

KPI proposal

'The People's Audit of Public Service Delivery: Quality Improvement Through Participatory Approach (Second Phase)' Project

I. Background

The efficiency of public service delivery by government agencies and local administrations is best audited by none other than the people themselves who are the recipient of such services. The existence of a systematic framework of public participation no doubt plays an integral role in aiding the overall improvement of public services the government provides for its people in such a way that the needs of its people can be better met and any pitfalls can be corrected in a timely fashion. Moreover, the process provides an ideal setting for public involvement and determination in public service delivery in a systematic and concrete manner.

Realizing that any public service is supplied for people's needs and therefore any policy and its implementation should be people-centered, in Section 282 of the Constitution of the Kingdom of Thailand 1997 states "the State shall give autonomy to the locality in accordance with the principle of self-government according to the will of the people in the locality." No doubt, the operative words here are 'autonomy' and 'locality', implying that extensive and meaningful participation by local citizens in the governance of their local affairs jointly with local government officials in the formulation and delivering of public goods and services will ensure the improved efficiency and effectiveness of those deliveries that will result in the equitable dispensation and full satisfaction of the citizens' collective well-being under the umbrella of myriad services provided by the Government.

Although the regulation is there for assuring people's participation in policy decision-making and implementation, the apparatus for assessing people's views towards public service delivery for organizational development of public service providers are still lacking in Thailand. For several decades, the standard format of public services has almost always been one-sided through centralization, with little involvement or meaningful participation by the recipients themselves. The quality of public services delivered to the rich and the poor show a wide discrepancy and, on the whole, the government still controls most of decision-making that directly affects public services.

However, with the affirmation of people's participation in policy making in the Constitution, civil society has been rendered the power to urge the government for a change. The task and the role of civil society on one hand can be a pressure group for requesting more transparent and accountable governance and on the other hand educate people about their rights and thus enhance people's negotiating strength in partnership with the government. The King Prajadhipok's Institute sees this importance and would like to strengthen the good governance and participatory democracy emanating at the public participation on public service delivery.

With the United Nations Development Programme's assistance, the project People's Audit of Public Service Delivery in Thailand under the framework of the UNDP-Thailand Partnership on Local Empowerment through Democratic Governance, aims to search for the most promising systems, in the context of Thailand, of a participatory tool for organizational and quality of service improvement, to be tested and used at the local levels. "People's Audit" is a tool that empowers service providing units, particularly at the local level, to improve service delivery through reflection of voices of service recipients and involvement of service recipients in a mutual learning process, so that service delivery is of quality, responsive and relevant to people's needs.

During the preparation phase of the initiative in 2003, the KPI and the Thai consortium of representatives from government agencies, local administrations, civil society and local academic institutes, had studied a number of people's audit methodologies practiced in different countries, such as the Public Sector Excellence Programme, the Report Card System and Citizens' Charter.

In 2004-2005, the project "People's Audit of Public Service Delivery in Thailand : First Phase" aimed to promote network creation and develop models to assess public service delivery that fits the Thai context, based on knowledge and experience gained during 2003.

The project comprised two activities. The first activity was the development of a curriculum and manual toolkit, based on experiences and knowledge, experiences and network gained and developed during 2003. Training for People's Audit techniques (Technology of Participation 2 and 3) were conducted for a core group, ready to be tested in pilot areas.

The second activity was the pilot phase where the curriculum and models were piloted in five selected provinces, namely Chiang Rai, Sakon Nakhon, Maha Sarakham, Songkla and Phetchaburi. Focal points and change agents in various parts of Thailand were formed to help provide needed support for provincial offices and local administrations involved in the People's Audit process.

Through the first phase in 2004-2005, the following outputs were produced and the overall results were compiled.

1. Customized model(s) for a participatory planning tool (People's Audit) for organizational development and improvement of services,
2. Training curriculum and training manuals for the PATH (People's Audit Model of Thailand),
3. A website on People's Audit,
4. A strengthened and expanded People's Audit Network, including a core group of change agents/champions/trainers of the PATH process,
5. Lessons learnt as documented from results of the pilot testing in the five provinces, including factors supporting and undermining the People's Audit process.

Examples of an impact of the first phase of the People's Audit initiative are:

1. The KPI Board of Directors has endorsed the People's Audit Training Module as an accredited course of KPI.
2. The Department of Local Administration, Ministry of Interior has approved that their personnel and local government organization personnel can reimburse training fees of the KPI People's Audit course from the organization as part of learning.
3. Interests in People's Audit have been received from government agencies, such as the Ministry of Social Development and Human Security, and from international development partners, such as the Mongolian and Bangladesh government officials who visited KPI to observe KPI initiative and innovation process.

II. Objectives

Upon a completion of the first phase, KPI held consultations with national and local partners and came up with a proposal and work plan for the second phase in order to mainstream the concepts and practices of the People's Audit process to a wider range of public service providers (governmental agencies and local administrations) in a long term. The People's Audit Network, comprising approximately 20 active and committed participants from the 2004-2005 knowledge sessions, identified the following objectives for the second phase.

1. To monitor and evaluate the performance and impact of the first phase and to explore expansion of People's Audit for other services in the original pilot provinces (Songkhla, Chiang Rai, Mahasarakam, Sakon Nakhon and Petchaburi)
2. To promote expansion of People's Audit in other service providing units for quality improvement of local service delivery and for enhanced satisfaction of service recipients.
3. To develop a curriculum of Advanced People's Audit module (manual and training Materials) to provide more participatory techniques for handling further complex local issues.
4. To increase awareness and capacity for participatory decision making and monitoring through dissemination of People's Audit modules and the People's Audit website.

III. Expected Outcomes

1. Enhanced and strengthened local participatory democracy and local good governance through people's participation in participatory monitoring and planning.
2. Enhanced awareness, understanding and capacity of service providing units, particularly at the local government organization level, community-based organizations and the people in participatory democracy and participatory monitoring.

3. Public service providers have a systematic tool for participatory monitoring.

IV. Expected Outputs

1. Report on impact of the 1st phase implementation of People's Audit in the five pilot provinces, particularly the participating service providing units (Songkhla, Chiang Rai, Mahasarakham, Sakon Nakhon and Petch Buri), including (a) lessons learnt on how to expand implementation of the People's Audit methodology in other service providing units in the pilot provinces and to other services in the same service providing units that participated in the first phase, and (b) recommendations for sustainability of the use of People's Audit.
2. Reports on implementation of People's Audit in the five new participating service providing units, including lessons learnt and recommendations for sustainability of People's Audit implementation (five individual reports and one consolidated report).
3. Advanced People's Audit module (manual and training Materials), encompassing lessons learnt from the previous phase and incorporating other participatory techniques (publications in Thai and English).
4. Expanded People's Audit network including a core group of change agents /champions / trainers of the People's Audit of Thailand.
5. A website of People's Audit.
6. Policy engagement to expand and continue the use of People's Audit.

V. Components

The project will consist of four components.

Component 1: Monitoring and Follow-up of the 2005 People's Audit in Five Pilot Provinces

In the first phase, the People's Audit modules were developed and pilot tested in 5 provinces in 2005 (Songkhla, Chiang Rai, Mahasarakham, Sakon Nakhon and Petch Buri). The model was to have KPI as a central incubator, and have local coordinators at each province, some from the NGO network while the others from local universities, facilitate the People's Audit pilot process in interested and participating local government organizations for selected services. During the second phase, the aim of this component is to document impact and lessons learnt for sustainable use of People's Audit, either through expansion to other services in the same participating local government organizations or through expansion of People's Audit to other service providing units in the same province.

Planned Activities:

- 1.1 Coordinate/implement workshops/interviews/focus group discussions/questionnaires with People's Audit coordinators in the five original pilot provinces of the first phase, together with service providing units and the people to assess the impact of the first phase of the People's Audit and to consolidate lessons learnt and recommendations on sustainability of the use of People's Audit.

1.2 Facilitate expansion of the People's Audit methodology in other service providing units and to other services in the same service providing units that participated in the first phase.

Component 2: Extension of the People's Audit Module to Other Service Providers

Through the work undertaken in the first phase, a number of local government organizations, governmental agencies at the provincial level and community-based organizations have shown interests in applying People's Audit in their work of participatory monitoring. Component 2 will focus on identification of other service providing units to implement People's Audit in their local services for improvement of quality service delivery and enhancement of people's satisfaction towards the services provided. The People's Audit module will be further localized and refined through this process. It is expected that the People's Audit network will be enhanced and expanded. Of equal importance will be lessons learnt on how to expand People's Audit in other service providing units and recommendations for sustainable use of People's Audit.

At present, the KPI has received interests from the following service providing units and community-based groups:

- 1) Forest Service Division The District of Chiang San Chiang Rai Province
- 2) Pum-Duang River Basin Network, Surat Thani Province
- 3) The Police Station of Mae Jan District, Chiang Rai Province
- 4) Tambon Administrative Organization of Ngao Sub-district, Tueng District, Chiang Rai Province
- 5) Kumpgangsao, Thasak, Mamungsongton Tambon Administrative Organizations, Nakhon sri Thammarat Province.

KPI will further refine workplan for each individual service providing unit, organize training sessions for local coordinators and the people, and facilitate the implementation of People's Audit on services selected collectively by the service providers and recipients.

Planned Activities:

- 2.1 Identify at least five new participating service providing units, with local ownership.
- 2.2 Initiate training sessions & facilitation mechanisms to enhance understanding, awareness and capacity of local People's Audit coordinators, local and provincial officials, and community-based groups (at least 200 participants in total) in the five new participating service providing units/provinces on People's Audit and improvements of quality of local services.
- 2.3 Provide technical support and backstopping to People's Audit coordinators at the local level and for smooth implementation of People's Audit in the new participating service providing units.
- 2.4 Apply the refined People's Audit module to the local contexts and refine & adjust the module as necessary.
- 2.5 Nurture and expand the People's Audit network.

2.6 Organize workshops/lessons learnt & experience sharing sessions among the new participating service providing units and community-based groups participating in People's Audit.

Component 3: Development of Advanced People's Audit module (Manual and Training Materials)

This component will produce an advance version of People's Audit taking into account lessons learnt from the new participating service providing units and adding other participatory techniques for participatory monitoring. KPI will facilitate the main write-up and translate into English of the advanced module through brainstorming and consultative sessions with the People's Audit network.

Planned Activities:

- 3.1 Consolidate experiences in using of People's Audit Basic Training Manuals.
- 3.2 Organize consultative sessions of the People's Audit network on needed improvements and advancement of the existing People's Audit modules.
- 3.3 Conduct literature review and consolidate experiences of implementation of People's Audit in the new participating service providing units in the writing up of the Advanced People's Audit Module.
- 3.4 Write-up and edit the Advanced People's Audit module (manuals and training materials).
- 3.5 Conduct consultative sessions for the People's Audit network to provide inputs to the Advanced People's Audit module (manuals and training materials).

Component 4: Dissemination of the People's Audit Module and Training Manual

Component 4 focuses on dissemination efforts through publications (Thai and English), website, workshops & seminars, training sessions and reception of study tours. Target audience is governmental officials (national, provincial and local), civil society organizations, local universities and international development partners and other countries. Component 4 also emphasizes policy engagement of the Department of Local Administration of the Ministry of Interior, particularly the Local Personnel Development Institute and the Division of Training Policy and Planning for expansion of use of People's Audit, both at the conceptual level and implementation level. The ultimate aim of this component is to promote a wide and sustainable use of People's Audit, having KPI as a knowledge incubator, facilitator and policy advocating unit, with networks

Planned Activities:

- 4.1 Publication of the Basic People's Audit module as raw materials for expansion of the second phase.
- 4.2 Publication of the Basic and Advanced People's Audit Module (Manual and Training Materials)
- 4.3 Update and maintain People's Audit website.
- 4.4 Disseminate the findings and recommendations through parliamentary and community radio programmes.

- 4.5 Closely work with DLA to strengthen policy engagement for the capacity building of local government organizations on People's Audit, particularly through the Local Personnel Development Institute and the Division of Policy and Planning.
- 4.6 Initiate and coordinate knowledge sharing and training sessions to the relevant ministries, civil society organizations and foreign delegations.
- 4.7 Gather experiences and lessons learnt for recommendations of sustainability of People's Audit and for the following phase.

VI. Responsible Organization

The King Prajadhipok's Institute