field visit

Name of the game: Bomb Game

Instruction to the Trainer

1. Divide the participants into 4 or 5 groups with 8-10 members in each group depending on the total number of participants;
2. Let each group choose a name for their own group (recommended names could be that of countries, districts, villages etc.). Say, the five groups are Bhutan, China, India, Nepal and Bangladesh;
3. Let members of each group stand in a cluster;
4. Let the groups stand facing at each other;
5. The Trainer/Facilitator will randomly choose a group (E.g. Bhutan) and shout, "Bhutan, A-T-T-A----K."
6. The group named Bhutan will select a target (E.g. China) from among other groups in the shortest time, and shout together to their target, "Bhutan Bomb! Bhutan Bomb, China!";
7. Immediately the group named China will select a target (E.g. India) in the shortest time, and shout together to India, "China Bomb! China Bomb, India!" The group is not allowed to shout back to the group who has targeted them but shout at another group);
8. Every group member should shout together at the target. If the group members fails to coordinate among themselves properly and fast in choosing their target, shouts out names of more than one country the group is eliminated;
9. The process continues until the last two groups;
10. For the last two groups, the facilitator should set a boundary and let the groups shout at each other in action without crossing the boundary;
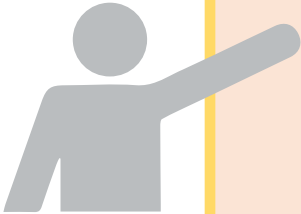11. The loudest and the most well-coordinated group wins.

Figure 34: Facilitator explaining the rules of the game

Figure 35: Final groups enjoying the competition

Session 6: The Interface Meeting

At the end of the session, the participants will be able to understand:
  i.   What is Interface Meeting; and,
  ii. Process of conducting an Interface Meeting.

i. What is interface meeting?

An interface meeting is a joint meeting between the Service Providers and the Service Users to engage in constructive dialogue on a particular service. It is conducted to;

- Understand issues from both the sides (Service Providers and Service Users) and identify the actual issues;
- Strengthen relationship between the Service Providers and Users by bridging information gaps and clarifying issues that might have been created due to misinformation, miscommunication, or lack of communication/awareness and so on; and,
- Draw up mutually agreed action plan(s) to improve service delivery and/or to continue to deliver quality services efficiently and effectively to the communities.

ii. Process of Interface Meeting and Action Planning

1. Open the meeting and welcome everyone;
2. Explain the purpose of the meeting, the methodology, and expected duration of the meeting;
3. Community Service Users' representatives will present the consolidated scores generated from the field visit. Presentations should include recommendations (way forward) on how to improve service(s) that scored low;
4. Service Providers' representative will present their scores and suggestions for improvement or sustaining good performance;
5. Moderate an open and participatory dialogue/discussion with each group given ample time to respond to the other group's queries as well as to ask questions.
6. Identify burning issues, and let the floor resolve them preferably by formulating mutually agreed and achievable action plans for change; and,
7. After the discussions let the members jointly decide the order in which the indicators/issues should be dealt with, and list them in order of priority on a separate flipchart with their suggestions for improvement. Remember to be realistic about any suggestions for improvement.

Figures 36 & 37: Service Providers presenting their scorecard

Figure 38: Service Users presenting their scorecard

Figure 39: Facilitator igniting dialogue and discussion between the Service Providers and Service Users based on their respective scorecard

Team Building Exercise

Name of the game: The Balloon Game

Materials required:
1. Fully blown balloons;
2. Small pieces of paper;
3. Pen or pencil; and,
4. A container.

Instruction to the Trainer

1. Get the count of the total number of men and women participants as well as any guests or observers;
2. Write the name of each men or women on a small piece of paper;
3. Roll the papers, put them in a container, and thoroughly mix them;
4. Let each participant pick a piece from the container. If the containers contains women's names, let men do the picking and vice versa).
5. As soon as a participant reads out the name on the piece of paper, let her/him stand beside her/his partner.
6. Give a fully blown balloon each pairs shall be given a balloon
7. Call all the pairs together, play a music and let them dance with a balloon placed between the foreheads of each pairs.
8. As the dance continues each pairs is allowed to disturb others
9. The Paris have to ensure that the balloon remains between them as they dance and get distracted by others.
10. The facilitator should keep a close watch and eliminate those who fails to uphold the balloon.
11. The couple who gets through the rough dancing is the winner

Purpose of the game: To refresh the participants after an intense interface meeting.
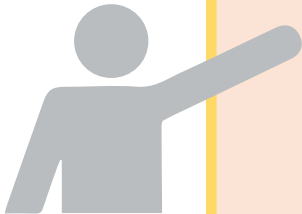
Figures 40 & 41: Participants engrossed in a refreshing game after an intense interface meeting

Session 7: Institutionalization of Social Accountability

At the end of this session, participants will be able to understand how to sustain the practice of Social Accountability through the formation of Social Accountability Practitioner Groups (SAPGs).

What is a Social Accountability Practitioner Group?

A Social Accountability Practitioner Group (SAPG) is a committee of community's representatives with the will and the capacity to use social accountability tools to contribute to nation building at the community level. The members are responsible citizens who are committed to engage in inclusive governance at the village, Chiwog and Gewog levels to enhance good governance through the promotion of responsibility, transparency, accountability and integrity.

Institutionalization of SAPG

The SA practices can be institutionalized by forming SAPGS. There are two levels of SAPGs as follows:

1. *Chiwog SAPG (CSAPG):* A CSAPG is the SAPG at the Chiwog level composed of the five trained representatives of a Chiwog. Thus, each Gewog has as many CSAPGs as the number of Chiwogs in that Gewog, which is usually five. Each CSAPG has a Coordinator who is appointed from among the members by the members themselves. The group is responsible for conducting CSC to monitor and evaluate public services or plans in its own Chiwog.

   The group conducts a CSC only with the consensus of at least 3 members of the group. The group shares the findings of the CSC with the community and the Service Providers' through a community meeting organized by the group with the help of the Chiwog's Tshogpa. It is of utmost importance to ensure that the Tshogpa of the Chiwog is always present during such meetings because if the Service Provider(s) is/are not able to address the issue(s) during the community meeting, the issue(s) must be submitted to the Gewog Administration (GA) and the Gewog SAPG (GSAPG) by the Tshogpa and the Coordinator, and actions or inactions must be intimated back to the group and the community within the stipulated timeframe.

2. *Gewog SAPG (GSAPG):* This is the SAPG at a Gewog level consisting of all the 25 trained SAPG members (5 each from each Chiwog) of the Gewog. It functions under a Chairperson and a Vice Chairperson who are elected from among the SAPG members at the end of the SA training.

   GSAPG carries out CSC at the Gewog level on as and when required basis either on the request of a community (ies) or Service Provider(s). The CSC may be conducted either by

either involving all the 25 members of the group or just the Coordinators of the CSAPG, the Chairman and the Vice Chairman. The Chairman of the Gewog Tshogde, the Gewog Administrator, Tshogpas and the concerned Service Providers' should be present as and when required during the CSC and must be present during the presentation of the finding of the CSC by the group. Any issue that cannot be resolved at the Gewog level must be submitted to the Dzongkhag Administration and the Dzongkhag Tshogdue by the Chairman of the Gewog Tshogde, and actions or inactions must be intimated back to the GSAPG within the stipulated timeframe. Figure 42 shows the recommended structure of SAPGs.
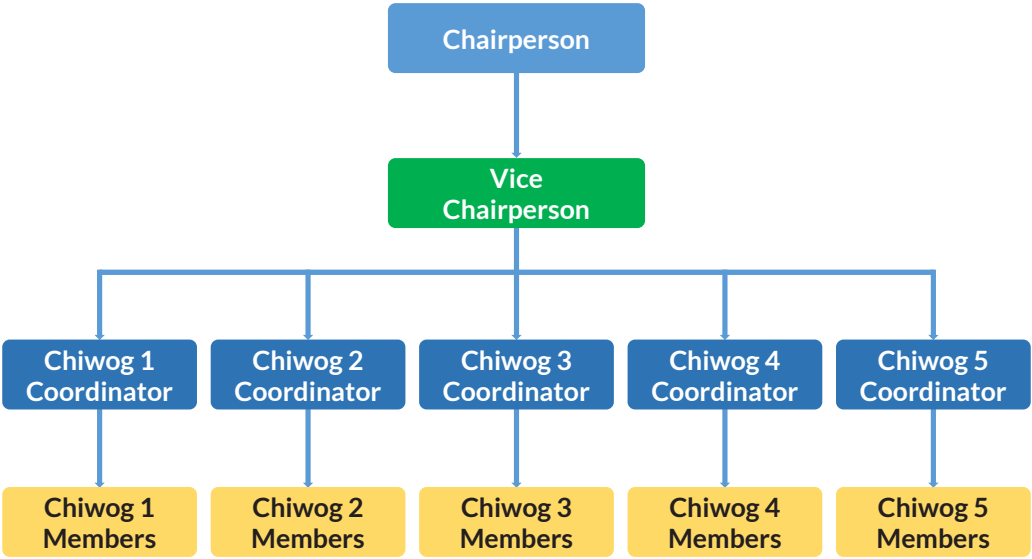
Figure 42: Organogram of SAPGs.

Figure 43: Elected Chairperson and Vice Chairperson of Chokor Gewog SAPG with Chokor Gup and ED of BTI

Figure 44: Elected Chairperson and Vice Chairperson of Chumey Gewog SAPG with Chumey Gup and ED of BTI

Figure 45: Elected Chairperson and Vice Chairperson of Ura Gewog SAPG with Ura Gup and ED of BTI

Figure 46: Elected Chairperson and Vice Chairperson of Tang Gewog SAPG with Tang Gup and ED of BTI

Operation of SAPGs

A SAPG is operated as follows:

1. If any member(s) of a community feels the need to conduct CSC on any public service or plan, it is first proposed to the concerned CSAPG for deliberation and decision as whether there is a need to conduct CSC on the proposal;
2. If the proposal is beyond the scope of the CSAPG, the CSAPG is forwarded by the later to the GSAPG with valid reasons and recommendations;
3. The GSAP further deliberates on the proposal, and either conducts the CSC or sends back the proposal to the CSAPG with the advice on how to conduct the CSC or with justifications for rejecting the proposal;
4. If a proposal is submitted directly to the GSAPG, the group deliberates on the proposal and decides to either conduct CSC or delegate the work to the CSAPG or reject it with valid reasons;
5. As and when the attention or participation/engagement of a Service Provider is required, the concerned leader of the group (Chairperson/Vice Chairperson of GSAPG and Coordinator of CSAPG) must provide prior information about it;
6. The concerned leader of the group is responsible for periodic follow up on any action(s) requested from a Service Provider(s). Members of the concerned group are responsible for reminding the leader(s) to do the follow up; and,
7. It is important to have a Memorandum of Understanding (MoU) with clearly defined Terms of Reference (ToR) between all the parties involved.

The Memorandum of Understanding (MoU)

The MoU should contain the following:

1. The purpose of the MoU;
2. Details about the Parties;
3. Clearly defined roles of each party;
4. The designated Focal Point for contact;
5. The effective date and duration; and
6. Duly signed undertakings by all the parties.

Figure 47: Signing Tri-party MoU between BTI, Gewog Administration, and SAPG in Tang Gewog

Figure 48: Signing Tri-party MoU between BTI, Gewog Administration, and SAPG in Chumig Gewog

Figure 49: Signing Tri-party MoU between BTI, Gewog Administration, and SAPG in Ura Gewog

Figure 50: Signing Tri-party MoU between BTI, Gewog Administration, and SAPG in Chokor Gewog

Course Evaluation

It is vital to assess the efficacy of the overall training at the end of any training through a pre-designed evaluation sheet. Seek feedback and feedforward to help you identify if your training achieved your intended outcomes and the participants' expectations for improvement. Sample of the evaluation form is given in Annexure 3.

Figure 51: Course Evaluation
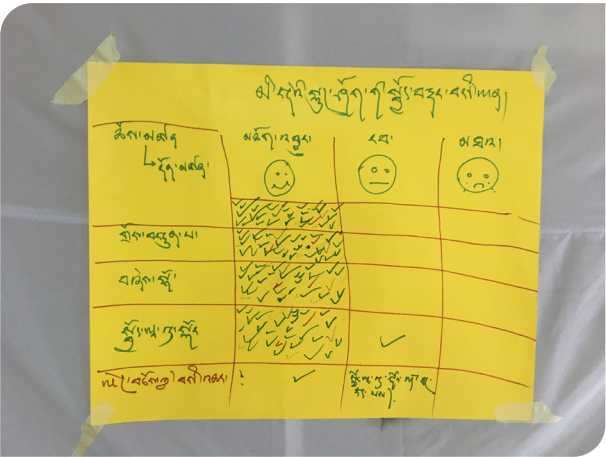
Figure 52: Course Evaluation

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1. A Generic Guide for Implementing Community Score Card Process to Improve Quality Services, 2013 Care International.
2. Local Development Planning Manuel, 2014, Gross National Happiness Commission
3. Training Manuel on Community Score Card and Citizen Report Card, 2009, HelpAge International.
4. Positioning and Rolling Out Social Accountability Initiatives in Bhutan an Action Plan, 2013, Dr. Gopakumar Thampi.
5. Local Development Planning Manual, 2014, Gross National Happiness Commission.
6. The Local Government Act of Bhutan, 2009.
7. The Constitution of Kingdom of Bhutan, 2008.

Annexure

Annexure 1: Agenda of the training

Day 1		
Time	**Session**	**Objective**
09 – 9:20 Am	Registration	
9:20 – 9:50 Am	Session I – Introduction, Exploring Participants' Expectations and Objectives	- Welcome participants - Review objective and agenda - Introduction - Understanding participant's expectations
9:50 – 10:30 Am	Session 2 – Community Score Card	Understanding the concept of CSC, its application and process for implementation
10:30 – 11:00 Am	Tea Break	
11:00 Am – 1:00 Pm	Session 3 – Input Tracking	Understanding the input tracking score card and process of applying input tracking
1:00 – 2:00 PM	Lunch	
2:00 – 2:30 Pm	Session 4 - Performance Score Card	- Identifying scope for CSC, selection of indicators and conducting performance score card - Understanding process of using CSC to assess the services, developmental plans, service Providers'' ect.. at the local level
2:30 – 4:00 Pm	Group Exercise on Score Card and Group presentation	Understanding application of CSC through roleplay
4:00 – 5:00 Pm	Preparation for the field visit	- Formation of teams for the field visit - Identifying scope for the assessment - Appointment of facilitators to lead the field assessment - Clarify roles and responsibilities
5:00 Pm	Tea and wrap up	

Day 2		
Time	**Session**	**Objective**
9:00 – 9:20 Am	Registration	
9:20 – 9:30 Am	Recap of the 1st Day	
9:30 – 9:50 Am	Session 5 – Field Visit Travel to the field visit area	To generate feedback directly from people on their experience of accessing public services such as farm road, health facilities, education services, agriculture services, etc. that are provided by the local government.
9:50 Am – 12:00 Pm	Field assessment of the identified project or services	
12:00 – 01:00 Pm	Conducting Score card and consolidating score	
01:00 – 2:00 Pm	Lunch	Self-evaluation of the service Providers" on their own performance.
2:00 – 5:00 Pm	Preparing for Interface meeting	
5:00 Pm	Tea and Wrap up	
Day 3		
Time	**Session**	**Objective**
9:00 – 9:20 Am	Registration	
9:20 – 9:30 Am	Recap of the 2nd Day	
9:30 Am onwards	Session 6 – **Interface Meeting**	
9:30 – 9:50 Am	1. Presentation on the input tracking matrix by the service Providers"	Bring together service provider and service Users' on a common forum to understand issues from both the sides (resolve issues that can be resolved during this meeting and also to acknowledge the efforts taken by the service Providers')
9:50 – 10:10 Am	2. Presentation on the findings from the fiend visit by the Service User's Group	
10:10 – 10:30 Am	3. Presentation of the performance score card by the service Providers"	
10:30 Am – 1:00 Pm	4. Discussions	
1:00 – 2:00 Pm	Lunch	
2:00 – 3:00 Pm	Session 7 – formation of Social Accountability Practitioner Groups	Instituting SA practitioners group and putting in place a platform for engagement between the SAGP and the local government Authorities
3:00 – 4:00 Pm	Course Evaluation	Collect feedback of the participants
4:00 Pm	Wrap up and Tea	

Annexure 2: Example of MoU

Memorandum of Understanding (MOU)
Between
Bhutan Transparency Initiative,
Social Accountability Practitioner Group (SAPG) and
The ……. Gewog Administration, ….. Dzongkhag.

This is a Tri-Party agreement between Bhutan Transparency Initiative, hereinafter referred to as "BTI", the Social Accountability Practitioner Group, hereinafter referred to as "SAPG" and the …….. Gewog Administration, ……. Dzongkhag, jointly referred to as "Parties".

Purpose & Scope

The purpose of this MOU is to foster collaboration and cooperation between the parties involved to implement a project on strengthening decentralized Local Governance through **"Social Accountability Mechanism"**. The project is in accordance with the Article 22 of the Constitution of Kingdom of Bhutan, the Chapter 10 of the Local Government Act of Bhutan 2009, and the Local Government Key Result Area (LGKRA) 8 under the 12th Five Year Plan (FYP) to create Local Governments (LG) that are responsive, managed well and serve the people with transparency, accountability and inclusivity.

The key objective of the project is to build the capacity of the local community and the members of local government Administration on Social Accountability mechanism and apply the Social Accountability tools in community planning, monitoring and evaluation process of developmental interventions.

Parties' Roles in this Cooperation

2.1. BTI provide technical support in conducting Community Score Card (CSC) as follows:
   i.   Facilitate platform for active engagement between SAPG, Gewog Administration and the community;
   ii. Selection and finalization of areas and indicators for the Community Score Card (CSC) Process;
   iii. Conducting CSC on the selected areas/services/developmental interventions;
   iv. Developing action plan for SAPG; and,
   v.   Facilitate Interface meeting between the SAPG and the Local Government Administration.

2.2. SAPG shall undertake the following:
   i.   Actively participate in the meetings through attendance and discussions;
   ii. Raise awareness on Social Accountability in their respective community;
   iii. Mobilize community to responsibly engage in the Community Score Card

(CSC) process;

    iv.   Work towards ensuring maximum participation of local communities;

    v.   Declare conflict of interest as and when required;

    vi.   Maintain confidentiality; shall not disclose confidential information belonging to or obtained through their affiliation with BTI to any person, including their relatives, friends, and business and professional associates, unless the committee has authorized disclosure;

    vii.   Refrain from trying to defame or defaming any officials during the exercise of CSC;

    viii.   Refrain from unnecessarily disturbing the LG administration;

    ix.   Selection of area and indicators for CSC exercise (which shall be approved by at least 2/3rd of the members of SAPG); and,

    x.   Fulfill any other responsibility as per the SAPGs' action plan.

2.3. Gewog Administration shall undertake the following:

    i.   Facilitate SAPG participation in planning, implementation, monitoring and evaluation of development activities in the Gewog;

    ii.   Share relevant information pertaining to the developmental plan to the SAPG; and

    iii.   Ensure participation of the concerned official for every meeting.

Designated focal Point

The following individuals shall take the responsibility of implementing this MOU:

    i.   The Program Officer shall be the focal point from BTI;

    ii.   The Gewog Administration Officer shall be the focal point from .... Gewog; and,

    iii.   The Chairperson and Vice Chairperson shall be the focal point from the SAPG.

The representatives shall have the joint responsibility for the effective implementation of this MOU.

Effective Date and Validity of the MOU

This MOU shall come into effect on .... (specify date, month and year) and remain valid for ...... year (specify duration), unless one of the Parties notifies the other in writing

of its decision to terminate/amend it.

Nature of the MOU

This MOU is a mutual understanding among the parties. It is not intended to be legally binding or enforceable before the court.

This MOU was signed in triplicate, each copy being equally authentic.

For SAPG   **For.............Gewog Administration**

_____   _____

Name.........................   Hon'ble ....
Chairperson   Chairperson
Social Accountability Practitioner Group   Gewog Tshogde, ...

For the BTI

(Dr. Rinzin Rinzin)
Executive Director
Bhutan Transparency Initiative

Annexure 3: Course Evaluation

Sl. No	Particulars	Rating			Suggestion for Improvement
		Outstanding	Good	Satisfactory	
1.	Course content				
2.	Methodology				
3.	Facilitator's skills				
4.	Filed visit				
5.	Logistics				

Note: *To ensure free and fair evaluation process, the performance score card matrix could be prepared on a white board or chart paper and placed into a separate room whereby the participants can give the ratings freely.*

Notes

Notes