

***Ministry of Finance***

***Channel One Programs Coordination Directorate***

***Enhancing Shared Prosperity through Equitable  
Services (ESPES)***

***FTA-SA-GRM Linkages  
Implementation Guidelines***

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## **Acronyms**

BoFEC	Bureau of Finance & Economic Cooperation
CE	Citizen Engagement
COPCD	Channel One Programs Coordinating Directorate
CRC	Citizens report card
CSC	Community score card
CSO	Civil society organization
DAC	Development assistance committee
DPs	Development partners
PEMCD	Public Expenditure Management & Control Directorate
ESAP	Ethiopia Social Accountability Program
EIO	Ethiopian Institute of Ombudsman
FTA	Financial Transparency and Accountability
GoE	Government of Ethiopia
GRM	Grievance Redress Mechanism
JAP	Joint Action Plan
IP	Implementing partner
LCC	Linkage coordination committee
LG	Local Government
MA	Management agency
MDTF	Multi-donor trust fund
MoF	Ministry of Finance
NGO	Non-governmental organization
OECD	Organization for Economic Cooperation and Development
PFM	Public finance management
SA	Social accountability
SAC	Social accountability committee
WoFEC	Woreda Finance & Economic Cooperation
WSAC	Woreda Social Accountability Committee

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## Introduction

The nationwide Enhancing Shared Prosperity through Equitable Services (ESPES) program envisions equitable access to basic services and strengthened accountability systems at the decentralized level. The program aims to improve service delivery for the entire population of Ethiopia by improving results in health, education and agriculture services in poorly performing woredas and strengthening the decentralized service delivery system. Building on almost ten years of support for basic services delivery through PBS, the ESPES focuses on leveraging the government's broad program of service delivery support to promote equity, enhance quality of and access to services, and institutionalize critical systems for service delivery, especially at the woreda level.

The program is anchored around four sets of key results: (a) ensuring equitable access to basic services; (b) enhancing citizens' engagement, environmental, and social management capacity; (c) deepening fiduciary aspects of basic service delivery; and (d) ensuring quality data access and results.

Citizen's Engagement (result b), which is the subject of this document, contains three sub-components: Financial Transparency and Accountability (FTA), Social Accountability (SA) and Grievance Redress Mechanisms (GRM), referred to in this document as "the Citizen Engagement programs" or "the CE programs". Enshrined in the constitution of Ethiopia that citizens have a right to information about budgets and plans, FTA aims to make the government at all levels (federal-regional-zonal-woreda) increasingly transparent about its budgeting and accountable about its spending. SA aims to support citizens in articulating their priorities using SA tools and mechanisms and hold the government service providers to account about responding to those priorities. The GRM serves to investigate grievances mainly in relation to maladministration and redress them with means available at local level.

In 2013, to improve coordination between the CE program sub-components, a study was commissioned by the ESAP Steering Committee to assess the linkages between the CE programs. Based on this study's recommendations, the FTA-SA linkage guidelines were developed and used from 2016 – 17, primarily as reference to guide the development of links between FTA and SA. In 2018 it was decided to incorporate also GRM in the guidelines. Experience has demonstrated that collaboration and coordination needed to extend beyond meetings, training and consultation during challenges in order to achieve the goals of the CE program components: Hence the three sub-components serve the overarching goal of the citizens' engagement component of ESPES: Improve public basic services by removing obstacles to information dissemination, strengthening responsiveness by government to citizen priorities and increasing accountability of the service provider sectors and government to the public.

Despite all good intentions and efforts, it has become apparent that the three CE program sub-components, responding to the dynamic environment in Ethiopia and to lessons learned during implementation, each evolved in their own way over time. This has led to some inconsistencies and inefficiencies between the sub-components' programs which could be explained as follows: Overlap in activities and structures; insufficient communication; lack of utilization and pooling of each other's resources and experiences; and insufficient coordination. Therefore, it is found necessary to link GRM with SA and FTA, which were already connected, and to improve the

guidelines to further strengthen the linkages between FTA, SA and GRM. By means of these guidelines, the three sub-components aim to bring nuance to their collaboration, which is expected to lead to better coordination of activities, utilize the strength of each sub-component, eliminate overlapping or redundant activities, and merge duplicate structures. The aim is to streamline efforts for more efficiency and to achieve better outcomes with the same resources. It is specifically *not* the intention to apply an extra layer of 'linkage activities' on top of the three sub-components, but instead bring some level of coordination between the three sub-components of CE program.

Horizontal linkages between the program sub-components should take place on all administrative levels, from woreda to federal. Additionally, effective vertical linkages are helpful, even at woreda level with, for instance, FTA and GRM sharing information from their kebele level citizen groups with woreda SACs.

Strengthening linkages between FTA, SA and GRM aim to meet the following objectives:

- Enable joint planning, implementation and monitoring by FTA, SA and GRM leading to a more efficient program in the core areas of collaboration.
- Facilitate institutionalization of SA, FTA and GRM into existing (government) systems and structures.

These revised guidelines contain four sections and an annex. Section 1 describes the purpose; section two describes core linkage areas for the three sub-components; section three presents capacity development and learning; section four discusses the implementation/coordination mechanisms of the linkages. Roles and responsibilities of the institutions involved in the implementation/coordination process are presented as an annex. The target audiences of these guidelines are: Federal Ministry of Finance (MoF), the Ethiopian Institution of the Ombudsman (EIO), regional Bureau of Finance and Economic Cooperation (BoFECs) and their zonal counterparts, woreda finance offices, Grievance Redress Mechanism (GRM) at regional and woreda level and implementing partners (IPs) of the SA program (ESAP).

## **1. Purpose of the guidelines**

The main purpose of the guidelines is to provide practical direction to facilitate coordination between FTA, SA and GRM with a shared sense of responsibility.

The guidelines reflect on relevant implementation procedures in the areas of service information flow, citizen priorities and dialogue, local government planning and budgeting process, monitoring of implementation of citizen priorities, streamlining structures, and fostering government response and oversight to citizen's service demands and complaints.

As a working document, the guidelines may be amended during implementation to reflect practical experiences at local levels, lessons learned and any challenges that may arise from evolving circumstances.

## 2. Core areas of linkage

The FTA, SA and GRM have long been implemented under ESPES and have a considerable number of activities in common that could be implemented in a more effective collaboration.

The following table shows the current responsibilities of the three subcomponents organized along five core areas. It demonstrates complementarities of the three CE sub-components, as well as opportunities for better coordination and, in some instances, to eliminate overlap and duplication of efforts. It summarizes the potential complementarity of the three programs for each area of linkage. The columns FTA, SA and GRM, describe the current situation: Activities taking place or structures existing in each program that need to be linked to the other programs. The last column describes the action that needs to be taken to create the linkage that would lead to more efficient implementation.

Overall, the goal of coordination and collaboration at each area of linkage is to remove inefficiencies and increasingly make use of activities and structures that already exist and merge those where possible. This collaboration should lead to a leaner and more effective CE program.

### Core Areas of Coordination Between FTA, SA and GRM

<b>Core outcome areas of linkage</b>	<b>FTA</b>	<b>SA</b>	<b>GRM</b>	<b>Actions for coordination of the three sub-components programs at local level</b>
2.1. Service information flow.	Promotes production and flow of information from government to citizens.  Display: - plans & budgets - expenditure - entitlements and service standards  -Produces " <i>Citizen Budget</i> " at all government levels	Facilitate flow of service information from service providers and government to citizens, particularly entitlements and service standards to trigger collective problem solving.	Ensure flow of information from government to citizens.  (Enforce that sectors and government offices provide information about code of conduct, citizens' charter, plans, budget and grievance redress mechanisms at the disposal of citizens	Coordination between FTA, GRM and SA at woreda level to facilitate that relevant information from the government reaches citizens at the right time.  <hr/> Indicator: #of woredas where FTA, GRM, SA and IPs/WSACs jointly have made information about service standards, budgets and complaint handling mechanisms readily available to citizens.

Core outcome areas of linkage	FTA	SA	GRM	Actions for coordination of the three sub-components programs at local level
2.2. Identification of citizen service demands and priorities	Enable dialogue with citizens in the pre-budget planning forum	<p>Organize citizen priorities through CRC and other SA tools.</p> <p>Interface meetings to design JAPs for citizens' service priorities.</p> <p>Discussions with sector officials and councils towards budget alignment with JAP priorities.</p>	<p>Receive complaints from citizens, conduct remedial action planning, and follow-up discussion with sectors on implementation of the agreed actions including JAPs generated by WSACs.</p> <p>Assess the source of complaints</p>	<p>FTA-SA-GRM at woreda level consolidate priorities identified through these programs.</p> <p>FTA ensures that pre-budget planning and Citizen Budgets forum include WSAC members.</p> <p>FTA-SA-GRM committee shall rationalize the structures and process of identification of citizens' priorities at woreda level (Area of linkage 2.2 and 2.3).</p> <hr/> <p><b>Indicator:</b> # of woredas where citizens' priorities are identified and recorded in minutes by the FTA-SA-GRM committee based on the citizen demand identification processes conducted by each program</p>
2.3. Alignment of LG planning process with citizen priorities.	Organize budget hearing meetings between kebele need identification committees, woreda sectors to include citizens priorities into sectors plans.	Participate in budget hearings, BLTs and citizen budget process and use the JAP as an input into the woreda budget.	Grievances that come from citizens, and socially marginalized groups, are considered in local government plans.	FTA-SA-GRM structures each have value in their own right. They inform each other at woreda level about identified citizen priorities and their effort to aligning LG plans with those priorities. This leads to better understanding by

<b>Core outcome areas of linkage</b>	<b>FTA</b>	<b>SA</b>	<b>GRM</b>	<b>Actions for coordination of the three sub-components programs at local level</b>
	Facilitate BLTs to councils	WSAC advocates with sectors on citizen priorities.		<p>all of citizen priorities and underpinning of demands to LGs.</p> <p>-FTA-SA-GRM forum meet to discuss on citizen priorities identified through the various processes and continue their own engagement with Woreda Admin for inclusion in budgets</p> <p>The forum also promotes woreda administration to be responsive to priorities as forwarded by the WSAC and other organised citizen mechanisms</p> <hr/> <p>Indicator: # of woredas where the FTA-SA-GRM committee attended woreda planning meetings and presented citizen priorities identified through the FTA, SA and GRM processes (recorded in minutes)</p>
2.4. Monitoring of the implementation of consolidated citizens priorities	Post and distribute government expenditures and Citizen Budget and audit findings.	Facilitate JAP monitoring by WSACs and Woreda and Kebele councils, using budget and expenditure information.	Enforcement of action agreed in JAPs using their grievance redress mechanisms.	FTA and SA-promotes LG's to, at their own initiative, avail expenditure information to SAC, GRM and other actors to facilitate JAP monitoring.



<b>Core outcome areas of linkage</b>	<b>FTA</b>	<b>SA</b>	<b>GRM</b>	<b>Actions for coordination of the three sub-components programs at local level</b>
		<p>Attend council meetings.</p> <p>Facilitate physical monitoring by WSAC, Woreda and Kebele council representatives and partners of implementation of JAP priorities included in the budget.</p>		<p>FTA-SA promotes citizen engagement (including WSAC) at meetings of council and standing committees.</p> <p>GRM uses its mechanism to monitor service improvement priorities of citizens and marginalized groups and informs FTA and SA.</p> <p>SA shares monitoring findings with FTA and GRM and vv.</p> <hr/> <p>Indicator: number of woredas where expenditures are made for citizens priorities that were included in sector budget</p> <p>Indicator: number of woredas supported by FTA-SA-GRM that have conducted monitoring visits and exchanged information about implementation of citizens priorities</p>
2.5. Expedite zonal and regional government response and oversight to citizen's service demands and requests	Support WSACs in tabling identified citizen priorities that are beyond local government capacity and require to be included in the	Support WSACs with identified citizen budget priorities that demand action beyond the Woreda level as articulated in JAPs	Report findings to regional GRM structures for better regional government response and oversight to issues arising from Woredas	No of Woredas where service issues that demand response at the regional government level are articulated and forwarded to higher administrative levels.

Core outcome areas of linkage	FTA	SA	GRM	Actions for coordination of the three sub-components programs at local level
	regional budgeting and planning processes			No of responses made and policy an operational support measures taken by regional authorities to address issues coming from Woredas
2.6 Streamlining Structures.	Citizens need identification committees at kebele level are organized by FTA	<p>WSAC have a role in coordination of awareness creation and community mobilization, priority identification, JAP designing, conducting dialogues, JAP monitoring.</p> <p>WSAC partners with existing citizen structures, CBOs/CSOs, service user committees, with a role in designing JAP, lobbying JAP alignment with budget, JAP monitoring.</p>	GRM organizes discussion groups (groups of women, youth and men) at 'gott'-level and a committee (coalition of the three groups) at kebele level to identify community problems which need response by woreda sectors.	<p>Structures with similar roles (i.e., citizens participation and engagement structures at the same administrative level) to merge for efficiency reasons.</p> <p>Complementary information (for instance from different administrative levels) among these structures should be shared.</p> <hr/> <p>Indicator: Number of woredas where structures with similar roles are merged.</p>

Specific actions in core areas to link FTA, SA and GRM are presented below. These actions are mostly part of the regular activities of each sub-components but are now made useful across all three CE sub-components.

### ***2.1 Service information flow/dissemination***

- FTA to prepare or use existing popularized guidelines for citizen involvement in the budget process; a model for the budget cycle, including citizen consultation meetings and other ways of citizen involvement that can be used and disseminated by all three parties.

- Revise (if any) existing templates (e.g., templates to share budget/expenditure information, service standards), brochures and magazines to be used as standard by the three partners. This standardization will help streamline activities and improve communication. The citizens budget initiative is an opportunity that is made available from federal to woreda level and provides budget information to ordinary citizens.
- FTA will support SA and EIO/GRM<sup>1</sup> with media disclosure such as posting JAPs on FTA boards, pooling together radio airtime to pass messages and increase awareness of citizens about the niche of the three sub-components of the CE program.

## ***2.2 Identification of citizen priorities and related dialogues.***

- Connect views from key stakeholders at different levels that are identified by the different CE sub-components programs with dialogues at woreda and regional levels, to strengthen the need for government response. This includes for instance GRM and FTA sharing their kebele level findings with the WSAC as input to the interface meeting. It also includes presenting systemic priorities in many woredas to the regional FTA-SA-GRM committee.
- FTA-SA-GRM at woreda level will consolidate priorities identified through these sub-component programs. Each of the CE sub-components programs has its own mandate and mechanism regarding citizens setting priorities. Combining findings in the merged Woreda structure (see 2.5 below) will present a better understanding of the priorities expressed by citizens.
- The FTA facilitates engagement of citizen representatives in pre-budget hearings. The woreda level FTA shall ensure representatives of the WSAC are officially invited timely to these hearings and ensure provision of relevant documentation (see 1.1). Where these are taking place, WSAC members are invited to participate in the Budget Literacy Training programs organized by FTA.

## ***2.3. Alignment of LG planning process with citizen priorities.***

- The three CE programs tap into citizen priorities each in their own way and with their own values. The FTA facilitates a process through the local government system, where local governments identify citizen's needs at kebele level. The GRM engages with citizens including marginalized groups at subkebele level and can identify areas of services where there are more complaints. SA conducts a woreda representative CRC. Each need to inform each other at

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<sup>1</sup> The GRM in Ethiopia has two structures; the first one is the Ethiopian Institution of Ombudsman (EIO) which is accountable to the Federal Parliament and has currently eight branches in different regions, namely Afar, Amhara, Benishangul Gumuz, Gambella, Oromia, SNNPR, and Dire Dawa City Administration (serves for Harari, Somali and Dire Dawa) the second GRM structure is established by regional governments available in all regions and City Administrations, each accountable to the respective regional President, with branch offices at the zonae woreda levels reporting to their respective chief administrators. Currently all regions and city administration have GRM offices in more than 80 percent of their respective Woredas. The EIO and its branch offices, as well as regional, zone and woreda GRM offices all receive appeals or complaints, investigate, and make effort to resolve them. The GRM-FTA-SA linkage activities are expected to be guided and led by the EIO whereas regional GRM offices are the final implementers.

woreda level about identified citizen priorities and their effort to aligning LG plans with those priorities. For instance, GRM collects grievances from citizens including marginalized groups, which can contribute to the CRC reports as secondary data. If these grievances overlap with the identified citizens priorities in the woreda, they can enrich the CRC report.

- The PFM/FTA, SA and GRM team members at woreda level will actively participate in the interface meetings facilitated by WSACs and supported by IPs. This will facilitate access to the woreda council and alignment of the woreda budget to the JAP.
- Members of woreda SACs will actively participate in the pre/post budget discussion forum facilitated by the FTA team.
- Where applicable, the CE sub-components programs pool their resources (money, skills, and logistics) for community consultation meetings, including interface meetings and JAP monitoring discussions. This will be elaborated in their annual and quarterly plans to ensure effective coordination and complementarity between the three CE components.

#### ***2.4. Monitoring of the implementation of consolidated citizens priorities***

- In line with the vision of the Ethiopian government to make government processes more transparent, the FTA promotes local governments to make expenditure information available to woreda SACs, GRM and other actors at woreda level to facilitate JAP monitoring. In a transparent government, such information is released to actors at the government's own initiative. Such information is vital for non-state actors to monitor implementation.
- FTA promotes citizen engagement (including WSAC) at meetings of council and standing committees. This allows the WSAC members to be informed about levels of expenditures of JAP priorities, and the reasons behind delays if any and decide on any action to take.
- WSACs coordinate physical monitoring by its non-government partners of JAP priorities in the woreda. Findings of these monitoring activities shall be shared with FTA and GRM, as well as the relevant council members and sector offices.

In a similar manner, GRM uses its mechanism to monitor service improvement priorities as indicated by the data regarding complaints that GRM received on different basic services in the respective woreda and informs FTA and SA.

#### ***2.5. Streamlining Structures.***

- Woreda-level structures of FTA and SA (and GRM, as appropriate) will be merged and effectively participate in the alignment of budget with JAP, including WSACs, basic service priority need organizing committees, FTA committees.
- In the light of sustainability, the regional FTA-SA-GRM committees shall identify elements of SA which can be systematically institutionalized into existing government systems and structures.

### **3. Capacity development and learning**

All three CE sub-components programs have considerable capacity development programs. Much can be gained in terms of efficiency from FTA, SA and GRM joining hands in capacity building and learning. The focal persons of these three sub-components programs meet every two weeks for review of their plans to avoid duplication and strategize for effective collaboration to execute their plans.

- FTA will provide budget literacy training for citizens and council members, which is also accessible to local partners of GRM and SA.
- FTA/PFM will support IPs during training sessions to woreda SACs, councils, and community structures on woreda budget alignment
- FTA/PFM and GRM will participate in the SA tool application processes including consultation workshops of CRC, validation meetings and interface meetings between citizens and service providers. The involvement of FTA and GRM's involvement keeps them informed of the process and outcomes.
- FTA, SA and GRM (EIO in this case) can also join hands and pool resources in training service providers and higher officials on budget/expenditure disclosure and transparency on service information. Considering the high staff turnover at local government level, this will be important as an on-going joint activity.
- FTA, SA and GRM need to become familiar with each other's respective tools for better coordination. For instance, what is FTA doing to promote accountability in spending, how does SA support citizens with JAP implementation monitoring, and what is the role of GRM when responses and actions are delayed.
- FTA, SA and GRM shall share experiences on gender mainstreaming and social inclusion, focusing on getting representatives of women and vulnerable groups to actively participate in meetings and on identifying women's and vulnerable groups' priorities to be an input to woreda plans and budget.
- In those woredas that are selected to transition from ESAP MDTF to IDA, the three CE sub-components programs shall coordinate mentoring woreda stakeholders on both demand and supply side while transitioning through the process.
- Documentation of good practices and lessons learnt in the respective areas are shared between the three CE sub-components programs.
- Provide expertise in each other's meetings/training workshops. For example, SAC can raise awareness on SA in woreda council meetings with support from FTA and GRM.

## **4. Implementation/coordination arrangement**

The implementation/ coordination arrangement required for the linkages at federal, regional, and zonal/woreda levels is presented as follows.

### **4.1 Federal level**

At federal level, the linkage implementation will be undertaken by a technical committee composed of the FTA, MA, EIO and WB, chaired by the director of COPCD. The linkage committee updates linkage related progress to the steering committee who provide strategic and policy direction and oversee the implementation of CE programs.

The MA handles the overall program coordination, implementation, and management of the ESAP –MDTF under the overall guidance of the SA steering committee.

The COPCD at MoF is responsible for the coordination of the three CE sub-components programs at federal level. It is also responsible for liaising with and supporting regional BoFECs in their efforts to establish and maintain linkages at regional and woreda levels.

GRM is represented through the Ethiopian Institution of the Ombudsman (EOI). These representatives ensure that they use their regional reach to accelerate the integration of GRM into the linkage effort.

## ***4.2 Regional level***

At regional level, BoFEC involving IPs, SA regional focal persons/units (ESAP IDA), and FTA and EIO/GRM focal persons meet for common matters regularly. These meetings are chaired by the BoFEC deputy head and co-chaired by one of the representatives of social accountability IPs (on a rotational basis for the co-chair). The regional SA focal person serves as secretary assisted by the FTA focal person. Other committee members include the NGO desk officer within BoFEC, the representatives of the EIO and GRM and representatives of the lead IPs involved in ESAP within the region. The NGO desk officers will bring their overarching knowledge about the projects being implemented in the region to the benefit of the linkage in areas of sustainability.

## ***4.3 Woreda Level***

The linkages at woreda level are jointly coordinated by SACs and focal person assigned by WoFED. The SA focal person is directly responsible for linkage-related activities and is a member of the SAC at woreda level together with the FTA focal person. The woreda GRM office also assigns a focal person who is responsible for linkage-related activities and is a member of the woreda SAC.