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INTRODUCTION



Historically, Ethiopia had some of the worst poverty indicators in the world. When the current Government took over in 1991, one in five children didn't make it to their fifth birthday, only 30% of children were in school, and fewer than 20% of people had access to clean water supplies.

Since the early 1990s, dramatic improvements have taken place with major investments in all basic service sectors. By 2005 the number of children dying by their fifth birthday had halved and the percentage of children in school had tripled, but there was still a long way to go. Only 51% of children were starting school the right age, and a mere 20% fully immunized against common childhood illnesses.

Following political unrest in 2005, donors lost the confidence they needed to continue making general contributions to the Ethiopian budget. A new mechanism was urgently needed to secure continued funding for basic services but with additional checks and balances to make sure that money was being used as intended and that no regions were being excluded for their political preferences.

The Protection of Basic Services (PBS) Programme became this new mechanism. It provided the means to continue additional funding of basic services at woreda level by supporting the Government's block grant

mechanism, but included components to improve government financial management and increase government accountability to its people. The basic services the programme supports are health, education, water and sanitation, agriculture and rural roads.

This book explains how the PBS Programme provides support to the delivery of these services. It describes how the PBS Programme has not only maintained the delivery of services but also contributed to the massive expansion in services. It highlights why these services are so important and what it is that PBS has contributed. It also explains how the programme is improving Government's accountability through investments in public financial management, monitoring and evaluation, and accountability to citizens. It is important to recognise that PBS and the Government's block grant funding mechanism are not the only investments taking place in basic services. The need for other investments, including those which aim to increase the quality of services, is recognised throughout the document; but the second-from-last chapter further describes how these various investments complement one another. The final chapter highlights how the programme has moved on from its original focus on simply protecting services. It describes the programmes much bigger vision of enhancing and expanding these services.





ETHIOPIA — POVERTY AND DEVELOPMENT IN A COUNTRY OF EXTREMES

Ethiopia is a country of contrasts and extremes. It has the third highest mountain in Africa and the lowest inhabited area in the world - hundreds of feet below sea level. There are ancient Christian. Muslim and Jewish histories as well as localised traditional religions and beliefs. While Ethiopia is known for its severe droughts and famines, it is also considered the water tower of Africa. These qualities and contrasts are both blessings and curses. Ethiopia's precipitous mountains and harsh lowlands have helped it to defend itself from foreign invaders, but they also create challenges for those providing health services and schooling or simply trying to trade. The seasonal rains which feed the Nile, Setit, Awash and Webe Shebelle rivers fall so heavily that they are difficult to retain: and instead flow swiftly over the farm land, causing erosion, and into deep gorges from which it is difficult to retrieve water for irrigation.

Ethiopia has an area more than 1 million kilometres squared and is the second most populous country in Africa. Most people live in the countryside and depend heavily on agriculture, livestock keeping or a mixture of the two. For centuries the number of people living in towns and cities was minuscule. This is changing, but the majority of the population remain

spread throughout the mountainous highlands, lush lowlands in the west and dry rangelands in the east and south.

This vastness and diversity means that what is most needed in one area may be inappropriate in another. Malaria kills thousands of children in the south and west, but is not a problem in the mountainous areas where the mosquitos - carriers of the disease - can't survive. Primary education is currently provided in 25 languages, but with eighty languages some compromise has been necessary. Different crops grow well according to rainfall and altitude, and pests, diseases and other hazards (such as hail or frost) also vary enormously. In some areas, rainfall is so unreliable that nomadic pastoralism is the only way to make a living. In parts of the highlands simple hand dug wells can tap into a high water table (with the main concern being how to keep water clean and prevent the spread of diseases), while in other areas deep boreholes have to be drilled raising concerns of the health impact of high salt, fluoride and other mineral content.

Ethiopia's complexity, combined with years of drought, conflict and poor administration by the previous regime, meant that Ethiopia used to have some of



Temporary pastoral settlement in North East Ethiopia

the worst poverty indicators in the world. This was the consequence of years of under-investment in key services, which meant that schools and health centres were few and far between and few improved water points. Those schools and health services which exist-

ed were poorly equipped and understaffed, and people were forced to rely on the nearest river or unprotected spring as their main source of water.

Since the early 1990s major improvements have taken place. The Government



has made major investments, with particularly dramatic results in education and health. By 2005 the proportion of children in school had risen from 30 percent to 91 percent, and the number of children dying before their fifth birthday had fallen from one in five to one in eight.



activities.



Afar girl student. Education has massively expanded in remote areas

Health and education infrastructure had been massively expanded; the number of primary schools had increased from 11,008 to 19,412; and the number of health facilities from around 4,000 to over 6,000. There had been development in other areas too. By 2005 the access to clean water in rural areas had increased from 11% to 35% of the population. The Government had also made dramatic improvements in the rural road network.

This progress was largely the result of government policies and programmes.





Farmer in Gojam

Much of the investment was the result of government financing, but also important were the contributions of donors. Some of the donor financing was for specific programmes, whether in the form of grants to one of the Government's Sector Development Programmes, a smaller govern-

ment project or funding for individual NGO implemented projects in specific districts. A growing proportion of donor financing was provided as general budget support, which by the 2004/2005 financial year stood at \$356 million, constituting 30 percent of aid to Ethiopia.







THE ORIGINS OF THE PBS PROGRAMME

The run up to the 2005 elections was marked by significant campaigning by both the party of the serving government and opposition parties. However, the election results were disputed and the period after the elections was marred by violence. Donor capitals expressed their concerns regarding the state of human rights, and donor agencies became worried that regions and districts which had supported opposition groups might have their budgets cut. As such, donors no longer had the confidence needed to make general contributions to the Ethiopian budget and withdrew their budget support.

However, there was also a serious concern that with the loss of budget support much of the progress which had been made in the previous 15 years would be undone. While the schools and health posts which had been built would continue to exist, without money to pay the salaries of teachers or health-workers they would only be empty buildings and the improved education and health outcomes that Ethiopia had achieved would be lost. While donors had new concerns following the elections, they also wanted to protect poor people from the risk of stop-go assistance. Donors and government were committed to protecting basic services at this difficult time.

Eventually, donors agreed that they would continue to provide funding for basic services through government systems, but this would require tighter conditions, checks and balances than were required for general budget support. The new Protection of Basic Services Programme brought together several





donors in a common programme to ensure financial support for basic service provision. In the years that followed, additional financing and another phase were approved; by 2009 the programme included 11 donor agencies. Initially four sectors were included: education, health, water and sanitation, and agriculture; but in 2009, the programme was expanded to include rural roads. While the majority of funding was to be spent on basic services, the programme also included dedicated support for public financial management, monitoring and improving the accountability of government services to the wider population. The Programme also introduced tests to ensure that donor resources were in addition to (not taking the place of) government financing, and that support was provided throughout the country strictly on the basis of need and population.



HOW THE PROGRAMME WORKS

BRINGING DECISIONMAKING CLOSER TO CITIZENS: ETHIOPIA'S APPROACH TO DECENTRALIZATION

Historically, Ethiopia has been ruled by centralized and hierarchical governments whose decision-making was was far removed from the lives of ordinary people. Since 1995, the current Government has decentralized decision-making to the district level (known in Ethiopia as woredas). This process has moved decision-making to those who have more regular contact with citizens, their concerns and complaints.

Now woredas receive a block grant from the Regional Government with which to pay for all the services they provide, whether the five sectors supported by PBS or other services. The woreda cabinet, in collaboration with regional officials and taking into account the country's overall policy priorities, allocate funds according to local needs.

There is a two-step process of allocating a block grant. Firstly a block grant is allocated to each region, and then each region allocates a grant to the woredas within the region. The amount received varies according to population size, poverty and level of development, and the ability of a woreda (or region) to raise its own money through taxes.

Decision-making as to how the money should be spent is guided by a variety of standards. These standards include what the teacher-to-pupil ratio should be, what kinds of services health facilities should provide and the average distance people should walk to collect water. These standards are meant to help to ensure that all Ethiopians receive quality services and serve as a way of judging how well woredas are delivering these services.

Not all of Ethiopia's budget is sent to woredas as a block grant. Some responsibilities are still kept at the regional or national levels. The management of universities, construction and maintenance of major highways, bulk international purchasing of drugs and vaccines, running of hospitals and agricultural research centres are examples of services that remain the responsibility of regional or federal authorities.





Abware Woreda finance staff with kebele budgets

HOW PBS IS SUPPORTING DECENTRALIZATION

The PBS Programme seeks to safeguard spending on basic services but in a way which also protects decentralized decision-making.

When donors made the decision to withdraw budget support, there was a real risk that the progress made towards decentralized basic service delivery would be lost. The government would have been forced to cut the woreda block grants, and most of the remaining options for donors to continue supporting



basic services would have meant contributing to programmes where decision-making was centralized and/or to one-off projects and initiatives in specific locales with little reference to building accountability systems.

In developing the PBS Programme, donors needed additional assurances that block grant resources would be allocated in a fair and transparent way. Tests were designed to closely monitor the process by which block grants were allocated to regions and woredas and ensure that where people had supported the opposition their regions and communities were not penalized. In addition, the Government had to demonstrate that the money being provided by donors was in addition to the money they were already budgeting for basic services. These two conditions have been carefully monitored since the beginning of the programme and have always been met by the Government of Ethiopia.

The PBS Programme also includes other components that support improvements in decentralized decision-making. Support for better public financial management, improved monitoring and evaluation and greater social accountability result in better decision-making and more accountability to citizens by woreda governments and those involved in providing services.

SAFE Principles

The assurances required by donors and the commitments to build systems to enhance accountability come together under a single framework and set of principles. The SAFE principles – Sustainability in Additionality, Accountability and Fairness, Fiduciary Standards, and Effectiveness – provide the framework for the regular semi-annual reviews of the programme's performance and overall progress in basic service delivery.

Sustainability in Additionality
The Government is committed to increasing overall financing for the block grant and the share of the block grant spent on basic services on the basis of realistic plans for government income and economic growth.

Accountability and Fairness
Block grant allocations to regions and
woredas continue to comply with transparent formulas that promote fairness in resource distribution. This is complemented
by the use of local Financial Transparency
and Social Accountability tools to verify

Fiduciary Standards

how these allocations are used.

The Government and donors implement agreed initiatives and actions that aim to strengthen public financial management performance and fiduciary standards at all government levels.

Effectiveness

Reviews regularly check that government investments in basic services are having the planned impacts on people's lives. In addition to this, support is provided to strengthen the monitoring and evaluation of basic services at all levels.

These core principles have served as the foundation for regularly monitoring and gauging programme progress. Under the third phase, they will be complemented by additional reviews and tools focusing on predictability and equity that will complement and reinforce these important ongoing considerations.

Why it matters that donors are working together

Because of the high levels of poverty, a large number of donors are active in Ethiopia. In the past each of these donors supported several separate projects that often operated in isolation of one another. This often meant that even in one sub-sector – for example primary education – the Government of Ethiopia would be managing a large number of small projects, many of which were trying to do nearly the same thing. Managing the budget for each of these projects separately, writing reports and having discussions with donors all took considerable time, time which could be better spent more efficiently and effectively on actually managing the delivery of these services. In addition, this patchwork of small projects made it difficult to ensure that donor support was fully-aligned with the Government's overall development plan which would ensure a better use of scarce resources.

The Protection of Basic Services Programme allows several donors to support basic services in an integrated, coordinated, and harmonized way. Their money supports basic services and allows local-level decision-making without wasting time in the production of multiple reports and duplicate donor discussions. This joint working also makes other things possible. While the programme uses government systems, it also includes dedicated financial and human resources for strengthening these same systems. The effectiveness of these systems has far-reaching implications; stronger public financial management and monitoring and evaluation systems are good for Ethiopia's overall development, not just the PBS programme.

This improved coordination is supported by a specially created PBS Secretariat. The Secretariat has three main functions:

- It provides the core analytical work supporting programme effectiveness. This includes monitoring the key commitments around fairness and additionality along with other core principles described earlier.
- The Secretariat also provides advice, training, and hands-on technical assistance to the Government on a range of operational matters icluding financial reporting, auditing, procurement, and monitoring and evaluation.
- Finally, the Secretariat takes primary responsibility for collaborating with the Government in planning the regular joint supervision missions which trigger the release of donor financing to the block grants.

PROTECTING AND ENHANCING BASIC SERVICES



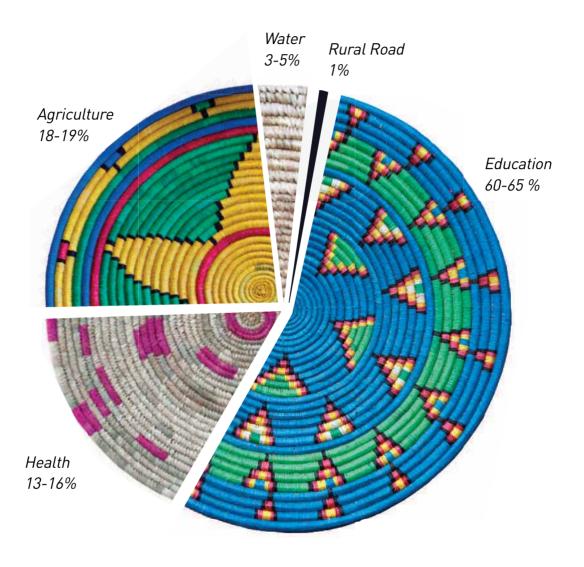
There are five basic services supported by the PBS Programme: education, health, water and sanitation, agriculture and rural roads. These are the services which impact most directly on the every day lives of Ethiopians and which are key to eradicating poverty.

PBS: THE FINANCIAL PICTURE

Of the five basic services supported by PBS, education has always received the most support, receiving between 60 and 65% of the woreda budget. But spending in all sectors have increased since PBS started. The figures below illustrate the share of the budget spent on each sector, and the significant increase in woreda block grants.



Use of Woreda Block Grant

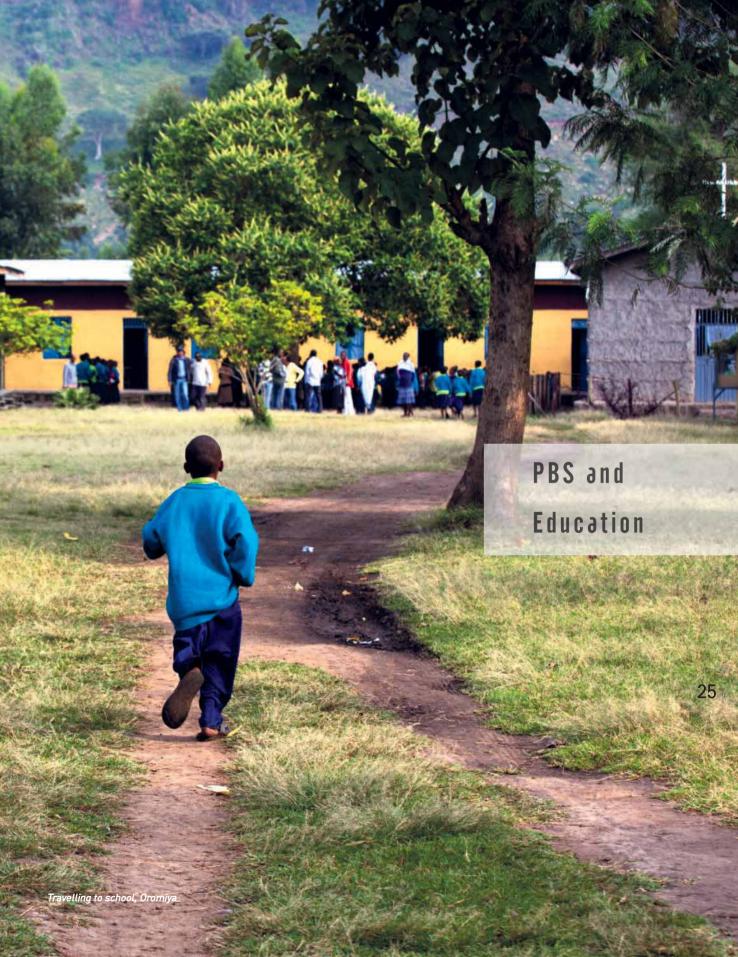


Increase in Woreda Block Grant Spending



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Why is it important?

Thirty years ago only 30 percent of children went to school. This not only affected their ability to go to university and get skilled jobs, but it hurt them in many other ways:

Without an ability to read, people cannot pick up a newspaper and freely access information about issues which may affect them in their daily lives. They can't even read the instructions on a fertilizer bag or a bottle of medicine.

While a person without education might be able to do simple sums, such as counting their change at market, they can't do more complex planning. They won't have the skills needed to work out whether it's worthwhile spending money on fertilizer to increase crop yields or assess whether the additional income they could earn from selling vegetables would justify taking a loan to buy farm implements.

Education increases people's ability to use information and, even more importantly, have the confidence to make decisions on the basis of this information. This is why women who have attended school are more likely to take their children to the clinic when they are sick, and that men or women who have some level of education are more

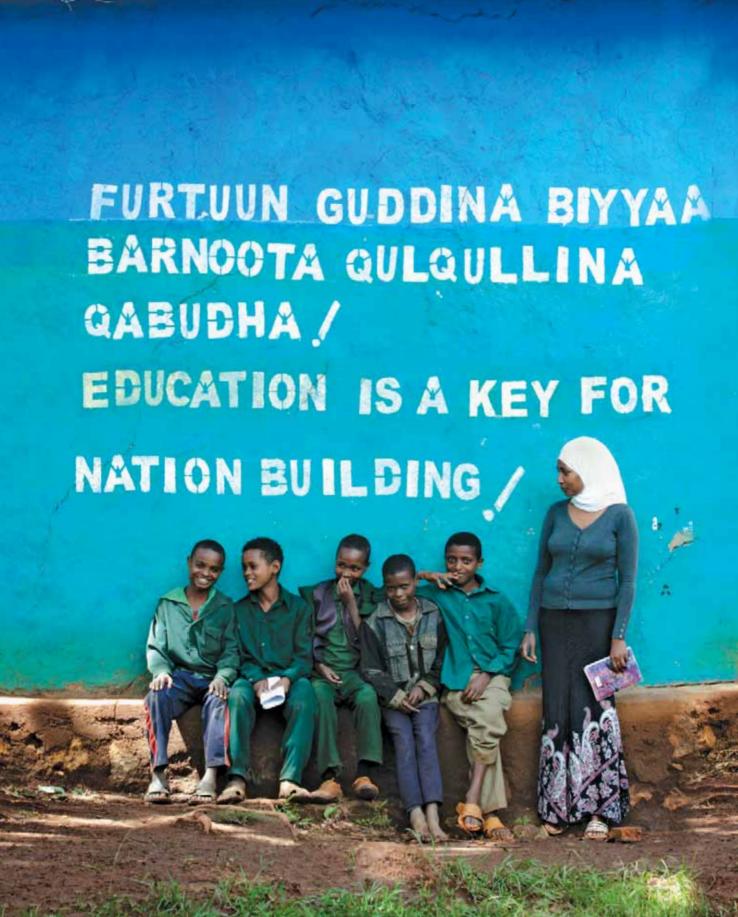
interested in new ideas which may help them to increase their incomes.

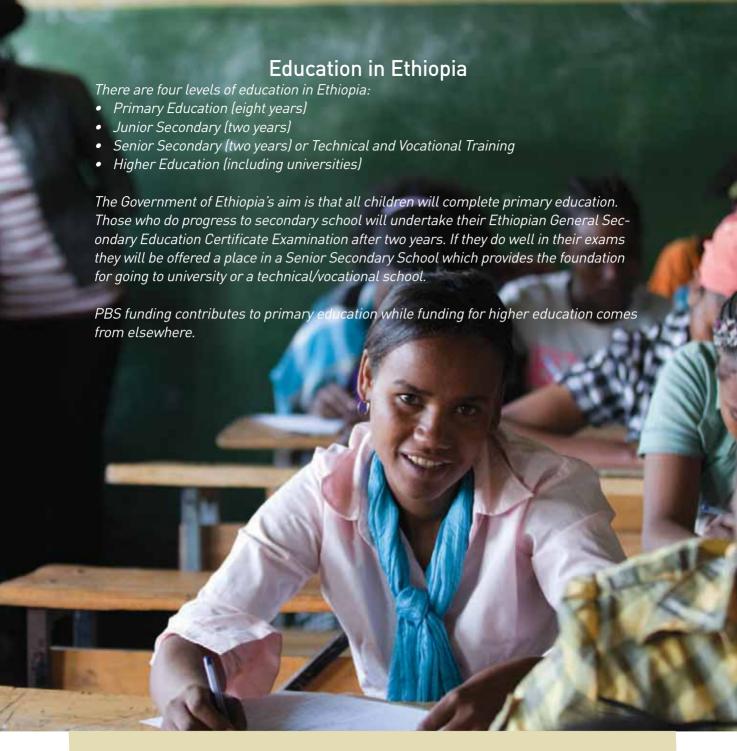
The role education can play in fast-tracking families out of poverty is also critical. The child who does go to university, or develops a demanded technical skill, can create a dramatically different life for his or her children and their extended families than the one they experienced growing up.

These benefits of education aren't only felt within the family; the whole country benefits when more people are educated. People can communicate more easily, better decisions are made, and the nation's economy is better for it.

Why was money from PBS needed?

While things had improved by the time the Protection of Basic Services Programme was launched, there was still a lot to do. While more children were attending school, only half were starting school at the right age. While more children were progressing through the grades, almost two fifths were dropping out before they had completed four years of schooling and many of these dropped out in the first year. Those who don't finish four years of basic education usually remain unable to read properly or do the most basic maths.





""Although my parents never went to school, all my brothers and sisters are at school. This is a big change from the past. One of my brothers has recently graduated from university, and another is still studying. They are the first in my family to go to university. This year I will finish Primary 8 and I plan to continue to Meki high school and then I hope to follow in my brothers' footsteps."

16-year-old male student, Dugda Woreda, Oromiya



What has PBS paid for?

The PBS Programme has supported a major increase in funding for basic education. Woreda spending on education increased from \$378 million in 2006 to \$604 million in 2011. This increase has largely financed a dramatic growth in the number of teachers. It also pays the salaries for the staff in the Woreda Education Office whose job it is to support the schools and to check that they are doing their jobs properly. By funding a continuously growing number of teachers, the PBS Programme has contributed to a massive expansion in education.

While the biggest expenditure on education is for salaries, PBS also contributes to other running costs. This includes basic but critical items, such as water or electricity, chalk, paper, library books and other essential classroom items.

What have been the impacts of this spending?

The biggest, most direct impact of PBS money has been the massive increase in the number of teachers, from 237,000 in 2005 to 388,000 in 2010. This has allowed for a dramatic increase in enrolment with four and a half million more children in school. As a result 96% of children attend primary school and 91% of children in Grade 1 start at the right age. When a child starts school at the right age, they are much more likely to complete primary education and go onto secondary. The number of children going to secondary school has also increased by 50%; and the number of going to university has nearly tripled.



Teachers receiving their salary in Oromiya



Although the number of children attending school and learning to read and write is increasing, it has been difficult to maintain quality in the light of this big expansion. So it is no surprise that the number of children meeting learning assessment standards has fallen. This is partly because it has been difficult to keep up with the expanding number of students, but it's also because the families who are the last to send their children to school are the families which face the most difficulties. When education numbers first started increasing in Ethiopia, the children attending school were often the sons and daughters of people who already had some level of education. Their families were relatively well-off and their parents could help them with their homework. Now that enrolment is nearing 100% of children, many more of the very poorest families are sending their children to school.

"My parents are farmers. I am the middle child in my family. My older brothers and sisters are farmers but the younger ones and me are all at school. My parents never went to school.

than when our parents were young.
Things are much better. I am hoping that I will manage to complete my education and become a doctor. I want to make the sick healthy."

16-year-old female student, Dugda Woreda, Oromiya



Students in Tigray, Afar and Amhara



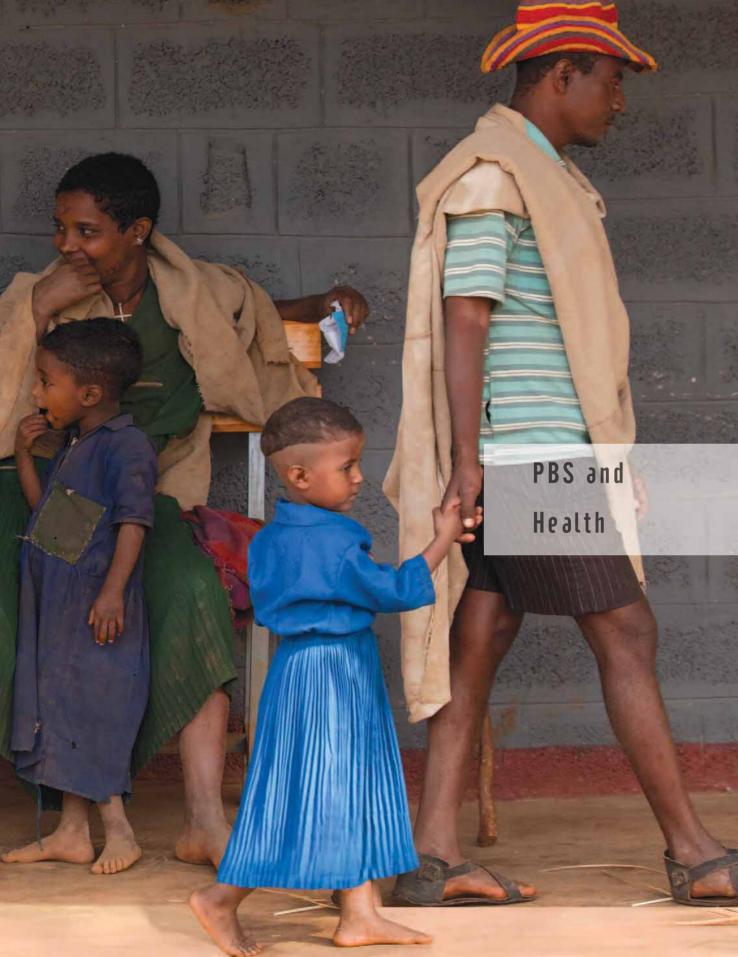
The parents of these children often haven't been to school at all, so there's certainly no help with the homework, and no chance for a child to practice reading at home. If there is a crisis at home or in the family, these parents rarely have any choice but to keep their children from school so that they can earn money or work in the home. But even though these problems are to be expected, it's important that they are addressed. A number of programmes, particularly the Government's General Education Quality Improvement Programme, aim to do that by increasing the number of text books, improving the quality of teacher training (of both new and existing teachers), and by increasing the amount of money available for school materials.





Teachers and students in Amhara, Tigray, Oromiya and Afar regions







Why is it important?

Illness is a major challenge in Ethiopia. A mother in Europe or in the US will talk about how easily their children pick up some childhood ailment, but in Ethiopia children can easily be sick with something more serious – malaria or measles – and, when combined with malnutrition, even minor illnesses become more serious. A child who isn't getting enough of the right foods will easily fall ill with diarrhoea or even a bad cold. Any mother will tell you that a sick child goes off their food, and so an already malnourished child rapidly loses weight and the vicious circle worsens.

This cycle of illness and malnutrition has long-term effects. When children don't get enough of the right things to eat, and fall ill again and again, it means they don't grow properly. The most obvious signs are that children just don't grow as tall; less obvious are the facts that they also don't grow as strong and find it more difficult to learn. These effects are permanent.

But it's not just children who become ill. When a parent becomes sick they can no longer work and earn money with devastating effects on the family. The loss of income combined with the costs of treatment can mean that a family that was able to meet their basic needs and send their children to school now faces destitution. They might be forced to sell their animals to survive or take their children out of school so that they can work on the family farm. And once this has happened it's very difficult to turn the clock back.

Not many children make it back to school once they've dropped out; and once the animals have been sold, the



Health worker making her monthly Sunday visit to a village in Debia woreda, Amhara. Such visits mean mothers no longer have to carry their children long distances in the hot sun or pouring rain





Fuel paid for by PBS allowed a pregnant woman to be brought to the clinic for timely treatment



family income is reduced, so the chances of saving enough money to rebuy them is very small.

Why was money from PBS needed?

In 2005, despite recent improvements, Ethiopia still desperately needed to address serious health problems. One in eight children did not survive until their fifth birthdays and only 20% of children were fully vaccinated. Without vaccinations children can easily fall sick with common but deadly illnesses such as measles, diphtheria, tetanus and TB.

Pregnancy and childbirth was a risky business. Ethiopia has a very high fertility rate and in 2005 very few women used contraceptives. This not only meant that women had large families, it also meant that they often had many children in a short period of time. A lack of spacing between children can really take its toll on a woman's health, but also means that she can dedicate less time looking after the needs of her young children.

Although there were several reasons for this situation, amongst them were the fact that people often had to travel far to get any kind of health advice or medical assistance.

What has PBS paid for?

There are now more than five times the number of health extension workers (typically women working at village level) than there were before PBS began. Health extension workers are the lifeblood of Ethiopia's health extension programme. It is they who provide many of the key services to people living in rural areas, spending much of their time doing house-to-house visits. They guide new mothers, helping to make sure



that their babies stay healthy and grow well, with advice on breastfeeding, weaning foods, and what to do if their children fall ill. They provide vaccinations, give advice on family planning and provide contraceptives to women who want them. They are often the first person a sick child or family member is taken to, and

"Before, you couldn't get your contraceptives in the tabia [village]; instead you had to travel to Dera [the nearest town)."

Young married woman, Atsbi Womberta woreda, Tigray



Pregnant woman going for a check-up, Amhara region

will refer them, if needed, to the health centre or even the nearest hospital.

The salaries of these health extension workers, and the physician attendants, nurses and doctors that they may refer people to, are all paid for out of the woreda block grant to

which PBS makes a contribution. These staff populate the health posts, health stations and district hospitals which ensure that everyone has access to health care. While salaries are a major expense, PBS also makes contributions to other important costs: a clean water supply for clinics and hospitals, fuel for mon-



Child being weighed to check she's growing well, Afar Region

itoring visits or the district ambulance, and stationery for record keeping.

What have been the impacts of PBS?

People's access to health care has improved considerably. They don't have to walk so far to

clinics and health posts and these facilities are much better staffed. In 2005 there was only one health extension worker for 4,369 people, now it's one to 2,019 people.

As a result people are making more use of their health facilities. Mothers are more likely



Getting treatment in Somali Region

to take their children when they are sick, vaccination rates are up and contraceptive use has nearly doubled.

And all of this is having an impact on health. The mortality rate for children under five years old has dropped to nearly one in twelve, infant mortality to one in 17, and nutrition is improving. There is still a long way to go, with 44 percent of children still malnourished, but this is big progress when compared to the 51 percent who were malnourished in 2005.



Staff, stationary and health commodities, all supported by PBS

"In my time, it was common to have children at an early age. Now

teenage girls delay having children by using contraceptives. When I was young not many people used them, there were only tablets — the injections came later. The tablets had side effects on the heart so people didn't like them. I began using injections after I had children. Now women space their children — this is really good. It's good for the child and it's good for the mother."

Young married woman, Atsbi Womberta woreda, Tigray (case study collected by WIDE 3 research)

Health Commodities Fund

Small amounts of the woreda budget are also spent on drugs and vaccinations, but most of the purchase of drugs and vaccinations happens at regional and national levels. In the first two phases of PBS, a Health Commodities Fund was set up in order to support the purchase of these items. By purchasing drugs at a national level it was both possible to do bulk purchasing and to buy internationally. This made it possible to get drugs much cheaper.

The fund wasn't only used to buy drugs and vaccines. It was used to purchase essential equipment for obstetric care, mosquito nets to protect families from malaria, and key equipment for health centres.

While such purchases are still needed, the Government has established a separate Millennium Health Fund outside of PBS. The Government is paying into this fund, but other donors – including those financing PBS – can also make contributions.



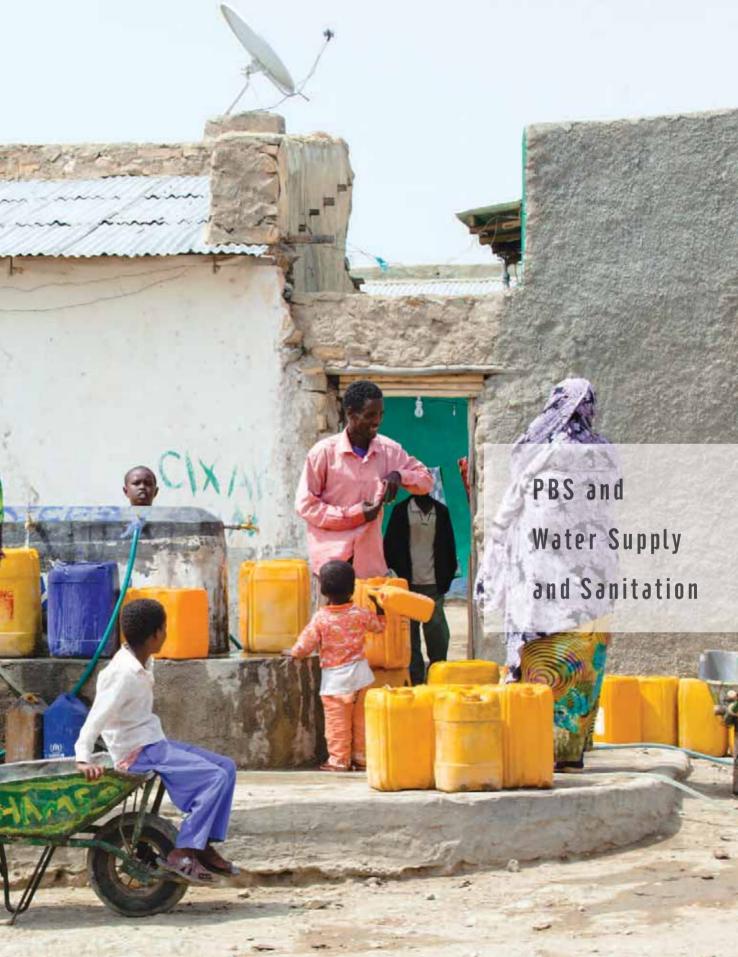














Why is it important?

For centuries, women in rural Ethiopia have had to walk for many hours to collect water. Not only have they travelled long distances, but the water they have collected has been far from clean; often the source was a muddy river, an unprotected pond shared with animals or, if they were lucky, a spring. They then faced the long and painful walk back home carrying an extremely heavy load.

This water is all they have to drink, to cook with, to wash up in and to bathe in. Because it's not clean it can easily make them sick. Diarrhoea has been one of the leading causes of death for children under five. The effects of diarrhoea are not always short-term. If children often get sick when they are young, their intestines are damaged and they become less able to absorb nutrients from the food they eat. This in turn results in long-term malnutrition.

The time women spend collecting water could be spent on other (more productive) pursuits, such as farming, making handicrafts for sale, going to market, doing household chores or looking after their children. Young children are left at home, often in the care of an older child.

Water is not just a necessity for life; it's also critical to livelihoods. Livestock need to be herded to and from the nearest water source, and irrigation can dramatically increase how much farmers can grow and reduce vulnerability to drought. With irrigation, a farmer might get two or three harvests a year (as opposed to just



Collecting clean water in Tigray and Amhara Regions



Various waters schemes, provided with technical support from woreda water experts.

one), grow high value fruits or vegetables, and could even get a harvest if the rains are poor.

Why was money from PBS needed?

In 2005, only 35% of people living in rural areas had access to drinking water within 1.5 km of their homes. The rest were either travelling long distances, drinking unclean water or both. And although efforts had been made to invest in water schemes, 30% of water supply points weren't working.

The risk of unprotected water supplies being contaminated was made worse by the fact that few Ethiopians living in rural areas had proper toilets. While it is difficult to get accurate data, estimates suggest that in 2005 only between 5 and 15% of rural households used toilets that did not risk contamination of water sources and the environment.

As a consequence, it is estimated that three quarters of communicable diseases (illnesses that pass from person-to-person) are caused by environmental issues such as unclean water and sanitation.

What has PBS paid for?

PBS has mainly paid the salaries of government experts who oversee the development of new water schemes and help communities manage completed schemes to keep water quality high. While PBS contributions to the woreda block grant do not finance the construction of new schemes, the woreda staff it pays for help to plan the new



Water for animals is kept separate from drinking water

schemes and manage the contractors and communities who build them. They also undertake regular checks of water quality to ensure that it is safe for household use.

While the day-to-day management of water schemes is the responsibility of community-

elected Water Management Committees, training and support to these committees are financed by the woreda block grant to which the PBS Programme contributes.

This support is not just for drinking water. Many drinking water schemes also



More, better quality, water helps keep everything clean

provide a separate water supply for clothes washing or livestock. It is important that livestock do not pollute the water being collected for drinking. The woreda water staff also provide advice and technical input in the development of small-scale irrigation schemes.

What have been the impacts of PBS support?

Between 2005 and 2010 the percentage of rural people accessing clean water within a distance of 1.5 km rose from 35% to 71%,







Keeping the Water Flowing: Community management of water schemes

It's easy to build a water supply scheme; the difficult thing is to keep it working year after year after year. And the evidence for this can be found in rural areas. Schemes that were built are now abandoned because of a missing spare part or cracks in the concrete.

The Government now ensures that all rural water schemes are community owned and managed. An elected Water Management Committee is established even before a water point is built, and the community are expected to contribute at least 10% of the costs of building the water point. Once a scheme is in place, communities are expected to manage it through the Water Management Committee. This committee keeps the site clean and protected, decides what its opening hours are and pays for any maintenance and repairs. It covers the cost of this management by collecting water user fees.

"Years ago, many of us were using unprotected water sources and we fetched water in earthenware pots. These didn't keep the water clean. These days, thanks to Health Extension Workers and other health professionals, we are aware that the quality of drinking water can be affected at any level from water point to mouth. As a result, almost all of

us abandoned using earthenware and shifted to using a jerry-can. Now we are lucky that we have separate water points for humans and animals which is another measure to protect water from contamination. There are many more safe water points in the community and for most people it takes less than 20 min round trip to get water. Rivers are often used to water animals, washing clothes

and other purposes as opposed to springs and wells. And so we are helped in two ways: We aren't exposed to water-borne diseases the way we were before; and we take less time to collect water which gives us more time to do all our other household duties."

Woman in her 50s, Kedida Gemela Woreda, SNNP (case study collected by WIDE 3 research)



Water for hand-washing outside rural restaurant in Afar

according to government figures. Progress has also been made on keeping water points in service: in 2010 only 20% of water points were not functioning properly, down from 30% in 2006. With increased access to clean water, we will hopefully see a reduction in the number of waterborne diseases.

These improvements are due to a number of interventions. The budget for constructing water supply schemes does not come from PBS; it is financed by the Government, other donor financed programmes or NGOs. Instead, the PBS Programme has provided the 'software' by making funds



A farmer, with support from the woreda water expert, dug this 20 m well by hand. It took a month, but he is extremely happy with the result

available to hire more woreda-based water experts. Investments in expanding and improving the water supply are complemented by improvements in both hygiene and sanitation. Households are making greater use of proper toilets and now have a better understanding of the importance

of proper hygiene practices thanks to the support they have received from the health extension workers (also funded by the PBS Programme).



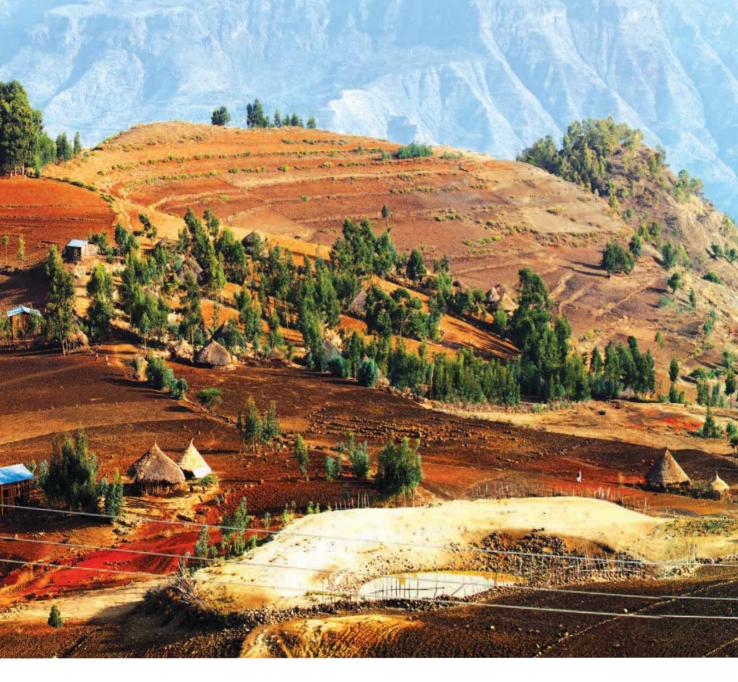






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Why is it important?

The vast majority of Ethiopians rely on agriculture to make a living. They live in rural areas, grow crops and keep livestock to survive. It is a hard life. Ethiopia has frequent droughts, but is also at risk of flooding or hailstorms. In highland areas the soils have often been exhausted and easily erode in the heavy summer rains. Grazing land can be scarce and livestock diseases common.

The most immediate way to improve the lives of millions of Ethiopians is to help them make a better living from agriculture. This means helping them to improve the way they prepare their land, their access to irrigation, the crops they grow and how they care for their livestock. It also means supporting them to minimize and manage the risks with which they live. These risks include frequent droughts, floods and soil erosion, livestock and crop diseases and climate change.



Why was money from PBS needed?

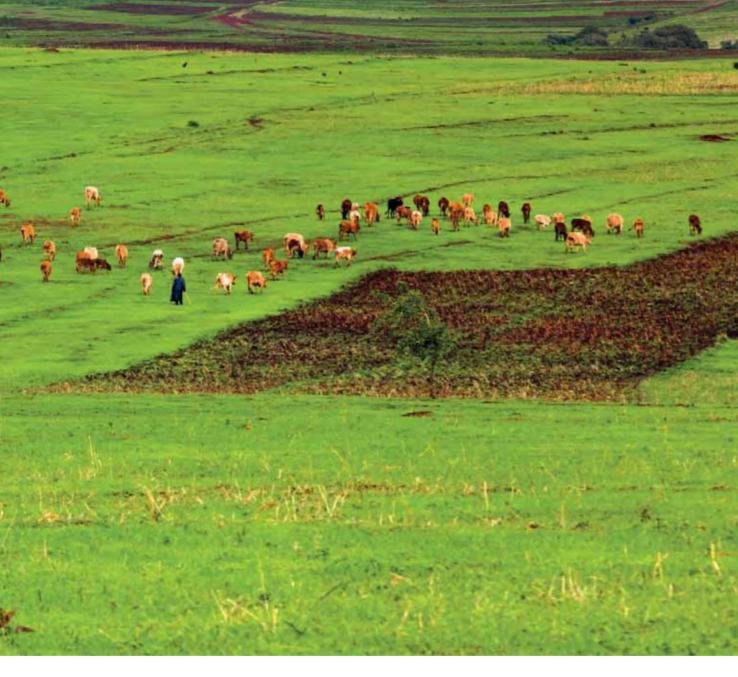
By 2005, even more Ethiopians were struggling to make a living. The devastating drought of the mid-eighties had led to 6 million people needing assistance. Because of population growth and on-going poverty, a crisis in 2002/2003 meant that 14 million people needed food aid.

But help was not needed just for those at risk. Ethiopia has massive agricultural po-

tential. It has surplus producing areas, is famous for its coffee and is a major exporter of animal products (particularly hides and skins). This potential was not being fulfilled and there were opportunities to increase production and to further improve the quality of items being produced.

What has PBS paid for?

In order for risks to be managed and potential to be reached, Ethiopia needed to



rapidly increase the outreach of its agricultural services. PBS has contributed to this and the Government now aims to have three Development Agents (DAs) in each kebele (a village or collection of villages including around 5,000 households). DAs are responsible for providing support to farmers and livestock keepers in crop production, livestock and the management of the environment. They are the frontline of almost anything that happens in rural Ethiopia.

PBS also makes contributions elsewhere in the agriculture sector. The woreda block grant pays for the support the DAs receive from woreda technical experts. It pays for inputs needed to run courses at Farmers Training Centres which can now be found in almost every kebele. And although farmers are expected to pay for livestock drugs or vaccinations, PBS contributes to the salaries of the vets who administer these vaccines.



Adding soil imporover

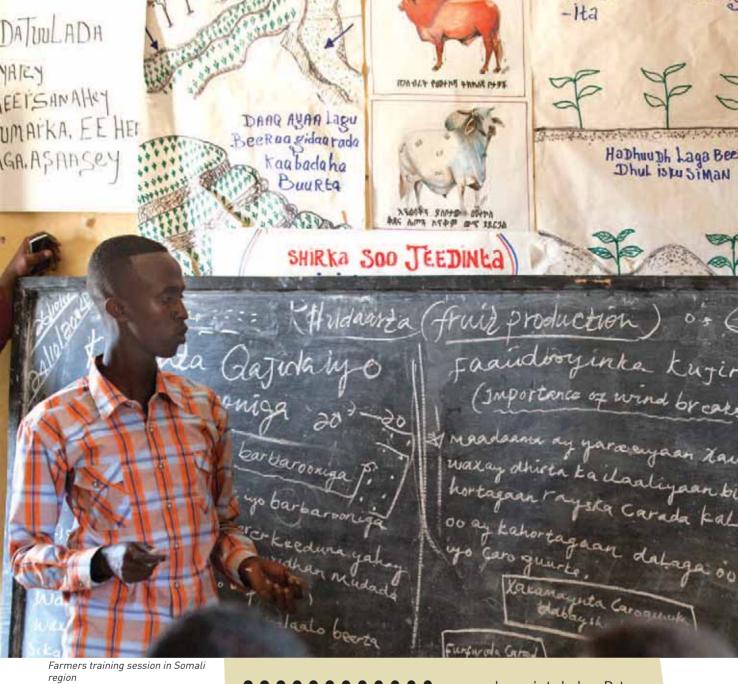
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What have been the impacts of PBS support?

The number of DAs based in villages and working with farmers has more that doubled from 20,000 to 55,000 in the five years following the launch of PBS. As a result more than 8.89 million households received agricultural extension services in 2011, increasing agricultural production and helping farmers to diversify incomes.

The PBS Programme also contributes to the success of other national development programmes. Without DAs and other support staff, the Productive Safety Net Programme could not succeed. In addition to the food and income it provides to poor farmers, this programme has built thousands of kilometres of road, covered hillsides in rows of agricultural terraces (which conserve both water and soil), and even reclaimed land by turning gullies caused by soil erosion into fertile terraces.







"In the past, farmers planted their maize through broadcasting whereas now they plant in rows. This has greatly increased productivity. There has also been a big increase in fertilizer application. These improvements are coming becase of the increased attention given to agriculture and because of

advances in technology. But also importantly there are now three different DAs in each kebele. In the past you only had one DA serving five or even six kebeles. And the money to pay for this is all coming through the woreda block grant."

Ato Aberra Adugna, Dugda Woreda Office of Agriculture and Rural Development



A Year in the Life of a Development Agent

In January I begin working with families to identify any help they want in making investments, for example buying livestock, using improved seeds or beginning a beekeeping enterprise. I help them develop a plan, help them to agree a loan and take part in buying any of the inputs they need.

January is also when we begin the public works component of the Productive Safety Net [a programme which allows people to earn money they need to survive in exchange for working on community projects]. This means day-to-day supervision of the work people are doing whether it's road building or soil and water conservation. The intensive period for public works is between January and June, but some works, for example road maintenance, continue through the year.

I also help in the payments for the safety net. This means keeping records of people taking part in public works and sending information to help the woredas prepare the payroll. But it also means being there when payments are being made so that the right people get paid

I'm also involved in any retargeting of the safety net, including collecting information on households who may be ready to leave the programme. This can include a lot of data collection.

By March the belg agriculture season (spring rains) is in full swing. I'm needed to provide advice on land preparation, improved seed and anything else people need support on. There are two agricultural seasons, the belg and the longer krempt (summer rains). I'm busy during both seasons and during the harvest time which peaks in November/December.

Throughout the year I'm providing support to women's groups who meet twice a month. I'm giving them advice on different areas that interest them such as fuel saving stoves and even silk production. I also have to complete weekly reports on all the activities that I do.

And finally if there is any outbreak of livestock disease either in this village, or in a neighbouring village, I have to be ready to respond. This might happen at any time of the year.

Development Agent, Alaba Woreda, SNNP











Why is it important?

Most people in Ethiopia live far from a road. This not only affects their ability to travel, it has consequences in all aspects of their life. Without a road it is very expensive to transport things from the rest of Ethiopia. One conse-



Roads make it easier to provide other services

quence is that items at the local market – such as fertilizer, cooking pots or food during the hungry season – are more expensive.

The lack of rural roads also makes it much more difficult to provide services. Teachers and nurses do not want to live in very remote areas, and look for jobs in better locations. It also makes it very difficult for other specialists to come to a village (e.g., health extension workers, water source experts, and Development Agents); they can go to several places in one day where there is a road, but with-out it, they may have to spend two days to visit one village.



The absence of roads does not just affect Government supplied services: a trader is less likely to establish a grain mill or a press for turning seeds into oil if they cannot transport their equipment by vehicle. And rural roads make it much easier to travel around by vehicle, donkey or on foot. People can get where they're going faster, safely, and are able to carry more.

Why was money from PBS needed?

In the first phase of PBS only four sectors were included. Rural roads was added in the



second phase of the programme starting in 2009. It was already defined as a basic service by the Government, and donors agreed to its importance in helping the other sectors already included in the Programme.

Between 1997 and 2007 the Government in-

vested significant sums in upgrading and maintaining highways – i.e., the roads which connect regions, major cities and towns together. While these roads are important, most of Ethiopia's rural population only travelled regularly from one village to another using rough pathways or crude village roads.



There had been some effort to build better rural roads, but without anybody at the woreda level who could make sure that these roads were built properly and then maintained, many of these roads did not survive more than one or two rainy seasons before they became impassable. A

poorly built road can find itself channelling the run-off from heavy rain and the resulting stream of water then washes part of the road away.

The need for this technical expertise is about to get much greater. In 2010, the Gov-

ernment launched a new Universal Rural Roads Access Program which aims to ensure that every kebele in the country is served by at least one all-weather road. An all-weather road is one that can be travelled throughout the year. This ambitious plan will not be achieved unless there is the required expertise at the woreda level to plan the roads, manage those building them, and to ensure that they are well constructed.

What has PBS paid for?

As with the construction of water supply systems, the actual costs of building a road are covered by other government or donor programmes. Instead it is the local oversight to which PBS is contributing, and how it is improving the impact of these other investments.

This oversight does not just include planning or managing the road contractors; it also involves working with the community. It is important to discuss with community members the exact path the road will take so that it brings maximum benefit and minimises any problems. Community members are also expected to make a contribution to the construction of the road; sometimes this can be a financial contribution but most often their contribution is in the form of labour to help build and maintain the road.

What have been the impacts of PBS support?

By 2011, woreda road desks had been established in approximately 500 woredas with the help of PBS support. This additional capacity has already been put to good



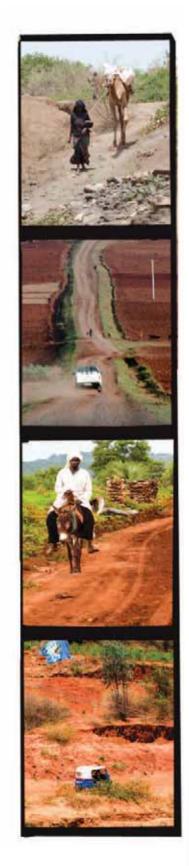


A rural road funded by Local Investment Grant, Tigray Region

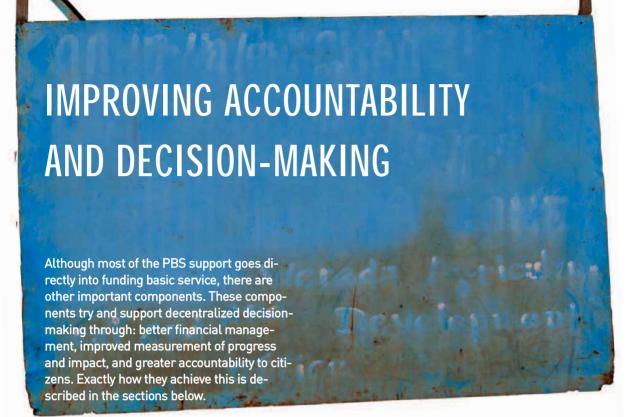
use building and upgrading rural roads. In 2007 only 20% of kebeles were connected by all-weather roads. By 2010 this had nearly doubled. In 2007 people were, on average, 4.5 hours away from the nearest all-weather rural road. By 2011 this had been reduced to 3.5 hours. The impact of an ex-

panded rural road network in a large country like Ethiopia cannot be under-estimated. Reduced distances to all-weather roads helps to minimize the time it takes to move products from farms to markets, a student's daily walk to school, and the time it takes women and girls to retrieve water.









PUBLIC FINANCIAL MANAGEMENT

Why is it important?

There are no medicines available in the local clinic. Why? Is it because the amount needed for this purchase was not included in the budget? Or that the money was never transferred to the person responsible for buying the medicines, but was instead used elsewhere? Or is it that the medicines got stuck in a warehouse? These are the kinds of questions and concerns that that public financial management both helps to explain and, more importantly, prevent.

Without a strong public financial management system, people do not know how much money their Government is spending on what and how much is left. If the Government does not know what they spent last year, it is very difficult to estimate how much they need to spend next year.

Good public financial management also allows people to trust the Government. Citizens will know that money is being used on the things they think are important and, as a consequence, the risk of corruption is reduced. Donors also know that if they give money to the Government, they can accurately and confidently report on how it was spent and that it will be used effectively.

Why was money from PBS needed?

In the late 1990s, Ethiopia began a process of modernising and improving its public financial management system. The focus was to introduce standard financial management techniques to allow for stronger budgeting, accounting, reporting and auditing. By 2005 a lot of progress had been made in setting up new standardized systems; new software (called IBEX) had been developed to record spending; and manuals had been developed on all steps of public financial management. Although



Budget information displayed in Fokera woreda, Amhara Region.

massive progress had been made, Ethiopia's size and the remoteness of much of its population meant that these new systems were not in place in many woredas but instead were being managed at regional or zonal levels (a zone is often made up of between 3 and 12 woredas). When donors stopped budget support, there was a big risk that basic services would be devastated or that donors would resort to funding piecemeal initiatives within each sector. This, in turn, would have made it more difficult for the Government to manage its finances. It would have found itself



Improving financial management

producing hundreds of budgets and thousands of financial reports and raised the risk of corruption.

The progress that Ethiopia had already made in public financial management made it possible for donors to consider still putting money through government systems (i.e., the woreda block grant).

What has PBS paid for?

PBS has financed three key areas of the public financial system:

- the roll-out of financial management software to woredas:
- training and technical support in financial management and procurement; and
- improvements in the system for checking financial management through auditing and other controls.

What have been the impacts of this?

The financial management software is now working in 500 woredas in Ethiopia, with the accounts for the remaining 400 woredas entered on the system at zonal level. Putting this system in place has improved the accuracy in record keeping because it automatically cross checks information to make sure no simple mistakes have been made. The software also makes financial reporting much quicker. Information is sent electronically from woredas (or zones) to regions and national level, where it is automatically summarized. This has improved the timeliness and



Development targets displayed in Bambasi woreda, Benishangul Gumuz Region

accuracy of financial reports. This work will continue in future years of PBS.

Almost 170 contract staff have been employed to increase the Government's capacity in financial management. These experts in computers and accountancy

are there to support woredas in good financial management and procurement. In addition to this extra expertise, there has been a significant effort to train regional and woreda finance and procurement staff. More than 30,000 people have been trained so far.





PBS finances a continuous process of auditing of government accounts. Teams of roving auditors visit a selection of woredas each year to check that financial systems are in place, that finance staff are following procedures and that woreda records are accurate. In addition to financing this continuous process, PBS has also provided additional training and support to those responsible for auditing to improve their skills. The Programme's support is important in making sure that financial management capacity continuously improves.

MEASURING PROGRESS AND IMPACT

Why is it important?

Donors are spending a lot of money on the Protection of Basic Services Programme. They need to know that it is being put to good use and is making positive changes in the lives of Ethiopian people.

At the same time, the Government also benefits from improved data and monitoring systems as it is responsible for delivering basic services to people. They want to ensure that every child goes to school and grows up to be healthy, that farmers can grow and produce more and are better able to feed their families, and that all Ethiopians have a better future. So the Government is also in



need of high-quality data and information; information on whether the hoped for positive changes are happening and whether some of the specific policy decisions they are making (for example reducing the ratio of students to teachers) are working or whether they need to be changed.

How has PBS helped to measure progress and impact?

At the beginning of the Protection of Basic Services Programme, the main concerns of donors were whether money for basic services was provided fairly to all woredas, that donor money was only being used to fund basic services, and making sure that this money was in addition to money already being provided by the Government. "Fairness and additionality tests" were set up and are applied every six months to make sure that these conditions are adhered to.

Once donors were confident that there were no issues regarding fairness and additionality, they became more interested in the Programme's impact. While this information was already being collected, there was a need to improve its quality.

So PBS supported the Government's Central Statistical Agency to develop an approach to check the quality of data collected and used by the Government. The Ethiopian Data Quality Assessment Framework provides a tool to look at every step of data collection and analysis so that any problems can be spotted and therefore improved.

PBS is also providing support to the systems which collect and analyse information. These systems were already in place and working in the Ministries of Health and Education, but were limited in the Ministries of Water, Agriculture and Transportation. In education and health, PBS is helping the Ministries to check the quality of the information and make adjustments where needed. For water, agriculture and roads, PBS has helped the Ministries set up new systems.

These new systems help to make sure that accurate information is collected on a regular basis. They also make use of the internet to make sure that this information is sent quickly from woredas to regions and can be summarized easily.

This information both helps governments and donors to know what progress has been made, but also where there are still problems. Soon the Ministry of Water Resources



will be able to tell with greater accuracy how many water schemes there are in the country, which ones are working and in which parts of the country people are still getting their water from unclean sources and therefore need extra help.

But collecting information is not enough. Information is only useful if it is used to help improve decisions with results for poor people. PBS continues to provide support to both the Central Statistical Agency and the different ministries to make better use of data and information when they make decisions and write new government policies.

Building on this work, the third phase of the PBS Programme will include a results enhancement fund. Regions or woredas which show that they plan and manage resources well will be rewarded with a small addition to their budget which they can in turn use to improve future progress. Each year a successful woreda or region will have to meet a tougher target, so if they want to continue to receive their budget in-

ACCOUNTABILITY TO CITIZENS

Why is it important?

Wherever we live we depend on the services that our governments are able to provide. If our children are sick we take them to the health centre: if they are of school age we use the school; if we are farmers we need advice on what seed or fertilizer to use and how best to apply them. As we use these services we get a good idea of what works and what does not. We get frustrated if the health centre is always closed because there is no nurse or health worker, or if teachers fail to showup to teach, and we wonder whether our taxes are really being put to good use.

One of the main advantages of decentralization is that local governments are better able to make decisions which reflect the needs and interests of their citizens. However, there is no quarantee that leaders will actually act on the



Community meeting in Tigray

needs and interests of people unless they feel some sort of accountability. This accountability to citizens can improve local-level decision-making in a number of ways. The need to explain and justify decisions can be an important incentive for leaders to make decisions which they can defend. Being able to explain why certain decisions are taken is not enough. Local governments, and those directly involved in providing services (teachers, health care workers etc.), also need to listen to the views and concerns of those who are using the services. The public sometimes have very differ-



Community meeting in Tigray

A Difference of Opinion: Agricultural Services in Misha Woreda, SNNP R

When those involved in agricultural service delivery for Abushura Kebele in Misha woreda were asked about their own performance, they felt they weren't doing too bad a job. They recognised that the lack of a veterinary post was a serious weakness, but they felt they were doing well in terms of the advice given by agricultural Development Agents (DAs) and with the work being done by the cash-for-work programme on improving the environment. In terms of the supply of inputs such as fertilizer and seed, they recognised there were some problems but their main worry was that farmers were late in repaying their input loans.

Farmers had some quite different views. They agreed about the lack of veterinary services, but they were also critical in other areas. They felt the DAs were often unavailable and that advice without inputs (particularly in relation to fruit and vegetable production) didn't count as help. While some acknowledged the work being done on the environment, others pointed out that unless everyone had a good understanding of soil and water conservation, problems would continue.

Perhaps the biggest difference of opinion was on the input supply. Those responsible for providing the inputs worried about whether the number of kilograms being distributed met government targets. The farmers were much more worried about whether these inputs were provided on time. When inputs were late, people couldn't take as much advantage of the rainy season; and here they saw major failings.

GTZ (2009) Piloting Social Accountability in Ethiopia: Analytical Report with Case Studies

ent ideas about what is important, what is working, or what needs improving.

What is PBS doing to improve accountability to citizens?

The Protection of Basic Services Programme has two main approaches to improving accountability to citizens. The first, Financial Transparency and Accountability, focuses on sharing key information regarding the budget available for basic services and service delivery standards. The second,

Financial Transparency and Accountability

A main feature of Financial Transparency and Accountability activities has been the public display on notice boards in towns and villages of the plans, budgets and standards for each sector. In addition to displaying the full budget for a woreda, templates have been developed which present information in a way which can be easily understood by those who may have limited ability to read. These templates highlight the plan and budget for the coming year, what was planned and achieved in the previous year, and how well services are meeting the required standards. The information presented allows people to see whether money is being properly used and whether their local government is providing them with the services they are entitled to.

For example, the templates on the water sector show what is planned and what has been done to create new water sources for people, livestock and irrigation. They also show how much budget has been allocated for the sector and how much of it will be used for salaries, operating expenses and the development of new water schemes. Finally, the templates show some of the key national standards for water (how far people have to travel for water or how much water per person they should receive), the standard the woreda expects to achieve, and whether things are improving for citizens in terms of the standards listed.

Summarized information for the whole woreda can be found at the woreda offices, but specific information for a particular health facility or school is also included on



Financial Transparency in SNNP, Tigray, Afar, Somali and Somali Regions



Financial Transparency in Oromiya Region

a notice board at the facility. A parent walking past a school, or taking a child to the health centre, can easily glance at the information and get an impression of what improvements are planned. This in turn can lead them to ask questions or challenge the head teacher or health worker if they feel

that the school or health centre is not making good progress.

These templates, however, are not enough by themselves. Because of limited education and low literacy rates, many adults cannot read; as a result, training is necessary to help people understand the information they see in the templates. The PBS programme has helped the Government conduct simple training for people to understand plans and budgets. Religious leaders, people who voluntarily manage local funeral expense funds, and other respected people are invited to take part in the training. By 2012, more than 120,000 citizens had been trained. This has increased the number of people who are able to explain information to their friends and neighbours.

The Ministry of Finance and Economic Development also manages an innovation fund for those woredas that come up with a new idea on how to pass on information to communities. Any woreda with an idea can apply for funding. Money has been used to fund live discussions on the radio around woreda plans and budgets, and mini-dramas (whether live or on the radio).





Woredas experimenting with different ways of sharing budgets and plans



Social events like coffee ceremonies offer a great opportunity to exchange opinions, Gomma woreda, Oromiya

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SOCIAL ACCOUNTABILITY

Whereas the Financial Transparency and Accountability component of the PBS Programme emphasizes the supply of information about services to citizens, the Social Accountability element is focused on providing the users of public services with an opportunity to voice their needs, preferences and demands with regards these services. The component makes use of Civil Society Organisations

(CSOs) and Charities who have strong relationships with communities to bring those responsible for providing services together with those who use the services so that together they can work out how services can be improved.

CSOs apply for grants to fund the use of a number of different approaches for bringing users and those providing services together. CSOs can use any method they think will work, but the most commonly used tools are the following:



Everyone taking resposibility for fixing the problem, School Desks in Nefas Mewcha

One of the key issues highlighted by the Citizen's Report Card Survey in Nefas Mewcha was the fact that there just weren't enough desks and chairs, and students were being forced to sit on the earth floor to study. Once parents realized that the woreda didn't have the budget to buy new desks they began to think more creatively about how the problem could be solved.

Somebody mentioned that the Ethiopia Electric Power Corporation had a pile of wooden planks that had made up the packing crates for cables and other equipment which had been used to upgrade the local electricity supply. And so the Power Corporation were approached and agreed to donate the wood, and a local carpenter was then paid a small fee to convert them into desks. The result — 211 desks with built-in benches each of which could seat three students. And there was even enough wood left-over to put in a few shelves, creating a mini library in the corner of each classroom



Citizens of Debia Woreda reviewing leaflets updating them on the Government's budget plan

Community Score Cards allow both users of a service and service providers to rate the quality of the services they receive or provide. Once the rating has been done, a meeting is set up which compares the views of those receiving the service and those providing them and allows them to discuss and agree a plan on how things can be improved in the future.

Citizen's Report Cards survey the opinion of those using a particular service on how well that service is being provided in a particular woreda. As with the Commu"Social accountability is not about waiting for the Government to do things, but the community getting actively involved in working with government in solving problems. The community are even beginning to appreciate the burden [of government] and their limited resources; social accountability encourages them to help meet the gap."

Ato Berhanu Abu, Rift Valley Children and Women Development Association

nity Score Card, the point is not just to highlight what is wrong but to agree how to fix any problems. This emphasis on solving problems, rather than just complaining, makes the discussions about what is wrong something everyone wants to hear.

In addition to these tools, CSOs have experimented with participatory budgeting and public expenditure tracking. These approaches help citizen groups to be more involved in either the process of setting budgets or in checking how these budgets are actually used.

"Education is about the child, the teachers, the family and the community. Nobody should bear the responsibility alone; it is a shared responsibility. [Social Accountability] makes everyone responsible."

Ato Mulugeta Gebru, Jerusalem Children and Community Development Organization

From Problems to Solutions:
Using Community Score Cards
in Meki 03 Primary School

Parents of students of the Meki 03 Primary
School were asked to take part in the Community Score
Card exercise by Rift Valley Children and Women
Development Association, as were teachers and other
members of the Parents and Teachers Association who had
responsibility for managing the school. Both groups
identified a range of issues against which to score the
school; these included teaching, the state of toilets, the
availability of drinking water and how many text books
there were. A score of 5 was the highest, 0 was the
lowest. While those involved in managing the school rated
the school a mixture of 2s and 3s, the parents had an
equal number of 1s and 2s. Despite the differences, both
agreed that there was a lot of room for improvement.

So they agreed on the action plan. This included mending the broken water pumps and pipes, getting the library up and running, making sure that every student has a seat and a desk and ensuring that the class rooms and the school fence were properly maintained. All these actions were done, many of them by the community themselves. They built the school fence and, with the help of three teachers, renovated 80 desks. The water pumps were mended and water pipes from the main town water supply were also extended to connect the school so that the school now has three sources of water. And the parents agreed to contribute 40 birr each for the maintenance and upkeep of school facilities.

Of course this isn't the end of the story.

Maintenance of the classrooms and the fence is an ongoing need, and one of the hand pumps has broken again. On top of this, a neighbouring primary school has converted to a secondary school, so the number of students has increased. So there is a need for continued assessment, and continued dialogue to help the school overcome new challenges.

LINKS TO OTHER INITIATIVES IN BASIC SERVICES

The PBS Programme, and the Government's block grant system it supports, are not the only way in which basic services are supported throughout Ethiopia. All sectors have a number of other programmes and initiatives which are also focused on improving the lives of Ethiopians whether implemented by Government (with donor support), UN agencies or national and international charities.

Often these programmes aim to put in place systems which will improve the quality of service delivery. The General Education Quality Improvement Program, for example, is improving the quality of teacher training, ensuring that trainee teachers spend time in school as part of their training, providing textbooks to all schools and increasing the budgets schools have to spend on operating and running costs. Other general sector development programmes also have components focused on quality. The Health Sector Development Program, for example, has activities related to improving the skills of health professionals, strengthening the supply of drugs and vaccines, and having systems to continuously monitor the quality of services provided.

Other programmes are concerned with the need to create and upgrade infrastructure for services, for example rural roads. Many people live more than 3.5 hours from the nearest road which can provide all year

round transport facilities. Without these roads, not only does it become difficult to support other services (e.g., it becomes impossible to deliver key drugs and vaccinations to village clinics, and people find it difficult to make it to the hospital for treatment), but the economic life of the village also suffers. But whether its roads, water points, health clinics or schools, complementary investments in new facilities and infrastructure are always needed to maximize the impact of the PBS Programme.

Once a new school is built, it is the block grant which pays the salaries for the new staff. If there is funding available for a new road, it is the woreda road desk expert, paid for by the block grant with PBS support, who makes sure that it is built properly and who organises any contributions which communities are able to provide. And once health extension workers' skills have been improved by nutrition counselling training, it is the block grant which continues to pay them to put these skills into

practice.



THE PBS PROGRAMME'S FUTURE: MAINTAINING THE COMMITMENT TO BASIC SERVICES IN ETHIOPIA

When the Protection of Basic Services Programme was first designed the concern was that education, health and other basic services would suffer from the sudden end to budget support. But the reality is that PBS is now doing much more than just protecting basic services. Services have expanded significantly since the programme was launched; more and more people are taking advantage of them and lives have improved as a result.

Underpinning this expansion has been the Government's unwavering commitment to the programme, providing approximately 60 percent of overall funding to the block

grant. Also of significance have been the actions taken to make the public financial management system more robust, efforts to help government listen to its citizens, and support for improving measurement of progress and impact. These combined actions help improve basic service delivery now and long into the future.

As a consequence, government and donors no longer speak in terms of 'protecting' basic services; rather, they are now focused on continued expansion to ensure that all Ethiopians are reached. As a result, the third phase of the PBS Programme now stands for Promoting Basic Services.





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