

Protection of Basic Services (PBS)

Component 4

Multi Donor Trust Fund (MDTF) Grant No. TF057683

**Piloting Social Accountability in Ethiopia
Analytical Report with Case Studies**



**Gerhard Mai
Lulit Mitik
Workneh Denekew**

**GTZ International Services
Management Agency (MA) of the
PBS - Ethiopian Social Accountability Project (ESAP)**

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List of Acronyms

ADA	Amhara Development Association
AEPA	Action for Environmental Public Advocacy
ANSA Africa	Affiliated Network for Social Accountability – Africa
AFSR	Action for Self Reliance
BoARD	Bureau of Agriculture and Rural Development
BoFED	Bureau of Finance & Economic Development
BoWME	Bureau of Water Mining & Energy
CBO	Community Based Organization
CRC	Citizen Report Card
CSC	Community Score Card
CSOs	Civil Society Organizations
DF	Discussion Forum
DRDO	Derash Relief and Development Organization
EIFDDA	Ethiopian Interfaith Focus for Development Dialogue and Action
ESAP	Ethiopian Social Accountability Project
FCE	Facilitator for Change Ethiopia
FGD	Focus Group Discussion
FTC	Farmer Training Centers
GTZ IS	Gesellschaft fuer Technische Zusammenarbeit – International Services
HSRC	Human Science Research Council
IA	Initiative Africa
IGA	Income Generating Activities
IWCIDA	Illu Women and Children Integrated Development Association
IPOs	Implementing Partner Organizations

JBAR	Joint Budget Aid Review
JeCCDO	Jerusalem Children and Community Development Organization
JRIS	Joint Review and Implementation Support
M&E	Monitoring and Evaluation
MA	Management Agency
MDG	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MoFED	Ministry of Finance and Economic Development
MT	Management Team
ODA	Oromia Development Organization
PA	Peasant Association
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PBR	Participatory Budgeting Review
PBR	Public Budget Review
PBS	Protection of Basic Services
PD	Project Director
PMT	Project management team
PMU	Project Management Unit
PTA	Parent Teacher Association
RCWDA	Rift Valley Children and Women Development Association
REST	Relief Society of Tigray
SA	Social Accountability
SAIC	Social Accountability Implementation Committee
SC	Steering Committee
SMC	School Management Committee

SNNPRs	Southern Nations Nationalities and Peoples Regions
TABIA	The last administrative unit of the government/Kebele
TC	Technical Committee
TGPDA	Tikuret for Gumuz People Development Association
TOT	Training of trainers
WAT	Woman Association of Tigray
Zema Sef	Zema Setoch Lefitih

Executive Summary

The Protection of Basic Services (PBS) – Ethiopian Social Accountability Project (ESAP) was designed to engage citizens and CSOs in pilot activities to enhance budget literacy and downward accountability in the context of decentralized service delivery. The grant making initiative of the PBS/ESAP aimed at strengthening the use of social accountability approaches by citizens and CSOs as a means to make basic service delivery more effective, efficient, transparent, responsive and accountable.

The twelve lead CSOs with their partners were selected to pilot the project representing a total of about 50 CSOs. These CSOs were operating in approximately 80 woredas (districts), cities or sub-cities of Ethiopia. The pilot projects focused on four basic services sectors: education, health, water and sanitation, and agriculture.

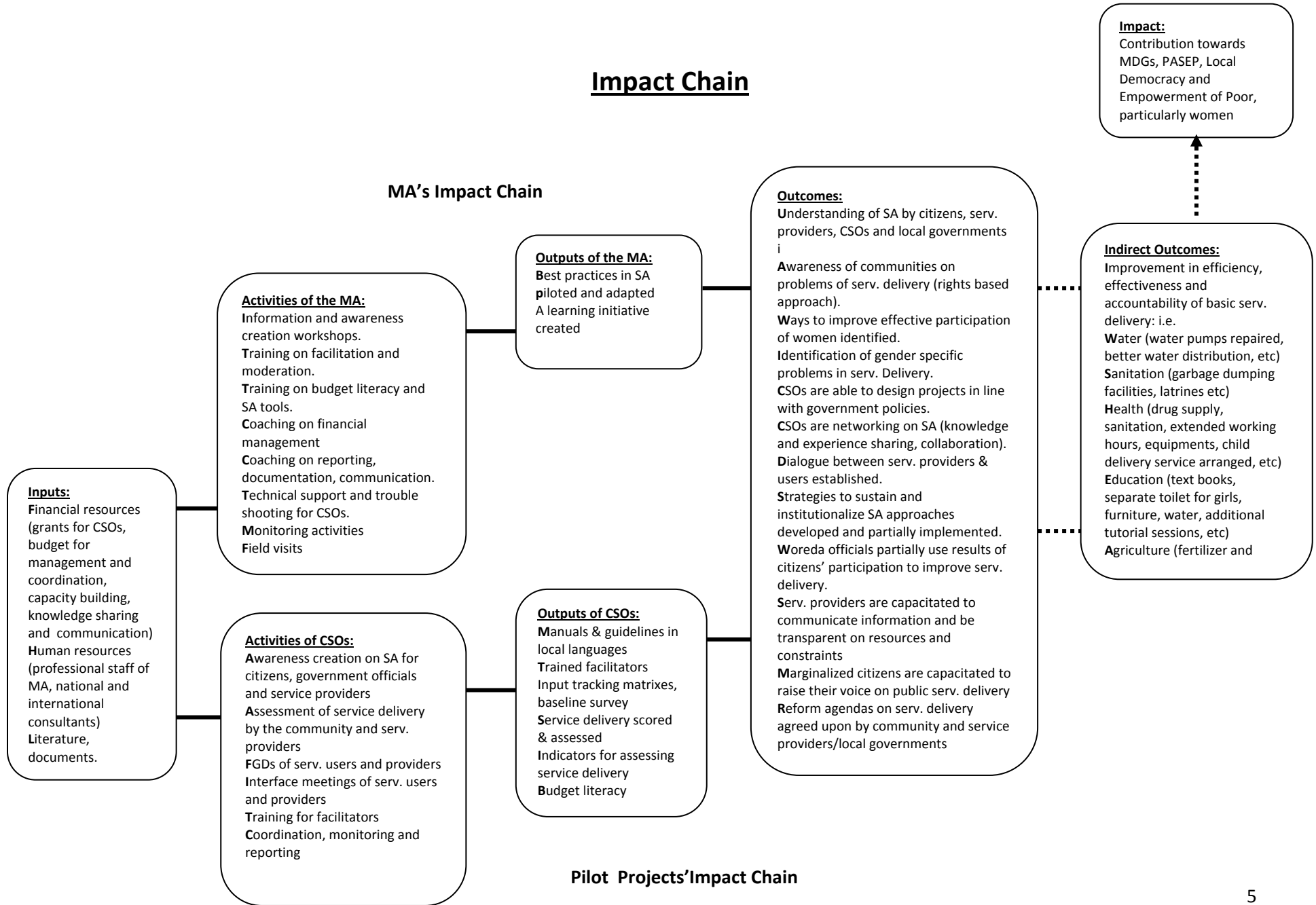
The regional coverage of the PBS/ESAP included Ethiopia's regional states of Oromia, Tigray, Southern Nations Nationalities and Peoples Regions (SNNPR), Amhara, Benishangul-Gumuz, Harari, and the federal cities of Dire Dawa and Addis Ababa. The social accountability project was implemented using the tools: Right Based Approach, Community Score Card (CSC), Citizens Report Card (CRC) and Participatory Budgeting (PB) as well as Focal Group and Interface Discussions and Participatory Planning and Monitoring.

The project was steered by a steering committee comprised of representatives from government, CSOs and development partners. It was coordinated and monitored by the Management Agency which also provided capacity building and technical support for CSOs and their partners, facilitated experience exchange and networking and submitted reports to the steering committee.

Though social accountability was new for most of stakeholders of the initiative, the CSOs achieved the expected outcomes to adopt best practices of social accountability and create a learning initiative. Moreover, pilot projects succeeded to contribute to the improvement of basic services by engaging all stakeholders. Some CSOs and their partners are institutionalizing social accountability mechanisms, mostly based on existing structures and linked with ongoing programs.

The pilot initiative on social accountability contributed to improve relationships between civil society and regional/local governments, thus enhancing local democracy and complementing good governance programs of the government. The projects empowered particularly poor people and women to raise their voice on access and quality of service delivery. Through improved basic services it contributed the achievements of the Millennium Development Goals (MDGs) and Ethiopia's poverty reduction strategy (PASDEP).

Impact Chain



1. Introduction

This report focuses on the piloting experience of the 12 pilot projects. After describing the 12 projects, it presents the implementation process followed by the core achievements and results. As this project was a pilot exercise, the report puts forward challenges encountered and lessons learned as well as outputs and outcomes of the pilot projects during the implementation. In addition, four case studies are presented to describe in detail the adaptation of different social accountability tools in basic sectors and in the Ethiopian context by implementing CSOs.

2. Background

In an effort to reduce poverty and enhance decentralized public service delivery to the poor, the Government of Ethiopia (GoE) and international development partners have embarked on a new mechanism known as “Protection of Basic Services (PBS)”. The PBS project supports Ethiopia’s progress towards the Millennium Development Goals (MDGs) and improves broad based economic growth, governance and basic service delivery in the health, education, agriculture, water and sanitation sectors. The PBS project consists of four components:

- *Component one: Protect basic services by sub-national governments* – this component protects basic services delivered by national government by providing funds to the government on condition that the fund is transferred to regional and local governments through intergovernmental fiscal transfer and federal block grant system.
- *Component two: Delivery of more effective basic health services* – the aim is to provide funding to procure critical health commodities such as vaccines, anti malaria bed nets and contraceptives. It also has a specific focus on capacity building activities particularly in the areas of procurement and logistics.
- *Component three: Financial transparency and accountability* – this component improves citizens’ understanding of regional and woreda budget processes and make local governments more accountable to the citizens they serve.
- *Component four: Social accountability* – this component engages citizens and CSOs in pilot activities to enhance budget literacy and downward accountability in the context of decentralized service delivery. It also enhances poor people’s access to services by promoting transparency and civic engagement.

As defined by the World Bank (WB), social accountability is an approach towards building accountability that relies on civic engagement, in which ordinary citizens participate directly or indirectly in demanding accountability. It is a constructive dialogue which brings ordinary citizens, CSOs, local government institutions and public service providers towards a common vision of effective service delivery and improved accountability. Social accountability initiatives seek to (i) enhance budget transparency (formulation, expenditures) and capacity of citizens

and CSOs to engage in budget processes; (ii) increase the understanding of citizens' rights and duties and government functions and responsibilities; and (iii) ensure that the local government is accountable to the community.

The concept of social accountability underlines both the rights and the corresponding responsibility of citizens and ensures that the government serves the public interest in an efficient, effective and fair manner. It is part and parcel of good governance and democracy for it addresses the right to information, improves the allocation and transparency of local resources, reinforces accountability and involves ordinary citizens and CSOs in decision making policy dialogues. By getting involved in assessing the performance of public service delivery, citizens are able to impact on the quality of services provided and more critically, they are able to hold government and public service providers to account. A vital aspect of the social accountability project is the initiative to provide opportunities for the empowerment of citizens through targeted program of activities.

3. Objectives of the Social Accountability Project

The grant making initiative of the ESAP, which has been designed under component four of the PBS project, aims at strengthening the use of social accountability approaches by citizens and CSOs as a means to make basic service delivery more effective, efficient, transparent, responsive and accountable. It also aims at engaging citizens and CSOs with decentralized public service providers and enhancing transparency of budget processes.

The sub objectives of this initiative include:

- Piloting and adapting best practices in social accountability in Ethiopia and creating a learning initiative;
- Building capacity in social accountability for all stakeholders.

Additional objectives include achieving sustainability of social accountability approaches and ensuring gender awareness and equity in implementing social accountability projects.

4. Piloting Social Accountability in Ethiopia

As part of the grant making initiative of the PBS/ESAP, CSOs have been selected to undertake social accountability projects, assess the experience gained under various initiatives supported in this component and disseminate lessons for scaling up of effective social accountability approaches. Thus, the grant making initiative of the PBS/ESAP, which aims to engage citizens and CSOs in pilot activities, awarded funds on a competitive basis to twelve CSOs and implementing partner organizations for a period of 17-18 months focusing on social accountability approaches in basic service delivery.

This grant making initiative is financed by the WB coordinated Multi-Donor Trust Fund (MDTF). GTZ IS (Gesellschaft fuer Technische Zusammenarbeit International Services) with its partner Center for Development Consulting (CDC) is responsible for the overall management and

implementation of the social accountability component. It coordinates and supports the piloting of social accountability approaches by the selected CSOs, while promoting a learning process throughout, and monitoring progress. Project implementation is guided by policy and strategic directions of the Steering Committee (SC), which is composed of representatives of governmental officials, CSOs and international development partners.

Prior to the launching of the social accountability pilot projects, two demonstration projects were commissioned to pre-test social accountability concepts, approaches, tools/instruments at the local level and provide a source of inspiration and learning for grantee CSOs implementing the Ethiopian social accountability pilot projects. After a competitive tendering and approval of the SC, the MA of the PBS/ESAP, contracted two national CSOs, i.e. Zema Setoch Lefitih (Zema Sef) and Initiative Africa (IA) to conduct demonstration exercise on social accountability initiatives in Ethiopia.

The two demonstration projects had specific objectives of (i) pre testing various social accountability concepts and approaches; (ii) providing inspiration and learning initiative for other CSOs to help them know more about what works best on the ground and how it happens; (iii) introducing applicable social accountability tools and instruments and initiating actionable activities at the woreda and kebele levels and (iv) identifying lessons learnt and best practices that will help in the design and implementation of social accountability pilot projects in Ethiopia.

Having learned from the experience of Zema Sef and Initiative Africa, the social accountability pilot projects were launched on a national scale.

5. The Twelve Pilot Projects

The Protection of Basic Services – Ethiopian Social Accountability Project was implemented through 12 pilot projects. 12 lead CSOs with their implementing partner organizations were selected to pilot the project. A total of 48 CSOs have been involved in the implementation of the social accountability initiative. These CSOs are operating in about 86 woredas, towns, cities or sub-cities and hundreds of Kebeles of Ethiopia.

The pilot projects focus on four basic services sectors: education, health, water and sanitation, and agriculture. Most projects focus on the education sector followed by the health and water and sanitation sectors. The agricultural sector was implemented by three CSO.

The following regional states and federal cities have been covered: Oromia, Tigray, SNNPR, Amhara, Benishangul-Gumuz, Harari, Somali, Dire Dawa, and Addis Ababa.

The social accountability project was implemented using the following tools: the Community Score Card (CSC), the Citizens Report Card (CRC) and Participatory Budgeting (PB). Nearly all CSOs adapted the CSC, the PB tool (budget literacy and expenditure tracking) was used by 4 CSOs in a total of 11 woredas and the CRC is piloted in 8 woredas by three CSOs, partially in addition to CSC. In addition all CSOs applied Right Based Approaches, Focal Groups and Interface Discussion and Participatory Planning and Monitoring instruments.

The following section presents detailed information of the twelve pilot projects focusing on their organization profile, the objectives of the social accountability project, the sectors and tools, the regional coverage and implementing partner organizations as well as the expected outcomes.

5.1 Action for Self Reliance (AFSR)

Organization Profile:

Located in Addis Ababa and Hawassa, Action for Self Reliance (AFSR) is a local non-governmental organization founded in 2000. AFSR aims at transforming the low social, economic and political status of women. AFSR has implemented five major projects in the past two years operating in Addis Ababa on the areas of (i) community and school based HIV/AIDS prevention, care and support, (ii) protection of children from sexual abuse and promotion of the Convention on the Rights of the Child, (iii) enhancing community based response towards orphan care and support, (iv) unleashing the potentials of poor women, (v) and risk behavior reduction among the youth.

Objectives of the Project:

The SA pilot project implemented by AFSR, “Enhancing citizen’s engagement in Ethiopia’s education sector”, has an overall objective of promoting equal access to quality education with a special emphasis on reducing barriers to girls’ education. Specifically, the project is intended to (i) empower PTA and community to use SA mechanisms, to monitor school performance and education outcome, (ii) enhance the capacity of partner organizations to respond to the development needs of children, and (iii) ensure gender equality through active involvement, guidance and engagement of community and PTAs within schools.

Sectoral Coverage and Tools:

The project mainly centers on the application of community score card (CSC) in the education sector.

Regional Coverage and IPOs:

AFSR implements the project in thirteen project sites of Addis Ababa, Oromia and Southern Nations Nationalities and Peoples (SNNP) regions. The initiative is conducted in a total of 27 focal schools: 15 from Addis Ababa, 6 from Oromia and 6 from SNNPRs. Five major actors participate in the project: service users (students and parents), PTAs, service providers (focal schools), the lead CSO and IPOs and local government officials.

Addis Ababa	Nefas Silk	Education	Action for Self Reliance (AFSR)
	Lideta		Love for children Organization (LCO)
	Addis Ketema		Multi-Purpose Community Development Project (MPCDP)
	Arada		Organization for prevention, Rehabilitation and integration of Female Street children (OPRIFS)
	Kirkos		

Oromia	Woliso Sebeta Awasa		Siiqee Women Development Association (SWDA)
SNNPR	Hawassa		Action for Self Reliance (AFSR)
	Chencha		Multi-Purpose Community Development Project (MPCDP)

Expected Outcomes:

- Community’s demand for effective services, especially in the effort to reduce barriers to girls’ education, is expected to improve through increased awareness of their rights and potential
- Empowerment of disadvantaged and vulnerable community members
- Improved technical and management skills of the community, schools and CSOs through training and experience sharing visits
- Better understanding of roles and responsibilities through continued dialogue and communication among communities, PTAs and CSPs with the schools
- Creation of a culture of tolerance, cooperation, idea sharing and debating differences to reach a consensus for future action
- Actions that encourage schools to introduce new procedures and practices that ensure greater performance and quality education for girls

5.2 Amhara Development Association (ADA)

Organization Profile:

Established in 1992, Amhara Development Association (ADA) is an indigenous non-profit organization emerged to contribute to the economic and social progress of the people of the Amhara national regional State. Ongoing projects include (i) community based reproductive health project to improve reproductive health status of women and children, (ii) youth to youth reproductive health initiatives aimed at decreasing cases of sickness and death due to HIV/AIDS in the youth population, (iii) transforming education for children and adults to increase their educational attainment, (iv) capacity building for scaling up Alternative Basic Education program in the Amhara region, and (v) book distribution.

Objectives of the Project:

The pilot project by ADA, entitled “Dialogue and information flow for accountability and transparency”, has an overall objective of promoting increased citizen participation in governance as a means of improving SA and transparency in public service delivery at the local level. ADA further aims at (i) empowering local communities and citizen’s groups to enable them to hold public service providers accountable and claim budget transparency (ii) create a culture of dialogue between citizens and government offices on public service priorities, (iii) strengthen

the ability of local government actors to engage with and respond to community needs, and (iv) promote downward accountability.

Sectors and Tools:

Focused on health and education services, ADA is piloting the use of budget literacy and CSC tools.

Regional Coverage and IPOs:

Budget literacy and expenditure tracking are deployed in the two project sites of Debre Markos and Farta while CSC is deployed in Dangela and Metema. The project involves 3 kebeles in each woreda.

Amhara Region	Debre Markos	Health and Education	Amhara Women's Association (AWA), Green Belt Integrated Community Development Organization (GICDO), PACT Ethiopia (capacity building)
	Dangela		
	Farta		
	Metema		

Government counterparts at the regional and woreda levels include Bureaus of Finance & Economic Development, Education and Health. Frontline service providers are primary schools and ABE centers for education and health centers, health posts and clinics. The target groups include local community members (women and men, youth and elders), local development committees related to basic services (health committee, parent-teacher committee), CSOs/CBOs and elected people's representatives.

Expected Outcomes:

- Improved capacity of local communities and citizen groups to hold public service providers accountable and to claim budget transparency
- Increased confidence and communication among local communities, citizen groups, elected peoples representatives and government agencies through enhanced citizen participation in local governance
- Enhanced participation of local communities and CSOs/CBOs in public budget decisions and in service delivery monitoring
- Improved linkage and dialogue between government actors, communities and CSO at local level

5.3 Derash Relief and Development Organization (DRDO)

Organization Profile:

Established in 2001, Derash Relief and Development organization (DRDO) is a local non-profit and non-governmental humanitarian and development organization which operates in the Somali Regional State. The major activities of DRDO include (i) improvement of community infrastructure and enhancement of agricultural production and natural resource management, (ii) increased economic opportunity for the poor through micro enterprise development, (iii) and support of the local government with concerned parties in availing basic services such as health, education, shelter, water supply, family planning and vocational training and promotion of gender equality and equity and progress of women.

Objectives of the Project:

The project piloted by DRDO, “Citizens engagement for transparency, responsiveness and accountability of basic services”, is designed with an overall objective of promoting the use of social accountability approaches by citizens, local CSOs and governments to make basic service delivery more effective, efficient and accountable. It further aims at enhancing budget transparency and participation of local community and civil society in public budget process, strengthening citizens’ and CSOs’ voice and downward accountability in the delivery of basic services and promoting accountability of public service providers to the society by establishing and maintaining linkage.

Sectors and Tools:

DRDO’s pilot project focuses on health, water and sanitation and primary education sectors and applies the CSC and participatory budgeting (PB) tools for social accountability.

Regional Coverage and IPOs:

DRDO works in seven woredas of the Somali, Harari and Oromia regions. The PB approach is implemented by Ugas Hassen Helsi Relief and Development Association in Shinile, on the water sector. Service providers, regional and local government institutions include regional sector bureaus, woreda sector offices, educational institutions, health institutions, water supply services and woreda and kebele administrations.

Somali	Shinile	Water	Ugas Hassen Helsi Relief and Development Association
	Aisha		
Harari	Sofi	Water and Health	PANE – Harari Regional Chapter
	Hakim		
Oromia	Fedis	Water, Health and Education	Action Aid Ethiopia
	Kombolcha	Water and Education	
	Alemaya	Education and Water	Derash Relief and Development Organization (DRDO)

Expected Outcomes:

- Improved capacity of CBOs, NGOs, and public service providers on better basic service delivery
- Enabled local communities, associations and CSOs to hold public service providers accountable
- Increased participation of communities, CSOs and CBOs in public budget processes and in service delivery monitoring
- Improved linkages and communication between government actors and communities/CSOs

5.4 Ethiopian Interfaith Forum for Development Dialogue and Action (EIFDDA)**Organization Profile:**

EIFDDA was established in 2002 as an alliance of faith based organization in Ethiopia. EIFDDA is engaged in the generation of religion inspired conception and practice of development that could ultimately bring about social, economic, cultural and spiritual prosperity of the vast majority of Ethiopians living in abject material poverty. The main projects implemented by EIFDDA cover three thematic areas of intervention: HIV/AIDS, conflict resolution and peace building. Major projects include (i) improved institutional capacity and interfaith project to combat stigma related to HIV/AIDS, (ii) promoting positive actions by faith leaders to people living with HIV/AIDS, (iii) research and network project to combat stigma related to HIV/AIDS and organizational strengthening in key Ethiopian civil society networks, (iv) conduct assessment of religious conflict in Jimma and HIV prevention and care project in Adigrat and Jimma, (v) and rehabilitation project in Hararge and support for organizational strengthening in key civil society networks in Ethiopia.

Objectives of the Project:

The pilot project, “Protection of basic services social accountability program”, implemented by EIFDDA, has an overall objective of promoting dialogue between service providers and community representatives to improve quality of basic public services through more community involvement in planning and monitoring. It further aims at enabling joint participation of citizens and service providers and promoting genuine dialogue and cooperation in improving public services.

Sectors and Tools:

EIFDDA implements CSC in the education, health and water services sectors.

Regional Coverage and IPOs:

The pilot project is implemented in two regions, Tigray and Oromia and in the city of Dire Dawa. Three schools and three health facilities are selected in each woreda and three water supply areas are selected at the kebele level. Partners from the government include national, regional, woreda, and kebele/tabia levels sector bureau representatives.

Tigray	Genta Haffeshom	Education	Adigrat catholic Secretariat (ACS)
	Gulo Mekeda		
Western Oromia	Seka Chekorsa	Health	Ethiopian Muslim Development Agency (EMDA)
	Goma		
Dire Dawa	Dire Dawa	Water	Hararghe Catholic Secretariat (HCS)

Expected Outcomes:

- Better understanding of the community on how basic services are resourced, planned and implemented and increased roles of community members in this process
- Better understanding of the community's priorities by service providers
- Structured and productive interactions and dialogue between service providers, woreda bureau staff and service users
- Increased implementation and management skills of CSOs
- Improved services of education, health and water in terms of quality and quantity

5.5 Facilitator for Change Ethiopia (FCE)

Organization Profile:

Facilitator for change Ethiopia (FCE) is a national non-governmental organization founded in 1997 which focuses on food security, poverty reduction, education and promotion of farmer's organizations, CBOs capacity building, women empowerment and advocacy on children's and women's right. The intervention areas address enhancement of mother's support for children's development through various self help schemes, children and youth development programs, community education and capacity building through CBOs, child rights promotion, alternative basic education, household agricultural production enhancement and marketing. The major intervention areas of FCE include (i) improvement of the situation of children and youths suffering from socio economic and psychological deprivation, (ii) capacitate vulnerable mothers get access to social and economic empowerment, (iii) enable farmers improve their annual income by earning fair prices for their products and adoption of marketable crops, (iv) and ensure marginalized school age children's right to quality basic education.

Objectives of the Project:

The pilot project by FCE, "Enhancement of community based basic services protection pilot project", is envisaged to improve the provision of quality primary education through

institutionalizing social accountability among service providers and users considering gender as a cross cutting issue. Specifically, the project aims at (i) improving the quality and adequacy of selected primary schools services by 40% through the engagement of services providers and the community, (ii) improving community participation and involvement in the implementation and monitoring of activities, and (iii) testing and adopting the CSC to develop community based monitoring tools and design a reform agenda by service users and providers together.

Sectors and Tools:

The project implements the CSC in the primary basic education sector.

Regional Coverage and IPOs:

The project is implemented in 6 woredas of the Amhara and Oromia regions in a total of 28 kebeles. Implementing counterparts include primary schools (pupil, teachers, and parents), peasant associations and women groups. Counterparts in service delivery side include Education Line Offices in each region, zone, woreda, and kebele; Women Affairs offices at woreda and zone levels; zone, woreda and kebele administration; and Ministry of Finance and Economic Development Line Office at woreda, zonal and regional levels.

Oromia	Jimma town	Education	Facilitator for Change-Ethiopia (FCE)
Oromia (S.West Shoa)	Dawo		Oromo Self Reliance Association (OSRA)
	Becho		FCE
	Seden Sodo		IMPACT Integrated Development
	Sebeta Hawas		FCE
Amhara	Bure	FCE	

Expected Outcomes:

- Community members sensitized on human rights and duty bearers responsibilities in basic services delivery
- The status of communities' satisfaction on basic services delivery addressed
- Budget literacy trainings given
- Enhanced level of awareness of local officials on the policy framework with regards to the rights of citizens in relation to basic services

5.6 Illu Women and Children Integrated Development Association (IWCIDA)

Organization Profile:

Established in 2004, Illu Women and Children Integrated Development Association (IWCIDA) is a non-governmental organization. The main activities of IWCIDA include (i) provision of basic education to the disadvantaged segment of rural children with particular emphasis to girls' education, (ii) women's rights protection and establishment and strengthening of school mini-media and HIV/AIDS clubs, (iii) and school based HIV prevention and establishment and

strengthening of youth associations. IWCIDA has an extensive experience in planning, implementing, monitoring and evaluation of projects including life skills training in relation to HIV/AIDS, provision of alternative education, women’s rights and the fight against female genital mutilation and provision of basic education and school based HIV education.

Objectives of the Project:

The pilot project by IWCIDA, “Piloting protection of basic services and social accountability project”, is designed to strengthen social accountability approaches by communities, CBOs and CSOs so as to make service delivery in the proposed operational woredas more effective, efficient, responsive and accountable.

Sectors and Tools:

The project implements the CSC as a tool to engage communities in expressing demand for public services and exacting social accountability from local service providers to improve delivery of education, health and agricultural services.

Regional Coverage and IPOs:

IWCIDA implements the CSC in Oromia, Benishangul and SNNP regions in a total of 10 woredas. Partners apart from respective woreda officers and administrators include students, parents and teachers for education, pregnant women and mothers, outpatient, children and teenagers and health professionals for the health sector and farmers, female household heads, model farmers, organic farmers and farmers association for the agriculture sector.

Benishagul	Kamashi	Health	Tikuret for Gumuz People Development Association (TGPDA)
	Dangur		
	Mandura		
Oromia, Illubabor zone	Yayo	Education	Illu Women and Children Integrated Development Association (IWCIDA)
	Hurumu		
	Mettu		
	Alle		
SNNPR	Limu	Agriculture	Action for Environmental Public Advocacy (AEPA)
	Ghibe		
	Misha		

Expected Outcomes:

- Awareness and attitude of communities (beneficiaries) towards their rights and entitlement developed
- Gap between the government entitlement and actual performance of basic service delivery identified based on a direct dialogue between service providers focus groups and beneficiaries focus groups
- Capacity of woreda social accountability implementation committee (SAIC) build to continue the CSC process

- Strengthened organizational effectiveness of IWCIDA, TGPDA and AEPA

5.7 Jerusalem Children and Community Development Organization (JeCCDO)

Organization Profile:

JeCCDO was established in 1985 as an indigenous, non-governmental organization to address the problems of children left orphaned or without proper care and support due to civil war, drought and displacement. The organization focuses on integrated community based childcare and is a secretariat to a network of 140 organizations facilitating community development, advocacy and networking endeavors through empowering target communities.

Objectives of the Project:

JeCCDO's project, "Promotion of social accountability of the primary level education services at six woredas of Amhara, Oromia and Dire Dawa regions", is dedicated to contribute towards the efforts of improved delivery of educational services, both on quality and access, through active citizens' engagement and enhanced level of transparency and social accountability of relevant agencies. Specifically it aims at (i) assessing the level of satisfaction of citizens, (ii) facilitating community participation in local government priorities, (iii) promoting dialogue and a culture of performance self evaluation, (iv) enhance transparency and accountability of local government to citizens, (v) institute sustainable monitoring culture with JeCCDO and the community, and (vi) design joint community-government sustainable strategy towards the improvement of educational service delivery.

Sectors and Tools:

This pilot project focuses on primary level education services and implements citizen report cards (CRCs).

Regional Coverage and IPOs:

JeCCDO implements the social accountability project at five woredas of Amhara and Oromia regions and in Dire Dawa city administration. Service providing partners are regional education bureaus, zonal and Woreda education offices, 27 primary schools (grades 1-8), city and woreda administrations and kebele level Education and Training Board. Other collaborating partners include unions of idirs, associations, and other government offices and media agencies.

Amhara	Nifas Mewcha (Lay giant)	Education	Wabe Children's Aid and Training (WCAT)
	Bahir Dar		Community Development Program Offices (CDPOs) of Bahir Dar, JeCCDO
Oromia	Bishoftu (Debre Zeit)		CDPOs of Bishoftu, JeCCDO
	Shalla (Aye)		Center for Development Initiative (CDI)
	Shashemene		
Dire Dawa	Dire Dawa		CDPOs of Dire Dawa, JeCCDO

Expected Outcomes:

- Enhancement of citizens' knowledge on their rights, participation and responsibility to monitor and influence the quality of educational services to be delivered.
- Continued practices of interface meetings and dialogues between service providers, service receivers and CSOs
- Strengthened citizens' organizations to increase level of social accountability of relevant agencies to communities
- Establishment of joint community-government committee composed of educational agencies, schools and community to regularly monitor educational services
- Enhancement of operational capacity of educational service providing local agencies
- Improved access, coverage and quality of education services at woredas

5.8 Oromia Development Association (ODA)**Organization Profile:**

Established in March 1993, Oromia Development Association (ODA) engages in a broad range of development activities including construction of schools, health facilities, and water distribution points and equips health facilities and schools with medical equipment, furniture, supplies and books. The organization's major projects include (i) integrated community based reproductive health project, (ii) community based rural water supply, (iii) and integrated food security project and community based alternative education program.

Objectives of the Project:

ODA's SA project, entitled "Promotion of social accountability through collaboration, networking and empowerment of citizens in Oromia region", has an overall objective of enhancing good governance and development effectiveness by promoting genuine citizen participation, transparency, downward accountability and responsiveness of public policy making, public budgeting and the delivery of public services at regional and local levels. Specifically, it aims at building and strengthening citizen and grass root community based organizations to enable them to engage with government and other stakeholders, and eventually enhance good governance, stand for the rights of the poor and pro-poor policies and practices. Furthermore, it seeks to establish and strengthen the linkage between civil forums/networks and service providers so that citizens/communities meet and discuss on social accountability issues on a regular basis.

Sectors and Tools:

The pilot project focuses on water and health, but also addresses agriculture extension in two locations using the CSC tool.

Regional Coverage and IPOs:

ODA is implementing the CSC in 12 woredas in the Oromia national regional state. Partners at the forefront of service delivery are regional and local government offices of Health, Education, Water and Agriculture.

Wellega	Ghimbi	Water	Professional Alliance for development in Ethiopia (PADET)
Ilubabor	Chewaka	Health	Oromia Development Association (ODA)
	Bedele	Water	
Jima	Agaro	Health	Oromia Development Association (ODA)
	Jimma town	Water	
	Kersa	Health	
N.Shoa	Gebre Guracha	Water	Professional Alliance for development in Ethiopia (PADET)
	Degem	Health	
	Wuchalie	Health	
E.Shoa	Fentale	Agriculture	Oromia Development Association (ODA)
E.Harrge	Kersa	Health	
	Jarso	Agriculture	

Expected Outcomes:

- Promote grassroots transparency and increase downward accountability
- Generate a direct feedback mechanism from citizens/communities to authorities and the public
- Establish participatory planning, monitoring and evaluation processes between the community, service providers and local authorities that can improve efficiency, help respond to user preferences, and provide input into the overall woreda development plans
- Build the capacity of grass root community based institutions and enhance their mandate and credibility.

5.9 Relief Society of Tigray (REST)

Organization Profile:

Relief Society of Tigray (REST) has been responsible for the implementation of relief and development activities in the Tigray region since its establishment in 1978. The major emphasis was to tackle the causes of the structural food deficit in Tigray, employing extensive soil and water conservation, reforestation and water supply activities. The different projects include (i) Austin Tennis Academy and other funded rural water supply development projects, (ii) Fetse II River Diversion Development Project and Mai-Atsmi river diversion, (iii) potable water supply development and rural water supply and sanitation, (iv) training of ACCESS education facilities

and mother child health services, (v) and rural water supply development program and Messanu and the surrounding integrated and agricultural development project.

Objectives of the Project:

The pilot project by REST, “Joint Tigray social accountability initiative for component 4 of the Protection of Basic Services project”, has an overall objective of strengthening the knowledge and voice of citizens and CSOs and building the capacity of the community and local government sector offices in order to expand the provision of basic services. It further aims at expanding the provision of basic services to citizens through spreading successful approaches, exploring models for institutionalizing the initiative, and introducing innovative solutions to service delivery problems.

Sectors and Pools:

This project focuses on the delivery of public services in water supply and agricultural sectors (and irrigation services) using CSC and budget literacy tools.

Regional Coverage and IPOs:

The project is implemented in the central, eastern and southern parts of Tigray in 22 Pas/Tabias. Counterparts in implementing the initiative include respective woreda offices of Water Resource Development, Woreda, Tabia/PAs and Queshet local administrative offices and Woreda Finance and Economic Development office.

Central zone	Ahferom	Potable drinking water and Agriculture irrigation and extension	Chora Abugida Arts Association(CAAA), Dedebit Credit and Savings institution (DCSI)
	Werie Leke		
	Mereb Leke		
Eastern zone	Degua Tembien		Farmers Association of Tigray (FAT), CAAA, DCSI
Eastern zone	Keltelte Awea' elo	Women Association of Tigray, CAAA, DCSI	
Southern zone	Raya-Azebo	Tigray Youth Association (TYA), CAAA, DCSI	

Expected Outcomes:

- Improved and expanded provisions of access to potable water as well as adequate water for irrigation
- Improved dialogue and interface between citizens and the local government with regard to basic services
- Improved systems and understanding about planning, program execution and monitoring by all stockholders
- Expanded ownership, voice and rights of citizens with regard to budget allocation and expenditure for public services

- Replication of social accountability CSC tools and model across Tigray Region
- Establishment of a system for learning lessons about impacts of C4/PBS on governance and citizen empowerment and effective dissemination of findings
- Policies reformed to include citizens in the formulation, tracking and evaluation of Woreda development plans in budgeting processes and systems

5.10 Rift Valley Children and Women Development Association (RCWDA)

Organization Profile:

Established in 1993 as an indigenous, non-governmental, non-profit and secular development organization, Rift valley Children and Women Development Association (RWCD) deals with the promotion of the welfare of the poor and marginalized people particularly children and women. RCWDA is undertaking integrated rural development programs in line with its objectives and interlocking basic problems of the society such as poverty, illness, ignorance and gender equality. The major components of the program include: livelihood promotion, education, reproductive health and HIV/AIDS prevention, gender equity promotion, natural resource protection and water development and humanitarian response.

Objectives of the Project:

The pilot project by RCWDA entitled “Marginalized citizens monitoring basic service delivery under the PASDEP in Ethiopia”, aims to ensure that basic service delivery at woreda and the grass root levels addresses the priority needs of vulnerable and marginalized communities and poor people. Specifically, it aims at improving proactive engagement between local government and citizens to ensure responsive basic services delivery through a process of transparent and decentralized woreda level planning, budgeting and monitoring with an active participation of citizen groups.

Sectors and Tools:

The pilot project focuses on education, water and health services when applying budget tracking, the CSC and CRC tools.

Regional Coverage and IPOs:

The project is implemented in 11 woredas in Amhara, Oromia and SNNP regions. Budget literacy is applied in Zeway Dugda (water) and Walmera (education) while CRCs are implemented in Dugda on the education sector. The CSC tool is used in the rest of the pilot areas. The project covers 5 kebeles in each woreda. Help age International is a partner organization focusing on capacity building activities.

Oromia	Dugda	Education	Rift Valley Children and Women Development Association
	Girja		
	Legehida	Health	
	Sawula	Water	

	Zeway Dugda		
	Walmera		
	Dandi	Education	Hundee (intern. NGO) CB
	Mulo	Water	
	Ejere	Health	
SNNPR	Male	Education	Action for Development (AFD)
Amhara	Ephrata Gidem		Women Support Association (WSA)

Expected Outcomes:

- Capacitating older people's and other citizens' monitoring groups to engage in planning and monitoring of basic public services ensuring priority needs are met and services delivered
- Increased capacity of woreda administrations to plan and deliver services by engaging with the community on budget planning, tracking and service delivery
- Consideration of communities' perspectives at the woreda planning committee level to incorporate their needs in PASDEP formulation, implementation and ongoing annual progress reporting

5.11 Women Association of Tigray (WAT)

Organization Profile:

Established in 1995, Women's Association of Tigray (WAT) is a non-governmental women based and non-profit organization. With the overall goal of improving the political, socio economic and cultural situations and participation of women in all spheres of the poverty reduction endeavors undergoing in the region, the association has engaged in a wide range of activities such as (i) provision of skill development trainings and startup capital to poor women, (ii) self help livelihood action program for commercial sex workers and HIV positive women, (iii) establishment and support of girls' HIV/AIDS clubs, (iv) undertaking lobbying and advocacy work to increase women's participation in development endeavors and promotion of girls' education, (v) and support to girls' education and conduct research study on root crops focusing on how women could improve their income generation capacity.

Objectives of the Project:

WAT's pilot project, "Community empowerment for ensuring accountability: an approach for improved service delivery of pro-poor public sectors", envisages promoting citizens' active participation in the provision of basic services. It aims at introducing the concept of social accountability as a means to empower the community; strengthening the knowledge and voice of citizens and CSOs to demand efficient and effective use of public resources and accountable delivery of basic services; and improving the participation of the community in public fund management, planning, budgeting, implementation and monitoring.

Sectors and Tools:

WAT has employed the community score card method in education and health services sectors.

Regional Coverage and IPOs:

The social accountability project is implemented in seven project sites in the Tigray national regional state covering 21 tabias/kebeles from 7 targeted woredas. Partners at the grass-root level of service delivery include Women's Affairs, Sport and Youth, Education, and Justice Bureaus as well as woreda and tabia administrations.

Alamata	Education	Tigray Youth Association (TYA), Tigray Farmers' Association (TFA) and Solidarity of Tigrean Fighters Self-help Association (TFSA)
Kola Temben		TFA, TYA, and TFSA
Mekelle	Health	Tigray Education Against Corruption Association (TEACA), United Youth Relief and Development Association of Tigray (UYRDAT)
Medebay Zana	Education	TYA, TFA and TFSA
Kafta Humera	Health	
Tahataye Maichew		
Sharti Samre	Education	TFSA

Expected Outcomes:

- Improved and expanded provisioning and access to basic services by citizens
- Widened participation and inclusion of citizens and CSOs in budgeting process at all levels
- Improved dialogue and interface between citizens and the government and among citizens with regard to basic services
- Improved system of understanding about pro-poor planning and program execution by all stakeholders
- Expanded ownership, voice and rights of citizens with regard to budget allocation and expenditure for public services

5.12 Zema Setoch Lefitih (Zema Sef)

Organization Profile:

Established in 1997 as an indigenous NGO that empowers women, Zema Setoch Lefitih (ZemaSef) aims at promoting the human rights of women by constructing women focused social and economic infrastructure and by engaging different actors to discuss and own issues related to gender based violence, women's rights to accede to decision making levels, women's access to education, health and sanitation facilities as well as economic resources. Main activities include (i) addressing the issues of women by raising awareness of the different communities,

religious, social and political structures on the existence of supportive laws that protect the human rights of women and their implementation status, (ii) constructing basic education schools, libraries, health posts, rural water supply schemes and supporting gender mainstreaming efforts in government offices, (iii) and establishing a crisis center that provides legal and medical care and psychological counseling to victims of rape and domestic abuse.

Objectives of the Project:

Zema Sef’s pilot project, entitled “Promotion of social accountability to empower communities for good governance and effective service delivery”, is designed to strengthen the knowledge and awareness of local communities, particularly women, and service providers, on their rights and responsibilities in the delivery of improved water, sanitation and hygiene (WASH) services so that they would engage in constructive dialogue and negotiation. The project further aims at creating a culture of collaboration and joint action and making SA a way of life.

Sectors and Tools:

Zema Sef leads a pilot project that is testing both the citizen report card and community score card as it addresses basic services of water, sanitation and hygiene.

Regional Coverage and IPOs:

Zema Sef implements the social accountability project in three locations with its IPOs, Water Aid and Maedot, using the community score card and community report card methods in Benishangul Gumuz and Addis Ababa respectively.

Benishangul-Gumuz	Menge	Water, Sanitation and Hygiene	Water Aid Ethiopia and Zema Setoch Lefitih
	Assosa		
Addis Ababa	Addis ketema		Maedot and Zema Setoch Lefitih

Expected Outcomes:

- The overall framework of rights and responsibilities with regards to WASH and the concept of SA fully understood by local communities particularly women
- Vulnerable groups, particularly women and people living with disabilities or HIV/AIDS, empowered to voice their needs and concerns
- Increased participation of citizens, particularly women, in policy formulation, implementation, decision making, monitoring and evaluation demonstrated in the target areas.

6. Implementation Process

6.1 Collaboration with Local Governments/Service Providers

The cooperation and collaboration between local government structures and implementing CSOs was the basis for effective implementation of the pilot projects (Memorandum of Understanding between CSOs and regional/local governments). In the case of Zema Setoch Lefitih's pilot project in the Gurage Zone a MoU of the CSO with the concerned regional/local government institutions regarding the social accountability activities was not in place and the project had to be discontinued.¹ CSOs have shown comprehensive efforts to create awareness on the side of local governments/service providers and to actively involve policy makers. The project launching workshops were very instrumental in this regard as well as familiarization and sensitization workshops on objectives, activities and tools for local officials and sector departments organized by implementing CSOs.

The efforts made by grantee CSOs to align the social accountability pilot projects with on going government's development and reform programs was also very useful. The concerned government initiatives include the country's poverty reduction strategy (PASDEP) and the woreda decentralization and good governance programs as part of the civil service reform. This approach offered the grantee CSOs an entry point, it linked the social accountability approaches to government's initiatives and it enabled government officials to take over a sense of ownership on the social accountability pilot projects.

6.2 Organizing Communities

CSOs worked extensively with cross sections of community groups, community leaders and elders, women, youth and marginalized social groups during project implementation. The pilot initiative created a large scale of community mobilization and participation and enabled the poor and disadvantaged social groups to actively participate in the social accountability project.

Most of the implementing CSOs followed an objective of strengthening local community based organizations (Idirs, local mass organizations such as youth and girls clubs etc) as partners for exacting social accountability by improving their awareness on rights, roles and responsibilities regarding service delivery and on social accountability approaches.

6.3 Project Architecture

The social accountability pilot projects operated on the basis of past or ongoing projects of CSOs in the area and with counterparts they were already collaborating in development projects. The pilot projects were led by project coordinators supported by finance and project officers working often from the HQs of grantee CSOs. The actual field work was coordinated by woreda coordinators who were responsible for the management of the pilot projects in their

¹ Refer to Zema Setoch Lefitih's case in chapter 10.4

respective woredas. Each project site was managed by facilitators who were mainly responsible for implementing the project on the ground.

In many cases a steering committee composed of the senior management of the grantee CSOs and the management of the IPOs provided policy guidance and oversight of project implementation. In some projects woreda council members were part of such a steering committee. Project implementation and management structures were established at Woreda and Kebele levels and composed of representatives from implementing partners and the stakeholder community. These structures provided operational guidance in such areas as community mobilization, selection of sites, formation of focus groups and in encouraging a frank and open assessment of the services by the user community. These structures were provided with training and technical support from the implementing CSOs.

Regularly progress review meetings were held between grantee CSOs and their IPOs to track performance and take appropriate actions. In the event of disagreements the main steering committee made final decisions based on the MoUs signed between grantee CSOs and their implementing partners.

The MA provided technical and advisory support to grantee CSOs to settle some of the issues that arose between grantee CSOs and their IPOs on need basis. The few issues that surfaced and were addressed through such support include, delays in budget disbursements from CSOs to their IPOs, inadequate information flow, lack of clarity of roles and responsibilities and capacity problems of IPOs causing delays in implementation.

6.4 Capacity Building and Knowledge Sharing

The MA planned and implemented series of capacity building activities that were aimed at enhancing the level of understanding and implementation capacity of grantee CSOs, their local partners and stakeholders. The capacity building strategy document prepared by the MA was instrumental in this regard. Local capacities were strengthened by lead CSOs in terms of understanding the concepts and tools of social accountability as well as promoting dialogue between service users and providers with a view to improve the delivery of basic services. The capacity building initiatives of the MA consisted of organizing and conducting series of trainings, knowledge sharing events and networking for CSOs and their partners, providing technical assistance and support on demand basis. The project's web site provided information and relevant documents on national as well as international social accountability practices and experiences. The capacity building activities of the MA included:

- Social accountability knowledge sharing event
- Regional workshops: Information and orientation campaign on the Ethiopian social accountability grant making initiative
- Induction workshop on piloting social accountability in Ethiopia
- Workshop on monitoring, reporting and experience sharing

- Coaching on financial management and reporting
- Workshop on external communication and documentation
- Participation of CSOs in the African Regional Seminar on Participatory Budgeting in Durban, South Africa
- Regional trainings on budget literacy
- Regional capacity building workshops on moderation and facilitation
- Regional experience exchange conferences

The capacity building activities conducted by the MA as well as the measures undertaken by lead CSOs were crucial for an effective implementation. Capacity building at an earlier stage (even before submitting technical proposals) would have been helpful since social accountability approaches were quite new in the cultural and traditional context of Ethiopia.

6.5 Implementation Activities

6.5.1 Start-Up Phase (January- June 2008)

This preparatory phase included:

- Submission of CSOs' Inception Reports
- Signing of MoU between lead CSOs and their implementing partners (IPOs)
- Disbursement of funds to grantee CSOs
- Recruitment of staff and setting up of PMU offices
- Organization and implementation of awareness creation and sensitization workshops on social accountability and its tools and of pilot project objectives
- Identification of service providers and target communities
- Contracting of facilitators
- Concluding agreements with relevant government bureaus and service providing line departments
- Commissioning of external consultants by grantee CSOs for base line surveys, input tracking, preparation of manuals and staff training.

6.5.2 Implementation Phase (July 2008 - March 2009)

The implementation phase of the pilot projects covered nearly nine months and included the following core activities.

- Training of CSOs' staff on SA facilitation and moderation and on budget work
- Conducting base line surveys and input tracking
- Awareness and information sharing workshops for all stakeholders on local level
- Preparation of manuals and guidelines
- Formation of focus groups to assess services and participate in budget review

- Service users' evaluation of services/budgets with the use CSC/CRC/PB
- Service providers self-evaluation
- Interface meeting and consensus building on the reform agenda
- Preparation of action plans and;
- Elaboration of strategies put in place participatory planning, implementation, and monitoring structures and mechanisms.

6.5.3 Phasing Out Phase (April - June 2009)

The main focus of grantee CSOs, their local implementing partners, government counterparts and service user/communities during this final phase was the consolidation of achievements made, extracting lessons learned and laying the necessary ground for sustaining and institutionalizing the approaches. In this regard, grantee CSOs and their implementing partners organized and held project review and reflection workshops. In these workshops, they assessed the achievements made, problems encountered, lessons learned and identified ways and means of sustaining the initiative.

The MA organized and conducted regional learning and experience sharing workshops that brought stakeholders together and provided space for appraising results, synthesizing lessons and developing recommendation for replication and scaling up of social accountability approaches.

The knowledge sharing events served also as a forum for the continuation of the dialogue and engagement process between service providers, service users and policy makers on the projects' general objectives, improving public services and enhancing citizens' participation in exacting accountability of service providers.

An end-term experience exchange conference is planned by the MA with about 300 stakeholders from all levels in July 2009 in Addis Ababa.

7. Monitoring and Reporting

The MA provided CSOs with a project operation guideline. Some CSOs have further elaborated this guideline and adjusted it to their context. The MA also developed a monitoring system identifying and tracking milestones to be achieved in each phase of implementation.

A system of quarterly progress and financial reports was put in place to track progress, identify problems and take appropriate action. The elements of the reports included: objectives, activities of the operational plan, challenges and lessons learned, networking activities and steps of the following quarter. In the beginning of the project phase the MA received reports quite late; after coaching of project coordinators and finance managers reports came in more timely.

The MA conducted a series of monitoring field visits. These interventions helped also to address operational and project management problems. The MA submitted financial-, progress- and monitoring reports of the 12 pilot projects to the steering committee.

8. Achievements and Results

8.1 Project Outputs

The pilot projects produced the following outputs:

- Manuals and guidelines on social accountability tools were elaborated in English as well as in local languages. These included
 - Community Score Card Implementation Manual
 - Participatory Planning and Budget Analysis Manual
 - Citizen's Report Card Survey Manual
 - Guideline to conduct Base Line Survey and,
 - Social Accountability Project Implementation Manual
- Facilitators and staff trained on social accountability and its tools
CSOs trained professional facilitators on adapting social accountability tools including voluntary local community facilitators.
- Base line surveys and input tracking produced.
As part of the project implementation process all implementing CSOs conducted base line surveys and tracked inputs to understand the state of service delivery in their intervention areas and establish a point of reference for monitoring and evaluating results and identifying indicators.
- Service delivery assessed and scored.
- Grantee CSOs and their implementing partner organizations organized and facilitated assessments of basic services both by service user communities and service providers. Substantial data were generated during the assessment work that enabled CSOs and their partners identify critical gaps in service delivery.²
- Interface meetings conducted, reform plans prepared and agreed upon.
CSOs conducted interface meetings where providers and users presented and discussed their respective assessment scores and agreed upon on a reform agenda. Action plans were produced to improve services in the project intervention areas by involvement and contribution all stakeholders.³

² Please see examples of filled score cards in the Case Studies.

³ Please see examples of reform agendas/action plans in the Case Studies.

- Participatory Budgeting conducted.
CSOs conducted demystification and analysis of public budgets, discussed the preparation and implementation process, tracked expenditures by involving community members and Woreda finance and economic development offices and administrations.
- Project implementation and outcomes documented.
CSOs produced audio, video and photo documentation of project activities and disseminated then for experience and knowledge sharing.

8.2 Outputs of the MA

The following outputs of the MA contributed to the achievements of pilot projects' outputs and outcomes:

- Demonstration and pilot projects established, through
 - tendering for pilot projects,
 - evaluating CSOs technical and financial proposals,
 - contracting and coaching winning CSOs,
 - result oriented monitoring and reporting.
- A learning initiative created, through:
 - Awareness raising and induction workshops for all stakeholders conducted.
 - Capacity building workshops for grantee CSOs and their partners organized.
 - A social accountability project website launched.
 - Background documents and case studies on demonstration projects disseminated.
 - Organized networking, experience exchange and lessons learned dissemination workshops.

8.3 Direct Outcomes

The following achievements are direct outcomes of the pilot projects:

Community awareness enhanced

The social accountability initiative enhanced communities' awareness of the problems in the delivery of basic public services. Through the skillfull and effective use of SA tools by trained CSO facilitators, communities developed awareness on their service entitlements and rights as citizens to hold service providers accountable for their decisions and actions. Along with this awareness, communities also demonstrated increased understanding of the limits of government budgets and capacities. The awareness encouraged communities to voice their needs and demands and to start initiatives to improve services using own local human and financial resources.

Service users and service providers' capacities enhanced

Marginalized citizens were capacitated to raise their voice on public service delivery. They were able to assess the state of public service delivery in their respective localities and provide feedback to service providers. Service providers were capacitated to assess their own services using indicators developed by users. Many of them committed to revisit their planning practices to ensure timely participation of communities during need identification, prioritization and implementation. Service providers feel capacitated to increase transparency and accountability and communicate constraints and limits to their clients.

Dialog between Service Users and Service Providers Established

The pilot projects fostered communication between local public service providers and user communities. The interface meetings contributed to consensus building between service providers and user community representatives on service delivery problems and solutions. Through the dialog, reform agendas and action plans on service delivery were agreed upon by community members and service providers.

Capacities to Improve Basic Services Enhanced

The fact that local government structures were actively involved in pilot projects enabled them to get direct feedback from the community on service delivery problems in their respective localities. As a result it was observed that in many of the piloted areas Woreda and Kebele officials used results of citizens' participation to improve service delivery.

Relations between Local Governments and CSOs Developed

The projects allowed improved communication and working relationships between regional/local government bodies and implementing CSOs. The fact that the SA initiative was led by a steering committee composed of representative of government, CSOs and development partners sent a signal for collaboration and mutual understanding between stakeholders. This has developed trust and mutual understanding between CSOs and their counterparts in many of the pilot areas. CSOs were able to implement projects in line with government policies and strategies and government officials recognized benefits from active participation of citizens and their direct engagement as local government actors in the social accountability initiative.

Ways to Improve Effective Participation of Women Identified

Gender mainstreaming was a core focus throughout the initiative. Throughout their project implementation, CSOs made efforts to address the specific needs of women such as pregnancy, female specific health services, and girl student/male teacher relations. Furthermore, some CSOs used female university students in budget literacy campaigns. During the experience exchange conferences, CSOs presented best practices to enhance female participation. However, regardless of these considerable efforts by CSOs, there was relatively few female staff employed in facilitation and coordination positions of most CSOs and in some project areas CSOs faced challenges in ensuring a fair participation of women.

Strategies to Sustain and Institutionalize Social Accountability Approaches Developed

The pilot projects allowed the elaboration of strategies to sustain and institutionalize social accountability approaches. Most CSOs build on existing community oversight structures such as PTAs in schools, community water user committees and agriculture /irrigation scheme committees as vehicles for ensuring social accountability. These structures have already defined roles and responsibilities to ensure effective and efficient service provision but have mostly remained passive. The project reactivated this potential through the use of effective social accountability tools that enabled these actors to demand accountability through constructive engagement with service providers. The enhanced awareness of local government administrations in some cases led to initiatives to adapt such tools in other sectors of public service delivery.

CSOs' Capacities Enhanced

CSOs working on social accountability have started networking formally and informally on developing their competence through knowledge sharing and exchange of experiences. The 12 lead CSOs and their 42 implementing partner CSOs and CBOs have developed capacities of their professional staff that have practical experience in adapting social accountability tools and facilitating interventions. In addition, some CSOs introduced social accountability as a mainstreaming activity in their development projects in order to become role models on transparency and accountability.

8.4 Indirect Outcomes

The contribution of the pilot projects to accessibility, responsiveness and effectiveness of public services has been impressive. Given the short time of these projects and considering the fact that they were meant essentially to steer a process of dialogue and engagement between service users and providers, the physical changes and achievements made in Woredas in terms of increasing access of basic services to the poor and marginalized are significant. Some of the improvements made on the ground in the four sectors piloted by the implementing CSOs are presented below.

Water and Sanitation Services:

- Water distribution services were reported to have improved in terms of regularity, timeliness and quality.
- Equipments were purchased and community water wells, hand pumps and pipe water community distributions were renovated.
- Woreda administrations decided to construct additional water points. These figures include also areas that were not covered by the pilot projects but initiated by the lessons from the pilot interventions towards making services adequately responsive to local needs.
- New garbage collection and dumping facilities were put in place.

Health Services

- Arrangements were made to adjust working hours of healthcare staff to meet the needs of users particularly during week ends in health service centers/posts.
- Child delivery services were introduced in areas where this was not the case before.
- Clinic beds, blankets and sheets were made available to patients who in some areas had to bring along their own sheets previously.
- Drug supplies were improved.

Education Services

- Additional class rooms are being constructed.
- The provision of text books has increased
- Separate school toilets for girls are being built.
- Additional tutorial sessions are being provided for children, who are not performing well, mainly from low income families.
- School play grounds, fences and other school equipments were made available to students

Agriculture Services

- Improvements are being observed in the timely provision of agricultural inputs to farmers, fertilizer and seeds in particular,
- Additional veterinary staff were assigned to improve livestock services

9. Impacts

Improvement of Governance and Local Democracy

The ongoing civil service reform and decentralization program – which are also geared towards improving public accountability, transparency, efficiency and effectiveness in the delivery of public services - were reinforced through greater civic engagement and participation. The initiative contributed to the development of local democracy.

Achievement of Poverty Reduction and MDGs

By improving basic services on local level and establishing institutions to sustain the social accountability approaches the project supported to the achievement of Ethiopia's poverty reduction strategy (PADEP) and the MDGs.

Empowerment of Citizens, particularly the Poor and Women

The pilot projects contributed to the empowerment of citizens, particularly of poor people and of women, to raise their voices, demand to be heard and to engage in public affairs.

10. Challenges and Lessons Learned

10.1 Organizational Management

The lack of knowledge and experience by CSOs and regional/local government officials on the concept of social accountability was the major challenge of the pilot project. In some cases this has caused some resistance of local officials to the approaches, particularly during the early days of the project. The busy schedules of Woreda officials and high staff turn over in partner departments also caused delays in project implementation. CSOs responded to this challenge by building the technical capacity of their staff in effective moderation and through organizing capacity building workshops on social accountability. This resulted in better understanding of the aims and operational modalities of the project. As literacy levels vary in rural and urban communities, it is crucial to develop innovative ways of relaying the concept of social accountability particularly to rural communities i.e. through drama and visual presentations.

Though the pilot projects were officially launched at national level by the MA with active engagement of government officials, this was not effectively communicated vertically to Zonal and Woreda government structures. As a result, some Zonal and Woreda administrations as well as service provider line departments were not aware of the program and at the beginning reluctant to attend the launch and awareness building workshops CSOs organized at local levels. In addition, CSOs were often challenged by high government staffs turn over at local levels. This demanded persistent communication and persuasion work by CSOs.

Some intervention plans of CSOs were overambitious for they had too many tools, sites and sectors of intervention for such a limited project life time. This overburdened them particularly in terms of their management capacities. Some CSOs have taken corrective measures in consultation with the MA while others worked on building their implementation capacity and covered the originally planed targets.

CSOs reported to have suffered from lack of experienced and qualified consultants to train their staff and develop the required tools and guidelines. The MA provided CSOs with a pool of local technical experts who were capacitated to assist CSOs in the implementation of social accountability approaches.

10.2 Rising Community Expectations

Community expectations from the pilot projects were also a challenge. Former experiences with NGOs made communities to anticipate the construction of various physical facilities and infrastructure as one of the project deliverables. It took CSOs some time and efforts to convince

community members and representatives about the nature of the project and its relevance for efficient and effective service delivery.

It is important to note that although some of the activities of the reform agendas agreed upon by all stakeholders could be implemented through commitment, engagement and contribution of local communities, service providers and government institutions, the reform work demands enhanced budget allocation by the government. By current practices, about 90% of Woredas' budgets are spent on salaries and recurrent administrative expenses. The capital budget mostly is less than 10%.

10.3 Adaptation of Methodology and Tools

The deep rooted community mind set of 'too much respect' for public service providers has been a serious challenge to CSOs. There has not been a culture of demanding transparency and accountability or participation in Ethiopia. Therefore CSOs faced hesitation by citizens to address poor delivery of public services. CSOs conducted right based approaches and referred to the Ethiopian Constitution that guarantees citizens' right to hold public officials accountable, to demand transparency and participation. The sequence of these tools was highly effective and ensured achieving the expected outcomes.

All CSOs included additional social accountability instruments to the adapted CSC, CRC and PB. They implemented right based approaches to create awareness and provide information, conducted focal group and interface discussions and facilitated participatory planning, implementation and monitoring.

10.4 Delay and Discontinuation of Projects

In two project areas disagreements between grantee CSO and local government officials eventually led CSOs and their implementing partners to change their intervention areas.

Zema Setoch Lefetih terminated its pilot projects in the Gurage Zone (6 Woredas) and moved its interventions to Addis Ababa and Beneshangul-Gumuz. The decision to discontinue the projects was made by the Zonal administration on grounds that the CSO did not have a MoU with concerned authorities and some of its coordinators and facilitators were said to have failed to demonstrate non-partisanship and neutrality while implementing the project. Zema Sef recognizes and accepts that it made a mistake in not signing a MoU with the Gurage Zone administration, but argues that the decision was made in good faith to run the social accountability pilot as part of their already ongoing civic engagement and empowerment program in the zone. Zema Sef expressed as well strong reservations on the complaints made on its staff about their neutrality, as these were experienced staff. Lessons here include the need for compliance with agreed terms and conditions (MoU) and ensuring that CSO staffs have the trust and confidence of all stakeholders.

Action for Self Reliance had to change its project site from Lideta sub-city to Yeka sub-city in Addis Ababa. This was because AFSR failed to sign an agreement with the concerned Bureau of Education.

One of the grantee CSOs (DRDO) had to change local implementing partners due to ethical conflicts in the Somali region and another implementing CSO Water Aid faced delays because of security problems in Beneshangul-Gumuz.

A carefully assessment of CSOs capacities and experiences, of the environment of project sides and counterparts and written MoUs with all partners ensure an effective implementation of social accountability projects.

10.5 Sectoral Concentration

Out of the total number of grantee CSOs, nine have chosen the education sector while seven CSOs are working on health and six on water and sanitation. The agricultural sector is only selected by three CSOs: IWCIDA, REST and ODA. The agricultural sector was thought to be complex at the project's piloting phase. However, the agricultural sector supports over 80% of the country's population. It will therefore be necessary to focus on this sector for the second phase of the PBS project using these three pilot projects as a learning initiative.

10.6 Geographical Distribution

The geographical distribution of the project covered most regions in Ethiopia. Projects have been implemented in the regional states of Oromia, Tigray, Amhara, SNNP, Benishangul Gumuz, Harari, Somali and the federal cities of Dire Dawa and Addis-Ababa. However, the Gambella and Afar regions have not been covered by the social accountability project. The absence of capacitated NGOs in these locations is one of the reasons. Additional effort needs to be made to include these regions in the selection process of the second phase of the PBS-ESAP.

10.7 Gender Aspects

Gender is an important aspect in the SA project. Indeed, women and men are not affected in the same way and do not have the same needs when it comes to basic services. In the Ethiopian context, women are responsible for fetching water. Hence, women are directly affected by gaps in water services delivery. Enabling a greater female participation is therefore essential when addressing water services delivery problems as women are primarily concerned by this service. They will know better than anyone else what is missing in water service delivery and indicate ways for improvement. Regarding health services, women have specific needs related to maternity, child care, gynecology, etc. Increasing female participation will help address these specific needs. Also, women are part of the society and ought to be given the opportunity to fully participate in issues that affect their everyday lives in the same way as men. Identifying ways to improve effective participation of women and gender specific problems in service delivery is one of the sub-objectives of the overall social accountability project.

Gender aspects are considered using three points: female/male staff in CSOs, female/male participation in FGDs and interface meetings, and gender specific indicators that address women's specific needs. These three points have been used to address gender dimensions of the SA project by looking at challenges and lessons learned.

The overall observation shows that much effort is still needed to address gender equity in the SA project implementation. Though some CSOs have made a considerable effort in recruiting women and in maintaining gender balance within their employees, relatively few female staff were employed in the majority of CSOs for facilitation and coordination positions.

However, greater female participation in FGDs and interface meetings was made possible through CSOs continuous effort. Women's specific needs have also been addressed. The selected indicators incorporate directly or indirectly gender aspects. Sensitive issues such as pregnancy, female specific health services or girl student/male teacher relations have been addressed. The following sections outline the main findings on challenges encountered, mitigating strategies and lessons learned when addressing gender specific issues of the SA project.

The challenges encountered by grantee and sub-grantee CSOs can be classified in three components. Some are related to recruitment and skill problems within CSOs, other are related to the participation level of women through their physical presence and finally, further challenges are related to women's participation in terms of free expression. Major challenges encountered by the implementing CSOs as well as mitigating strategies are outlined below.

Unavailability of women who have the required skills and who can travel in remote areas for several days was pointed out as the main reason for having few female staff in implementing CSOs. This resulted in a low participation of women in CSO staff at facilitation and coordination levels. However the low ratio of women within CSOs' frontline staff is also due to insufficient effort from CSOs to recruit women. Indeed, some CSOs have managed to keep a gender balance among their staff. Encouraging female candidates when advertising the job descriptions and other incentives have resulted in the increase of female staff. Some CSOs have mentioned that female facilitators' performance is less satisfactory because of their low exposure and because of cultural pressure. It has been suggested that giving training can help overcome these problems and enable frontline female staff acquire the necessary skills and confidence to work efficiently.

In terms of physical presence, the major challenge was related to the heavy work load of women. This resulted in difficulties to get sufficient female representation in the community as well as delays in starting and conducting the SA tool. To overcome this problem, CSOs have made context specific arrangements for meetings. In terms of time, CSOs have accommodated women according to their work load and working hours. The location of the different meetings has also played a key role as women participated more when the meetings were held closer to their homes. Also, enabling women to come with their young children has increased their participation. Accommodating women through time-saving initiatives has enabled an increased and full participation. Moreover, setting quotas at the very beginning of the project and

mentioning it when sending out invitation letters and in the different agreements was used as a strategy to increase female participation. This quota system was also successfully applied when recruiting facilitators and coordinators by some CSOs such as Zema Sef. Also, using social events (social development days set by the local government for example) to announce the project initiatives and set clear gender quotas was found to be productive. Some CSOs have also integrated women associations as stakeholders which helped increase female participation.

The third and most important challenge is related to free expression. This SA initiative is expected to enable community participation and capacitate marginalized citizens to raise their voice. One of the sub objectives of the SA approach is to enable an effective participation of women. In pursuing this goal, CSOs have faced a number of challenges. Many factors hindered the active participation of women. CSOs have pointed out cultural pressure as the main factor contributing to a passive participation of women. Women were found to be shy and afraid to participate when sitting together with men during FGDs while they freely expressed themselves in women's FGDs. During interface meetings, women did not participate as expected due to cultural barriers (women were sitting at the back of the room, they didn't mix with men, the local culture "imposes" for women to be limited in their speech specially in public when men are around). Furthermore, the Ethiopian society is male dominated. Few women hold key positions whether it is in government offices or in the private sector. As a result, female FGD participants do not have a female role model to look up to. All these factors combined with illiteracy and ignorance of their rights resulted in fear and shyness.

In order to cope with such challenges, CSOs have made an extensive effort in elaborating mitigating strategies. Some CSOs preferred to separate FGDs between men and women and also according to age in order to enable women and girls to speak freely and point out all their worries and observed dysfunctions in service delivery that directly affects their everyday lives. Once these separate FGs had developed indicators and scored, they bring together men and women to compare indicators and to consolidate scoring results. The idea behind is that women will only freely express themselves when put in separate groups. This is believed to help them acquire enough confidence to be able to speak up even when put together with men during consolidation and interface meetings.

Other CSOs have chosen to conduct the FGDs without separating men and women as they believe that women have to be able to participate freely in the presence of men and they did this through increased facilitation, sensitization and awareness creation workshops. The idea is that since women and men live together in society, they have to be able to communicate, understand each other and address gender specific issues without having to be separated in different groups. This is a long term approach that also addresses women's and men's everyday lives outside the SA project.

A consensus was reached between the two sides. All CSOs agreed that there are some issues that cannot be discussed in the presence of men for several reasons such as culture, shyness, fear, etc. These include maternity or gynecologic problems in the health sector as well as girl student/teacher relations in the education sector (issues such as harassment, rape and other

sensitive issues were raised). So concerning such elements, it was agreed that women need to discuss in separate FGs. However, all CSOs agreed that outside such sensitive subjects, it is preferable to hold the FGDs mixing men and women. This needs of course very good facilitation skills in order to enable women to speak up. It is also necessary to give repetitive awareness and sensitization workshops to create durable dialogue between the two sexes.

Illiteracy is a considerable problem especially in rural areas. When it comes to women, it is a factor that can further hinder them from participating to the SA project. CSOs have been using innovative but simple techniques to enable illiterate women's participation. They used pictures, drawings or different objects representing the different scores during the CSC process capacitating women to participate actively in the scoring process in the same way as literate women and men.

Continuous capacity building, awareness creation, training and sensitization on gender issues have enabled CSOs to increase female participation in terms of physical presence and free expression. Educating women but also their family was mentioned as a major recommendation. More importantly, educating women but also men is vital because empowering women is not enough by itself to enhance gender equity and to overcome traditional and customary barriers.

Significant facilitation skill is required to increase female participation. Training and building the capacity of CSO staff members who are in direct contact with the community is essential on women's rights, children's rights and gender dimensions in basic service delivery. The experience of the pilot projects has proven that capacitated facilitators have managed to handle gender issues in an effective manner and obtain the full participation of women.

Using female facilitators has improved women's free expression. This gave an example of empowered women to community members and facilitated dialogue. Female community members found it easier to speak to women. Therefore, CSOs have to make an effort to recruit more female staff who will be in direct contact with female community members. Also, using female role models has proven to be efficient in increasing female participation. ADA has, for instance, used female law students in its budget literacy campaigns.

CSOs have stressed the need to distinguish rural from urban areas when addressing gender issues because women do not face the same conditions of life and constraints depending on their location. Adapting CSOs' strategy to this aspect is important in mobilizing a maximum number of female participants.

During this pilot SA project implementation phase, the MA has been encouraging CSOs to share information in order to learn from each other. Experience exchange on best practices and networking is strategy that helps CSOs adopt best practices in terms of mobilizing women.

10.8 Sustainability

Elaborating a strategy to sustain the social accountability initiative is one of the objectives of the project. Though this is a pilot project and its core objective was to test social accountability tools

in the Ethiopian context, developing strategies to sustain best practices was one task of the lead CSOs according to the agreement with the MA.

Major challenges concerning the sustainability of the SA initiative were related to the project being new for the Ethiopian people and the fact that this pilot project was implemented in a short period of time. Most CSOs have however developed strategies to sustain the initiative after the SA project phases out.

Lessons learned regarding the institutionalization and the sustainability of the SA initiative are presented below. These are key factors pointed out by grantee and sub-grantee CSOs who have been working to make the SA approach sustain after the project reaches its phasing-out stage.

The first strategy adopted by CSO is related to the follow up of the initiated process, specially the reform agenda implementation. For this purpose, creating a council or committee inclusive of all stakeholders (community, service providers and government officials) such as the Social Accountability Implementing Committee (SAIC), Social Accountability Councils (SAC), etc was pointed out as essential. It is recommended to use and reinforce existing systems, committees, groups, clubs, CBOs and associations when composing the councils. Indeed, these structures have an established relation with grass root community and play a significant role in the society. That's why they are believed to have the capacity to take over from CSOs when the project phases out. Furthermore, involving all stakeholders in the project implementation is believed to facilitate the handing over.

Ensuring direct involvement of government bodies in the overall project implementation is believed to ensure its sustainability. Prior to this it is necessary to inform government officials that the SA initiative is fully integrated in government constitution, policies and programs through sensitization and capacity building. More attention from government is also necessary because woreda officials are already busy with other commitments and can not always give enough time for the SA project.

Moreover, CSOs have mentioned combining supply side and demand side efforts. Some CSOs have suggested integrating the SA initiative in the government inspection programs. There is a need for general understanding and full cooperation from national to local levels government offices for the SA approach to sustain.

Even if the project phases out, CSOs believe that well organized and well lead interface meetings will allow mutual understanding and promote continuous dialogue between service users and service providers. This will help clarify the roles and responsibilities of each party and develop a sense of ownership. It is believed that if the community understands its right to hold service providers accountable for gaps in service delivery, without any finger pointing or accusatory manner, but through open and constructive dialogue, this new habit or practice will sustain over time. More awareness creation, sensitization and capacity building will help bring attitudinal change which is essential for SA approaches to work.

Furthermore, CSOs have mentioned the need to expand the SA project to other woredas and services without engaging additional costs. Indeed, CSOs have pointed out that if the government is willing to engage in such a process, budget is not always essential as some improvements in services can be obtained through behavioral change and open dialogue. However, most CSOs have indicated that if the SA initiative is expected to bring improvements in service delivery, budget is essential. The implementation of the reform agenda, aimed at improving service delivery, requires sometimes substantial budget even if the community and other donors contribute human and financial resources. Budget raising and budget reallocation need to be combined with the SA tools.

Promoting the SA project is an effective way to expand the practice of accountability and transparency. Experience sharing with other organizations which have not participated in this SA project will help promote SA approaches and practices. Also, using the media to promote the initiative and its outcomes to a larger audience was suggested.

Finally, regarding CSOs themselves, institutionalizing and mainstreaming the SA approach in their other projects was brought up. Transparency and accountability on CSOs part regarding their activities and budget was also considered as an essential component in expanding the practice of accountability and transparency. This also increases their credibility when seeking cooperation from government counterparts to implement SA initiatives.