



# Citizen-based monitoring toolkit

Nkutlwe ke go utlwe

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Department  
for International  
Development

*DPME gratefully acknowledges the support of DFID to the citizen-based monitoring initiative*

# Foreword

**T**he South African Constitution, the National Development Plan and the election manifesto of the ruling party all envisage partnerships between the people and government as the basis for social and economic transformation.

Yet the reality is that service delivery protests have increased in number and intensity for the past decade. It is clear that in many communities government is not satisfying people's expectations. Yet what exactly is at issue is not always clear. In a service delivery protest in "community A" the driver of protest may be quite different from the driver of protest in "community B". Government may succeed in one aspect of service delivery in one place and fail in another thereby sparking protest.

The truth is that there is no mechanism for public servants to hear with any precision from the public and the citizens, what precisely needs to improve. Similarly within government there are few opportunities to learn from each other's ideas and innovations, much less explore solutions together and get ideas from citizens.

This is the background to the decision by the Department of Planning, Monitoring and Evaluation to pilot a citizen-based monitoring method, in an effort to achieve what has not been possible until now: citizens, government officials and local leaders working together to identify priority issues, collectively understanding the causes of these problems, what actions will be taken to address the root causes and finally how these commitments for action will be monitored.

We recommend this method to you with some excitement: Nkutlwe ke go Utlwe – together we will move South Africa forward.

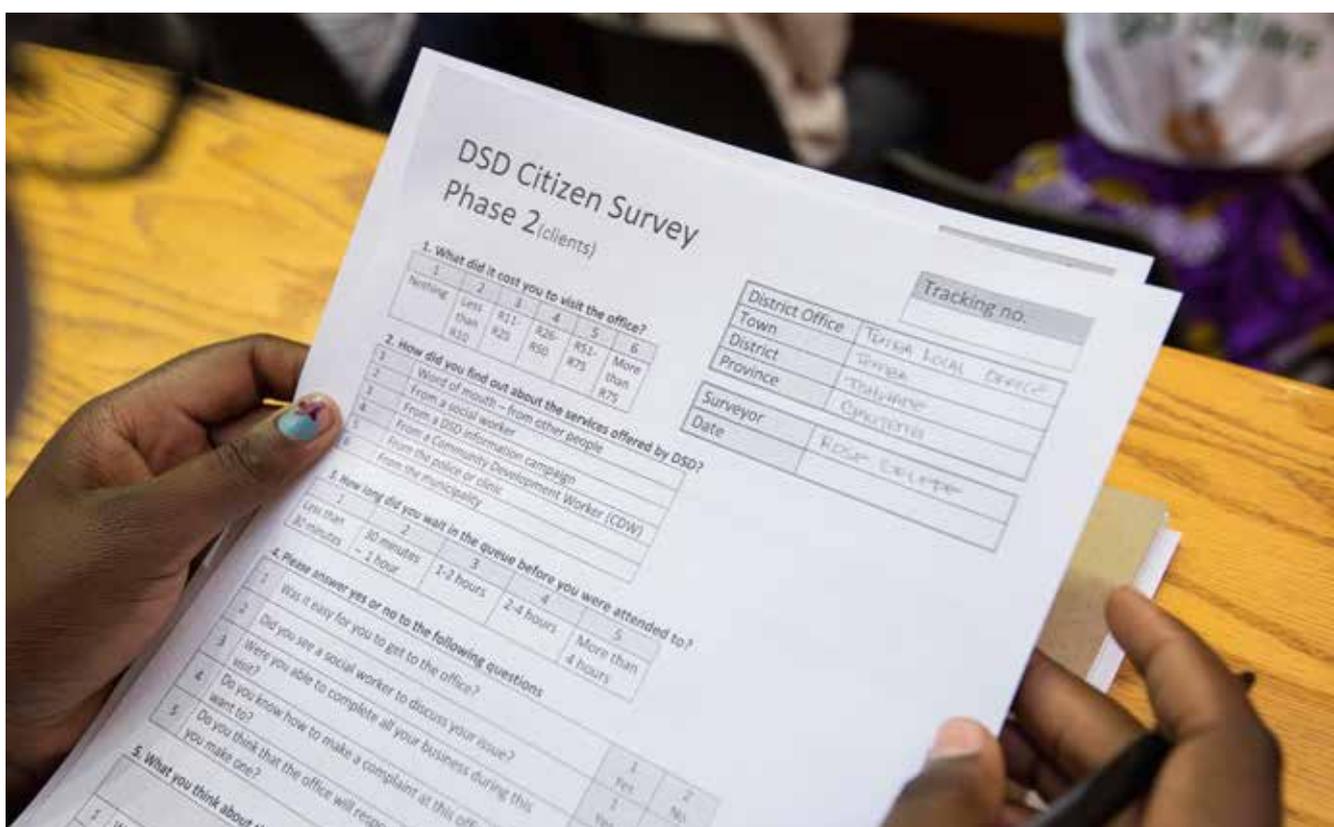


# Citizen-based monitoring invites citizens to evaluate government's services

**C**abinet approved the “Framework for Strengthening Government Partnerships for Monitoring Frontline Service Delivery” in August 2013. This emphasises building partnerships between citizens and government for effective monitoring at the point where citizens interact directly with public servants in the delivery of government services.

When Cabinet adopted the framework it also resolved that government departments involved in service delivery to the public should “adjust their monitoring and evaluation frameworks to include mechanisms for incorporating the views and experiences of citizens on service delivery”.

Over time this has the potential to make an important contribution to strengthening active citizenship, which in turn can contribute to the creation of a capable and developmental state, which is a core goal of the National Development Plan and its Vision 2030. The Department of Planning, Monitoring and Evaluation has given effect to this framework by piloting an approach to citizen-based monitoring in communities in all nine





*The citizen-based monitoring pilot has been rolled out in all nine provinces.*

provinces. The aim being to listen to communities and partner with them to improve service delivery -- both for the citizens who receive the services, as well as the frontline staff who play a key role in facilitating access to services.

#### **Find out more**

Download the “Framework for Strengthening Government Partnerships for Monitoring Frontline Service Delivery” at [www.dpme.gov.za/cbm](http://www.dpme.gov.za/cbm).

#### **A new approach**

Currently, much government monitoring requires that information is sent from where services are delivered – police stations, communities and government offices to the senior officials. This is then analysed and presented to senior decision-makers who may adjust policy and programmes to influence outcomes on the ground. Government is aware that this approach has shortcomings. Citizen-Based Monitoring shifts the emphasis to a focus on building local-level accountability through the co-production of monitoring information by citizens and frontline officials. It is designed to enhance rather than replace government’s existing monitoring systems.

#### **Why we need citizen-based monitoring**

The experience of citizens – as the intended beneficiaries of government services – is a critical component of measuring the performance of government and for the delivery of appropriate and quality services. It is therefore necessary to support and build systematic ways of bringing the experience of citizens into the monitoring of services. Citizen-based monitoring does not

duplicate or replace existing public participation structures or processes such as community development workers and ward committees. It offers the potential to strengthen the monitoring capacity of these by providing tools and methods to enhance public participation in monitoring.

#### **Law and policy supporting citizen-based monitoring**

The impetus for citizen-based monitoring, and government’s commitment to it, flows from existing legislation and policy, which places a strong emphasis on a partnership between citizens and government. This stems from the commitment made in South Africa post-1994 to build a participatory democracy in which citizens played an active role in governance that extended beyond voting in elections.

The National Development Plan, adopted by Cabinet in 2012, also underscores the Constitution’s commitment to improving and deepening public participation in policy development and service delivery design. It

says accountability at the point of delivery is a priority and ways should be found “to enable citizens to provide on-going insights into service delivery”.

#### **The CBM Toolkit – a product of learning through doing**

The Department of Planning, Monitoring and Evaluation has worked with the Offices of the Premier, the South African Police Service, South African Social Security Agency (SASSA), the Department of Social Development and the Department of Health to develop ways of bringing



citizens' experience of service delivery into the planning and management of these government services. A pilot focussed on these clusters within government, but citizen-based monitoring is a methodology for improving service delivery that can be applied to government departments and agencies across all three spheres of government.

This toolkit is the product of two years intensive work at government facilities and communities across South Africa's nine provinces. It is the first edition of what will be an annually revised publication that captures the learning and practices of citizen-based monitoring in South Africa and beyond. This toolkit is a centre piece of DPME's CBM strategy to support government departments incorporate citizen-based monitoring principles and practices into their monitoring and evaluation (M&E) and accountability systems. Future editions of this toolkit will capture the lessons and experiences from the coalface of service delivery, as DPME works with government departments, legislatures, civil society, municipalities and communities to refine, adapt and expand citizen-based monitoring practice.

## A building block for the National Development Plan

The Medium Term Strategic Framework -- the five year planning tool for the implementation of the National Development Plan -- requires that "all government departments that deliver services to the public must have at least one citizen-based monitoring programme by March 2018" (Outcome 14.4). DPME is tasked with both providing support to departments as well as monitoring their progress against this target. A new MPAT standard will be piloted in 2016 in order to track compliance over the MTSF period and on the support-side DPME will provide advice, tools and in-field assistance to government entities as they respond to this exciting and important challenge.

This toolkit and the processes that support it aim to help in this effort to bring the citizen voice into heart of the service delivery discourse. What we present here is a work in progress. We hope you will take it and work with it to build a future for our children.



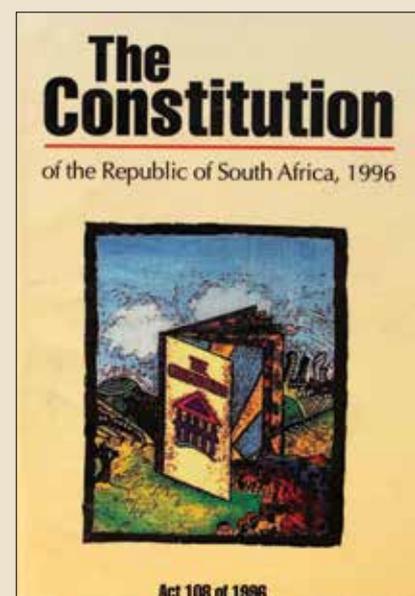
*Citizen-based monitoring aims to complement structures such as ward committees like these.*

“

### Extract from the South African Constitution

*Chapter 10 of the Constitution deals with Public Administration and section 195 says that “Public administration must be governed by the democratic values and principles enshrined in the Constitution”. The chapter goes on to list the principles that guide public administration, including public administration that is “development-oriented”. In section 195(1) (e) the Constitution says “People’s needs must be responded to, and the public must be encouraged to participate in policy-making”. Section 195(1)(g) says “transparency must be fostered by providing the public with timely, accessible and accurate information”.*

”



# Overview: Three steps to citizen-based monitoring

**T**he Department of Planning, Monitoring and Evaluation has developed a three-step model for citizen-based monitoring. This is not unduly complex and can be used in communities throughout South Africa, led by government and other role players.

Each step in the CBM method is based on certain principles, and understandings that have been gained over time. We set out some of the important ones here before going into more detail about the method.

## 1. Survey

- Around 800 surveys are administered
- Community and staff are surveyed
- Survey feedback is summarised in a report



## 2. Survey response

- Focus groups in each facility discuss the report
- Focus groups explore the core reasons for problems and challenges
- Management and staff work out what they must do, and agree actions
- The facility draws up a commitment charter which states what it is going to do, in consultation with departmental champion and other decision makers.
- A community meeting amends and adopts the commitment charter



## 3. Monitoring commitments

- Commitment charter is printed, distributed in the community and displayed in the facility
- Commitments are included in departmental plans and budgets
- Commitments are projectised and implemented
- Monitoring partnerships are established and reporting arrangements are agreed
- Community members undertake monitoring of commitments using local forums to report and receive reports
- Departments monitor and report on progress to DPME and Office of Premier



The three-step model is as follows:

### 1. Gathering citizen feedback (what do people think of the service?)

*This step aims to gather the opinions of citizens about the services provided by a government facility.*

The first step gathers the opinions of citizens about the services provided by a government facility at the local level. The most important way to get this feedback is through a survey, across the community and also with government staff. Surveys are conducted using a team of people drawn from the local community. Once the survey has been completed, the feedback is set out in a report.

#### Principles guiding the process:

- If service is to improve, those who render the service must understand precisely how it is experienced by those it is meant to reach.
- It is essential to listen to the voice of frontline staff -- those who are held responsible on a daily basis for service delivery.
- It is not enough to gather feedback from a few people. For public servants to take issues seriously and respond confidently, they need to be sure that the messages they are receiving come from a large number of people.
- Citizen perceptions may not be accurate, but if many people believe something it must be treated as if it is fact. The facility must respond to perceptions.
- Local actors are capable of doing most of the work in gathering feedback, and this participation builds the commitment of all who are involved.
- Citizens value the chance to share their opinions if they can be sure that they will eventually hear what was learnt from the sharing.
- Participants will have confidence in a process where they can see that many viewpoints are gathered.

### 2. Responding (how do we improve service?)

*Three tasks comprise the second step: to understand what the survey is telling the facility; to see how best it can respond to these messages and so improve services; and to share commitments for action within government and with the community.*

In the second step the task is to understand what the survey is telling the facility, and how it can respond to these messages. Facility staff and community people study the report that sums up the survey results, and reach agreement about the key issues that need to be addressed. Then the staff try to understand what causes a particular problem, with citizens participating in the discussion. This is done through a facilitated exercise that explores the root causes of problems. Once the cause of a problem is understood, management and staff can work out exactly what to do to improve services. A public meeting is convened and the staff share their commitments to improvement with the public. Limitations that may impede service delivery are also shared in a spirit of transparency. The commitments are discussed, and may be altered slightly based on comments from the community.

#### Principles guiding the process:

- When citizens meet with those providing services they are able to explain the effects of a problem better than any figures, sentences or diagrams.
- The real cause of a problem may be very different from the first assumptions about it.
- It is not always true that those who are 'higher' in an organisation understand best what can be done to solve a problem. Those who are usually ignored may sometimes have the best insights.
- The best way of understanding a challenge, and hence how to deal with it, is to share the perspectives of those working at different points in the system, and those who are meant to benefit from its services.
- Making a public commitment to undertake specific changes strengthens the will to act, and boosts motivation of all staff to achieve these goals.
- Discussion of proposed changes strengthens the relationship between citizens and government staff.

### 3. Sharing and monitoring the commitments (how will we know you have improved?)

*Here citizens see how they will monitor the commitments made, and government implements and reports on the commitments as core to its work.*

From this point the task is to watch and see whether the facility is carrying out its promises. Comments from facility staff, other departments, community members and others will help the facility see whether it is succeeding in improving service delivery, and community members may also start to see how they can support these efforts.

#### Principles guiding the process:

- It is only in the interaction between facilities and the people who use them that workable monitoring mechanisms can be agreed.
- Oversight of commitments by a senior government official is necessary.
- Commitments must be communicated to the public (in different ways) if they are to consistently support facility actions to achieve them, and to alert facilities when standards drop.
- Community media and communication channels (e.g. community radio, local newspapers, churches, schools, dikgotla) are vital in changing the culture of delivery, and can foster mutual understanding between government and residents.

Achieving commitments requires that they immediately guide departmental planning processes, that budget is allocated for realisation of these plans, and that they appear as key performance indicators in management performance evaluations.

Some commitments may only be achieved in partnership between certain departments, between levels of government, and between government, business and civil society organizations. This should not be left to chance; a lead actor must take responsibility for forging the desired partnership and achieving the results

# Step one: Gathering citizen feedback

This step aims to gather the opinions of citizens about the services provided by a government facility. (By “facility” we mean things like a clinic, or a police station, or a municipal office.)

## Preparation

Before citizen-based monitoring can begin at any place, some preparatory work has to be done. This will lay the foundations for a well-managed and credible process.

### Liaising with services to be monitored

When a government service decides to implement citizen-based monitoring, all government stakeholders should be informed. This includes writing letters to the relevant heads of department at provincial level, including the Office of the Premier. All staff of the facility need to understand the purpose of CBM. A date and venue for the first meeting with district and local management must be agreed, and there must be an effort to bring a cross-section of staff and affected civil society into the meeting. Local government must participate and traditional leaders (where relevant) must also be invited.

It may be necessary to do desk-top research to identify relevant civil society organisations in the area, and to identify ward councillors, community development workers, traditional authorities and other relevant stakeholders. This can also be done at the meeting of stakeholders.

### Developing the survey questionnaire

The questionnaires to be used may include generic questions such as the ones shown at the back of this toolkit. But at some places, site-specific issues emerge from informal discussions, interviews and focus groups at the start of the preparation phase. These techniques are not adequate in themselves to provide an accurate picture of facility performance, but they may alert the team to issues that should be canvassed in the survey (see the box on “CBM in Action, p. ##).

The final questionnaire is reviewed by the whole CBM team. The questions are then translated into the local language, or languages, used in the area.

### Determining the survey areas

A vital part of the preparation is to map out “catchment areas” for the service to ensure that the surveyors interview peoples at various distances away. Facility management may need to take decisions about the focus of the survey. Detailed maps of each area, with the names of places, villages or wards, are required for this planning to be done. The team must agree about how to mark survey forms so it is easy to group forms by ward and village.

When the survey is considering the relationship between government and civil society organizations, it might be necessary to access the database of NGOs and CBOs held by Department of Social Development. Survey planning makes sure that all the relevant voices are heard.

### Selecting surveyors

At an early meeting with the local authorities, one item for discussion is the method of selecting people from the community to administer the survey. Selection criteria must be clearly set out, and discussions held about the appropriate stipend or wage to be paid to the surveyors. Selection should be done in a transparent way, and ideally should not favour supporters of a particular political party, or those who are close to someone important in the community.

Surveyors can be participants in the Community Work Programme (CWP), or drawn from the social development database of unemployed youth or from the local municipality’s indigent register.

In areas where the CWP is active, the CWP site manager should be contacted, to ask if CWP participants may be used. This should be confirmed in writing, explaining the process and how long it will take, and asking approval for these days to be regarded as CWP work days. The selection criteria are shared with the CWP manager, who should provide names and contact details ahead of the survey starting.

To get a reasonable sample size, around 20 surveyors are required.

The criteria for surveyors include:

- People who can speak English and the local language and have good writing skills to accurately record what respondents say;
- People who are from the area and know it well;
- People who are willing to walk in order to conduct the surveys, in some areas where settlements are not dense distances may be greater; and
- People with community work experience or who have good people skills.

Although it has not been a criterion that only youth may become surveyors, the majority of those participating in the survey team were between 18 and 35 years.

### Processing the surveys

The immediate task after the completion of the community and staff surveys is to capture the data from the questionnaires electronically, and then to create reports showing the views of citizens and the views of staff on the various issues.



This work may take a dedicated data management team several days, although this depends on the sample size. The citizen-based monitoring pilots carried out by DPME used a sample of about 600, which is a good sample size.

On completion of the data-capturing process the questionnaires should be archived, with the ones for each facility clearly labelled and securely packaged by the organising team for future reference.

The data is analysed and presented as a report making use of tables, pie charts and other graphs. This can be done using a spreadsheet programme, such as Microsoft Excel. The report should also provide a narrative explanation of the data to go alongside the graphic representations of results.

Reports should include the number of community members surveyed and the aim of the report – for example, to identify areas where improvements can be achieved. They should try to present the information in a plain, easy-to-read style with pie charts and bar charts illustrating how different questions were answered.

The answers provided for open-ended questions in interviews, as well as information coming from focus groups and conversations have to be summarised in a written report. Actual comments can be recorded in the report

Finally the report should also include an analysis of the results, written as a narrative accompanying the charts illustrating the results. The credibility of the report is based on the accurate collection of data and the drafting of a report that reflects this in a fair way. It is important that the way in which data is collected and presented is clearly explained.



## CBM in action

### Process plan used for introducing CBM at a community where multiple government services are to be monitored

This is how DPME went about preparing the ground for a CBM process. This would be different if the head office of a particular service wanted to implement a CBM process. Similarly if it was a district office, the process of preparing the ground would be different.

The important principle is that the CBM exercise is understood, approved and supported by the officials that will be responsible for implementing improvements. If this does not happen then you will have spectators to your process and the responsible officials will disown the outcome of the improvement process.

1. Write to the Office of the Premier requesting to write to the relevant Heads of Department (the participating service, Cogta, any oversight departments for that service). This letter informs the HoD about the upcoming CBM activity and gives background and purpose. Most importantly it requests the HOD to nominate a CBM champion. This champion becomes the contact person for DPME as well as the officials at the facility being monitored.
2. The Premier's Office then convenes a meeting of the champions, to brief them about the CBM process and purpose. Because DPME was implementing a pilot, this meeting was used to select the pilot site, so that all participating departments could discuss and agree on where the work should focus.
3. The sector champions, with the support of the Office of the Premier arranged a meeting of local level officials and leadership. This was usually convened under the leadership of the mayor or municipal manager responsible for the community where the CBM process was to be done. This meeting had three



- objectives: (i) to give the local level officials and community leaders a clear understanding of what was going to take place; (ii) to agree on the process to select the community survey team. The task of recruiting this team was assigned at this meeting; and (iii) to agree on the date and venue for the community meeting when the results of the survey and improvements plan will be shared.
4. The forth wave of engagements are scheduled at the start of the training of surveyors and take place at the facility that is to be monitored. This meeting is convened by the facility manager (eg the police station commander), includes staff and community structures. This meeting must agree on the survey plan. It also allows other people who have not yet had a chance to understand the upcoming CBM process to get on board.



## CBM in action

### Recruiting and training a surveyor team

Rumbles of discontent stain the air as a group of surveyors walk into the training room. We are in Kabokweni, and this is day two of surveyor training. The enthusiastic singing that marked day one has given way to whispers, and tension is rising. As usual the CBM facilitators launch training by doing a 'check-in', to create a safe space for participants to express their views and feelings. Participants are invited to share what's happening for them; their mind space and whether there is anything they would like to throw out of the window so as to be fully present in the room. Yet nothing is said about the restlessness and unhappiness so obvious and visible in the room. Attempts by facilitators to air out the issues draw a blank.

Just as we are about to start the business of the day, a surveyor stands up and plays open cards. "We are unhappy about the R75 a day stipend we are getting; how can surveyors be required to have Grade 12 and yet be paid such peanuts." It is clear she speaks for everyone; the tense faces nod their displeasure.

Training is put aside in favour of a discussion around a stipend that surveyors perceive to be a "disgrace" and an "extreme form of exploitation". It turns out that money is not the only problem: surveyors claim that councillors in branch meetings said that they were being deployed - a term normally used for permanent jobs. They are surprised to discover that the programme is of such a short duration.

Driven to do the work despite dissatisfaction, some surveyors urge that we continue and that lessons for the future be drawn from the discord. Others insist that the money be increased before we can move forward.

Although it is tempting for facilitators to leverage crumbs of support and positive energy, they see that it is desirable for the air to be cleared, so that everyone agrees on a course of action and is comfortable to embark on it.

Involvement of local leaders in resolving the dispute proves helpful. Facilitators and surveyors convene a meeting with councillors. At this meeting, chaired by the Office of the Premier's representative, facilitators are stunned when councillors announce that the 'surveyor rate' was not shared at the meeting of the CBM team with the Office of the Premier. They suggest that this omission was a ploy to get them to support the programme regardless of the conditions; they feel duped. One councillor demands to know why the stipend is below the farmworker rate and the explanation that the surveyor rate was benchmarked against the Community Work Programme rate is dismissed

### How surveyor recruitment happened in Kabokweni

Councillors together with the Local Municipality and Office of the Premier (OoP) held a meeting where after much debate about the use of Community Development Workers (CDWs) and ward committee members as surveyors, a recruitment strategy was agreed upon. This involved recruiting from each ward an agreed number of unemployed Matriculants with considerations for gender balance. Councillors recruited and submitted a list of 40 candidates and their accompanying CVs to OoP. Some ward committee members were displeased about 'being kept in the dark' as far as recruitment of surveyors was concerned.

as insufficient and weak. "Even if you say this is not employment but voluntary work, it must still factor in the high levels of unemployment and poverty in communities."

It turns out that short term programmes such as those initiated by the Department of Social Development pay people per hour. The Expanded Public Work Programme rate of R100 a day is discussed and it is finally agreed to benchmark surveyor stipends against this. Councillors caution about the need to always check council resolutions and specific rules that govern projects in different provinces. The immediate crisis is solved.

The key role played by councillors proves to be a double-edged sword. It saves effort for them to select surveyors, but giving them the reins on recruitment also invites discord into the CBM. Factional battles, political agendas and the entrenchment of patronage networks come into play, as well as the entrenchment of political and elite control over local resources and activity. The facilitators recognize that any of these factors can imperil the process, and every surveyor selection process has borne this in mind. But as the CBM progresses they find increasing contestation about the simple matter of surveyor selection. In early phases, three broad mechanisms were followed: where there was a Community Work Programme, participants were chosen in consultation with the site manager; in other cases surveyors were selected from local organizations (in one case members of a choir formed the bulk of surveyors); or more commonly were drawn from the municipality's indigent list. Clearly selection is something that cannot be taken lightly.

## CBM in action

### Planning to conduct a survey

Cluster heads and station commanders are bubbling over with excitement at what CBM offers, and the vista of possibilities for service delivery improvements driven and informed by citizen voices. The glint in the eye of the Community Police Forum chairperson is hard to ignore, he shows his determination to be part of the process and bring the community on board. We gear up for the next step in the CBM process - gathering citizen feedback through a survey. The mood is set for success... but not until we work out the best way to do the survey.

At Kabokweni SAPS, the Communication Officer, a Warrant Officer responsible for community policing and the CPF chairperson are nominated to be part of the survey planning and coordination team. The warrant officer whips out a big map of the station's catchment area and sprawls it across the table. The exercise involves categorizing survey areas according to rural/semi-rural/urban as well as their distance from the police station – there is an inner circle of the

nearer areas, a central circle of those slightly further away, and an outer circle of areas that are at quite a distance and sometimes hard to reach.

We try to combine these two category sets, to get an outer rural sub-area, an outer semi-urban sub-area, and outer urban sub-area then a central rural, central semi-rural and so on. As we decide on these sub-areas we number them and this number is shown on all the questionnaires that are sent to that place.

The conversation does not end here. We realise that we cannot finalise the survey plan without the insights of the surveyors, who come from across the district. Called in to look at the plan and the sub-areas we have chosen, they point out that some wards are too far apart, some areas do not have a consistent transport service while pathways in some areas are only accessible on foot. Some of the surveyors now table a point we had not thought about at all: they believe that the survey plan should factor in possible political risks.

They agree that in many respects it is ideal to have surveyors work in areas where they are known and



familiar faces. However they may face resistance in their wards if people start to associate the CBM effort with their political party work. They share the view that most people are used to surveyors conducting door-to-door campaigns in their wards on behalf of political parties. Armed with this new information, we revise the list of sub-areas to be surveyed and allocate surveyors to each sub-area. It is agreed that two surveyors will be placed at each facility so they can get the views of people who have just received the service. Once we have organized name tags to identify each surveyor, it's all systems go.

Transporting surveyors from one area to another is an important aspect to consider in planning a survey, and can present a logistical challenge for the CBM team. In Wolmaransstad, SAPS resolves to use two 15-seater taxis belonging to the police station for this purpose. The station has identified farms on the outskirts of Wolmaransstad as survey priority areas. Unfortunately one of the taxis is still at the workshop at the time transport is needed, so the police make available a police van. There are two unplanned consequences: in the first place the van has to make two trips to drop the surveyors and two trips returning which cuts away at the working day; in the second place the fact that marked police vehicles were used brings a measure of wariness to some respondents when they answer the questionnaire

### **Survey process**

Each morning there are brief meetings with surveyors where registrations are done and the daily plan and questionnaires distributed. These meetings are conducted at strategic points with different teams, so as to minimize the logistical problems and costs needed for the transportation of surveyors. All meeting places are agreed in advance and contained in the plan. When planning the survey in Temba it emerges that a certain section, Unit D, consists of employed middle class people, so plans are made to conduct the community survey in the evenings to include the views of these people who are at work during the day.

We mull over how to do the staff survey in a way that mobilizes the interest and participation of staff. In an early CBM experience in Phuthaditjhaba survey forms were distributed through management. This turned out to be a very bad idea, and the response rate was extremely low. We do it differently in Kabokweni; we arrange sessions with staff to share the idea of CBM and to emphasize why their voices are important. Survey forms are then given to each person in envelopes. Staff suggest that in addition sealed boxes should be placed where anonymity is assured. At SAPS it is agreed to place the box outside the HR office, while at SASSA officials indicate that they are comfortable with it being placed in the reception area.

## CBM In action

### Producing the reports

During the early phases of the CBM pilot, the analysis of the quantitative responses (where the questions had a fixed set of possible answers) were done by an external team of data analysts. The open comments, where citizens were responding to questions such as “what is the improvement you would most like to see at X facility” were omitted from the first round of reports as the analysis was deemed too complicated.

During the second phase of the pilot, the CBM team got more hands on with the production of the reports. Using Excel the team produced the graphs and analysed the open comments. A straight forward coding system was developed for the open comments. It was done as follows:

1. During the data capturing the open comments were captured together with the rest of the survey data into a spreadsheet.
2. The comments were then coded. This was done by inserting a column next to the comments column and coding the comments using key words. For example:

Open Comments	Coding
We have to wait in the sun and rain, we are old and suffering. They must stop being rude to us. We are people	Infrastructure Staff treatment

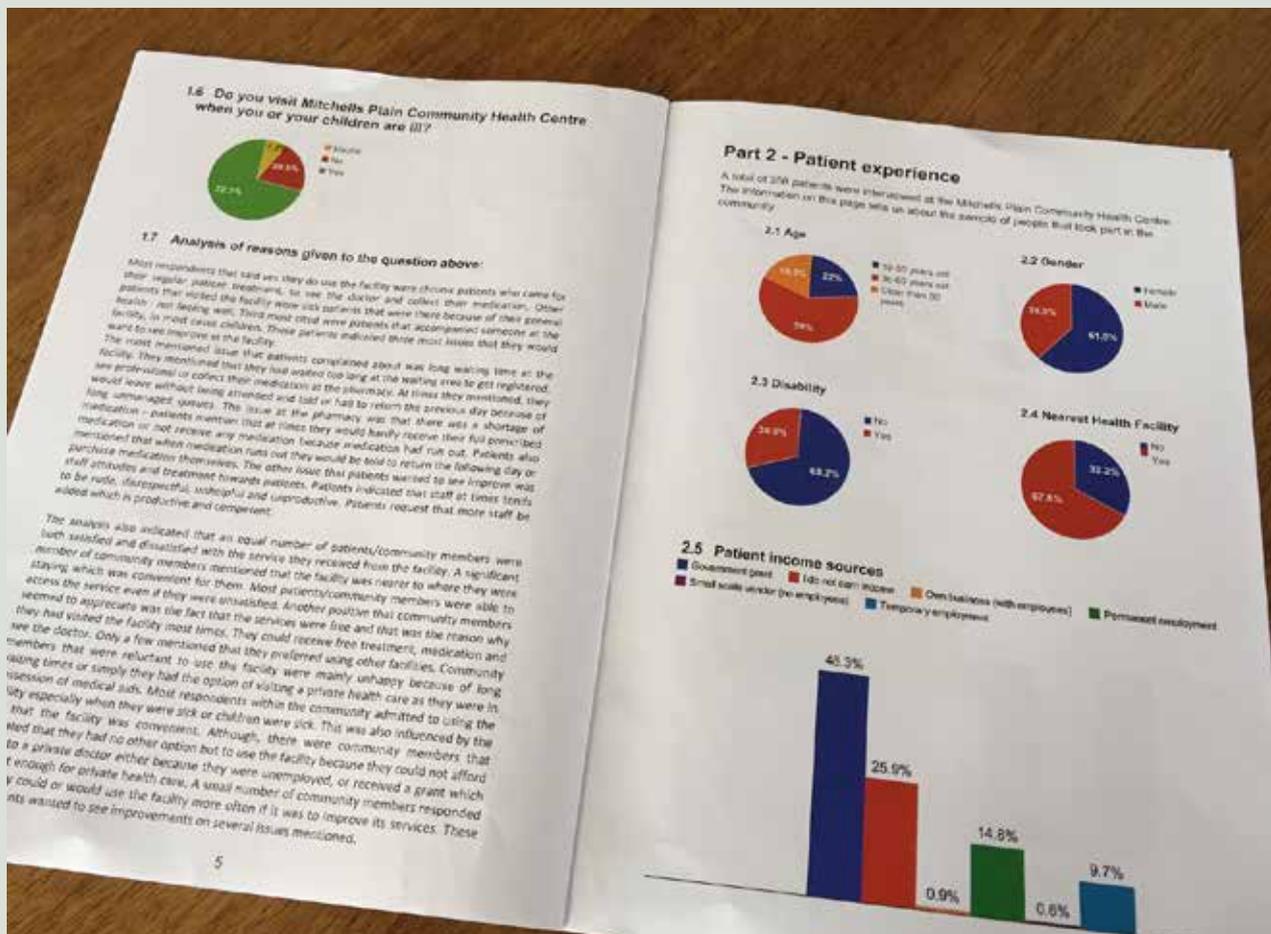
Once all the comments were coded in this way, then Excel’s filter functions were used to analyse all comments coded against a particular code word. This technique was used to determine what the most common responses were, and to develop a narrative summary explaining what the comments in a particular category were saying. An example of this is presented below:

Issues	Count	%
INFRASTRUCTURE - Lack of shelter at pay points was the number one issue for citizens. Respondents requested that a covered shelter be built or at least nearby structures be used for payments e.g. a community hall, tent or school. Citizens often made specific reference to the bad weather conditions they faced when waiting for payments. They get rained on, frozen and burnt by the sun. But what is most unsettling to them is feeling unsafe at the pay point because they are exposed to criminals when they receive their money. A small number of respondents requested chairs (5) and toilets (1).	195	44.83%
IMPROVED SECURITY – The second most frequently mentioned improvement was the need for improved security. Citizens request payment be made in a safe and secure environment. The participants feared criminals and two participants reported being mugged on their way home from the pay point. Grant recipients requested more security guards be placed at the pay point or the presence of police officers.	74	17.01%
POSITIVE RESPONSES – A number of respondents answered this question with a positive response, saying they were satisfied with the services.	51	11.72%
IMPROVE CLEANLINESS – People demanded that the pay point area gets thoroughly cleaned as it is filthy. Participants reported filthy water at the pay point area and they feared getting sick.	36	8.28%
UNLAWFUL DEDUCTIONS - Participants complained about deductions made from their grants without their knowledge. Here are some of the reasons that participants shared for grants deduction that they received: “Kwehle indlela abayitsala ngayo imali besithi asiyisebenzelanga,” said one. “Zezi mali zitsalwa kuthiwe zezoo gcina amaa card ngase ziphele,” said another.	26	5.98%
BETTER QUEUE MANAGEMENT SYSTEM - Participants urged the office to manage and direct queues better. Participants complained about long queues that are unsupervised. Two participants request that at least a queue marshal or security guard be put in place to supervise and assist people while they are queuing. 13 participants wanted the disabled and elderly to be prioritised at the pay point, and not to queue. Two participants request automatic payment machines.	25	5.75%

<p><b>ACCESSIBILITY</b> - Participants requested that more pay points be established much closer to their homes. Two participants mentioned that the distance to get to the pay points makes it difficult for the elderly and disabled to access services. In the villages they also said it would be “nice” if the roads could be improved. In addition five participants requested transport to access the service more easily, especially those from distant villages</p>	14	3.22%
<p><b>STAFF TREATMENT</b> - Staff should communicate much better with clients at the pay point. Staff should be friendly, treat elderly with respect, intervene where there is a problem and pay attention to people’s complaints. “Sihoywe xa sikhazala, singa siwa ngapha naangapha, sibadala siigugile.</p>	9	2.07%

The graphs and tables with the analysis of the comments, together with a report from the survey team were then compiled into a report using MS Word.

During the third phase of the pilot the production of the reports was automated, with the assistance of Wits University’s Johannesburg Centre for Software engineering. The system was developed to automate the analysis of the quantitative data and the layout of the reports. The analysis of the open comments must still be done off the system and then copied into the web-based system before the production of a report. This system has been configured to support the Phase 3 surveys for Police, Health and SASSA. This system will continue to be developed so as to automate analysis for other sectors.



Once the community survey is complete, the results are collated and a report produced.

# Step two: Responding to the feedback

This step uses the feedback from community and staff to stimulate discussion and problem solving on challenges and to draw lessons from things that are rated highly. It should include presenting the results from the survey to local people and government officials; selecting priority issues to focus on, understanding root causes, agreeing on actions to address problems and sharing these with the broader community in the form of a commitment charter.

## Presenting the results of the survey

The work for presenting the findings of the survey needs to begin right at the start of a CBM process. When the concept is presented and discussed right at the start, one of the discussion points should be about who should be in the room when the findings are shared.

The more inclusive this is, with senior government officials, managers, staff, community leaders, survey team members, local councillors, religious leaders and civil society organisations, the more impact the process will have.

Presenting the findings of the survey completes the survey cycle and prevents unhappiness about “people just taking information and giving nothing”.

It also lays the foundation for the really important part of the CBM process – turning feedback into commitments for actions for change.

The meeting is usually opened with a welcome from the most senior local authority representative present, who may be a traditional leader, mayor or a government or municipal official. Following this introductory comments are made by the facilitator. These comments recall the process of citizen-based monitoring so far, and reminds all those present that the intention at the end of the week is for the facility to announce an improvement plan that responds to the concerns of the community and staff.

The presentation of the survey results needs to be done in a way that everyone understands the results. This means the design of this feedback session needs to take into account issues of language, literacy and shared concepts. You may well find that you have a diverse audience. We found that allowing the audience to form small diverse groups and discuss the findings helped those struggling to understand the language of graphs and numbers. When the task of choosing priority issues from the survey results is given to these groups, the learning is deepened.



*A public meeting is convened to report back on the findings of citizen-based monitoring.*

### Choosing priorities to tackle

The feedback from citizens and staff may include many issues that need attention. But trying to tackle everything may result in the process being overwhelmed. The aim of any CBM exercise is to have a positive impact on things that matter most. This requires a prioritisation exercise. Again the more people are involved in this the more credible the process is. We recommend using the public feedback meeting to do this. As proposed above this prioritisation can be done in small group discussions (no more than six people) where each group is asked to choose their top five issues that they believe should be tackled – based on the feedback from citizens and staff. A final list of priorities is then agreed based on the selections done by the groups.

### Getting to the root cause

Often the cause that most people believe is behind a particular problem is a symptom which itself is caused by something else. Getting to this root cause will allow the problem to be solved. Taking to solve a problem by focussing on a symptom will not achieve lasting results. We used a technique called ‘the five whys’. This involves a facilitator working with a group of people who experience the challenge from different points of view (for example patients, nurses and managers) on a particular problem (for example long waiting times at a clinic). The facilitator asks the question “why?” to the group, challenging them to dig beneath the layer of symptoms to the root causes. This technique provides rich discussion and learning, allowing people to understand a problem from different perspectives.

### Agreeing on actions to address the root causes

Identifying a root cause makes it easy to see what needs to be done to improve a problem. For the CBM process to produce results, there must be a set of actions that respond to the root causes. In our experience the group will first say that more resources need to be provided. This is particularly common when the people in the group feel disempowered and believe that all solutions lie outside of their control.



*Facility managers report back to the community at the public meeting.*

Although resource constraints are real a challenge, these are often worsened through inefficient resource distribution and allocation. The facilitator must therefore encourage the group to see how to do more with what is available and how to get more of what is currently out of reach. This can be done by organising in different ways, sharing information, new creating new partnerships and revealing unseen opportunities.

The facilitator must work with the group to develop a list of commitments and actions that are in the control of the group. Citizen groups may take responsibility for some of these and staff may agree on others. Managers may need to negotiate with their superiors to unlock resources where possible. Having senior managers on board at the outset will increase the possibility of using a CBM process to address systemic challenges.

### Sharing and refining the commitments with community members

The work should be shared with the broader community and discussed before finalising the commitments and actions. This strengthens the commitment to action, as well as getting the insights of a bigger group. This meeting can be planned as a community celebration, signalling the start of a renewed commitment to partnership and shared problem solving.





# Developing the root cause analysis

Turning feedback into commitments to take action is a key part of the citizen-based monitoring method developed by DPME. The CBM method draws on numerous problem-solving and participatory techniques. The root cause analysis (originally developed by NASA) is used as a participatory diagnostic exercise. The facilitators encourage the participants to dig down to the root cause of a particular problem by asking “five whys”. The process aims to then identify a counter measure to address the root cause.

Below is an example of how this was used to understand the very poor citizen feedback on the cleanliness at a health facility.

**FACILITATOR:**

*The patients complain about the clinic being dirty. Why?*

**NURSE:**

*Because the cleaners do not do their job properly*

**FACILITATOR:**

*But why?*

**CLEANER:**

*Because we don't have cleaning chemicals and we only have one mop and bucket.*

**AREA MANAGER:**

*That is not true, you do have equipment and chemicals*

**CLEANER (getting frustrated):**

*We don't have them. I know I work with them.*

**SUB-DISTRICT MANAGER (Addressing the cleaner):**

*Don't speak to your superiors like that. That is insubordination.*

At this point there was a clear shift in the mood in the room. The nurses and cleaners showed with their body language that they were very angry, but not willing to give expression to this anger. The managers, continued as though nothing was wrong. The facilitator needed to intervene to get the group to acknowledge the shift and to find common ground to proceed. This was done through “naming” the issue and then focusing the attention away from the conflict towards a shared understanding that there were different views in the room.

**FACILITATOR (sitting down)**

*Wow, I don't know if you all feel it, but the mood in the room suddenly changed. It seems like people are feeling angry*

*Participants nod.*

**FACILITATOR**

*This is actually a good illustration of why we have this slogan NdiveNdikuve (Hear me, so I can hear you) for the CBM work. What it seems to me is that we have two different beliefs – one held by Mrs X (the cleaner), and one held by Mrs Y (the Sub-District Manager). Both people clearly believe in*



*what they are saying. Do you agree? I would guess that both have information that makes them believe they are right.*

**FACILITATOR**

*Could we rewind back a bit and then try to find a root cause that we all accept?*

*Participants nod.*

**FACILITATOR (asking the cleaner)**

*So why do you not have the equipment and materials?*

**CLEANER**

*Because it doesn't get ordered when we need it; when it runs out or breaks*

**FACILITATOR (asking the area manager)**

*Why does it not get ordered?*

**AREA MANAGER**

*Because they don't tell us in time that they have run out.*

**FACILITATOR**

*Why don't you tell them?*

**CLEANERS**

*Because they don't listen*

**FACILITATOR**

*But why?*

**FACILITY MANAGER**

*We don't have system to manage and order the cleaning materials.*

The process has uncovered a root cause: there is no system for managing cleaning equipment and materials at the health facility. The obvious counter measure is for the manager and cleaners to develop and implement a stock control and ordering system for equipment and materials.

This then becomes one of the actions that will be monitored in the third step of the CBM activities – to see whether this is happening and whether the counter measure is effective in addressing the problem – namely dirtiness at the health facility.



*For CBM to succeed all participants should feel that they are part of the process.*

## CBM in action

### Ensuring inclusivity

The first day meeting of Nkutlwe week is attended by facility management and staff, from provincial, district and local level. It is also attended by community organisations, surveyors and some beneficiaries.

Ten tables of participants are deeply engrossed in the task. But at the end of the room one table is distinguished by its quietness. Dignified elderly ladies speak softly to each other in pairs, their eyes looking out at the rest of the room. Then one of them gathers the courage to stand up and come to the facilitator, gently taps her on the shoulder and says in Setswana “Ngwanake, rona ga re tlhologanye gore re tshwanetse re dire jang” (my child our group doesn’t understand what we are supposed to do).

Without thinking the facilitator explains in Setswana that the first step is to read what it is in the report (as had been shared carefully already) and then discuss as a group what you think are priorities. Then the facilitator notices the baffled look on the old lady’s face, and she remembers advice from the CBM facilitation training: “be in the moment, try to understand where she is coming from; try to see from behind her eyes what the problem is”. She notes for the first

time that koko said “rona” (we). This means that the whole group is having trouble engaging with the report. She takes the old koko gently by the hand and says, “Tla re boele ko mannong re bone gore re ka dira jang” (lets go back to where you are sitting and see what we can do).

The happy smiles from the rest of the group, and the way they hold the report as the facilitator and koko approach makes evident to the facilitator what she should have thought about beforehand. There are two levels of difficulty. First the report is in English. Second, even if the old people can read that language, they will struggle to make sense of the graphs and percentages on each page.

What to do? It would take a while for the facilitator to go through the report page by page in Setswana with this group, and this would prevent her from attending to routine questions coming from other groups. She looks thoughtfully at the other groups, all discussing the report. She asks each lady to take their chair and join in with the different groups. So happy is the group that as they stand up one koko says, “a mosetsana o montle” (such a beautiful girl). The facilitator understand that this remark is not about physical beauty but shows appreciation for the consideration that has led to a solution.

# Step three: Monitoring the commitments

This step is focused on ways to make sure that the commitments and the actions to achieve them are implemented. Research has shown that when a project is monitored by both community structures and by government supervisors it is more likely to succeed than if it is only monitored by one of these groups. This section provides advice and lessons on how to monitor the commitments for improvements

### Publicising the commitments

The commitments made during the CBM process need to be widely available and in the hands of both citizens and government officials. We found the best way to do this was to publish them in the form of a commitment charter. This was produced in both poster (A1) and flyer form (A5). These were distributed to citizens, community leaders, councillors, made available at the government facilities and sent to the officials who are responsible for overseeing service delivery. It is a good idea to make the handover of these commitment charters a public event, that follows the community meeting after three months or so. This keeps the momentum and allows people to keep the commitments fresh in their minds and plans.

### Ongoing reporting to community structures

There are many role players who can participate including citizens who have been part of the process, statutory civil society structures such as Clinic Committees and Community Police Forums

which can make the commitments standing items on their agendas.

Community and other media can also monitor the commitments by interviewing facility and departmental management from time to time to monitor the progress.

Local government councillors and traditional leaders (where relevant) should invite officials to report on progress at public forums.

What is key is to keep the commitments visible and to have agreed ways that citizens and community leaders can get progress reports and participate in problem solving.

### Oversight from government

It is important that officials at the facility level are supported and held accountable to deliver on commitments by their supervisors. The work done in the first step of the CBM monitoring cycle to get the right government decision-makers on board is key here. They need to incorporate the commitments into budget plans and reporting processes. If this is not done the facility managers will not be supported to achieve progress on the commitments made to citizens. This will sour the relationship between government and communities and add fuel to the fires of discontent.

## Step three check list

**These are the requirements to ensure follow-through and meaningful and sustained improvements in service delivery.**

### What you will need:

- List of commitments and actions with timeframes, including commitments and actions for reporting to community structures and stakeholders
- A printing and distribution plan for commitment charters, including to local media.
- Follow up meeting with stakeholder group three-to-six months after feedback week (Step 2)
- Commitment from the government facility to provide regular progress reporting to community and civil society structures
- Reporting arrangements inside the government department, so that the commitments are tracked through the quarterly performance reporting system.
- Agreement on what citizens can do if there is no progress or reporting on the commitment. Here the Office of the Premier and DPME should play a role.
- Agendas and attendance registers for each meeting

### Notes


## CBM in Action

### Invitations to *Nkutlwe ke go Utlwe*

At Batlharos in Kuruman the CBM team divides labour from the outset, some communicating with facility management and some focusing on the community. The constant communication with facility champions and the hands on involvement of the Office of the Premier leads officials to show great interest in the process. This group is invited to attend the *Nkutlwe ke go Utlwe* at the introductory meeting as well as every other meeting that follows. It is this group of people who help identify the venue for the event and who take on responsibility to secure the location.

The first community invitation is made through the local radio station during inception week. During the survey week surveyors hand out invitation stickers to every interviewee so that they know about the date, time and venue of the final community meeting. When the day comes, a month later, it is pleasing to see many members of the community in attendance. The *Nkutlwe ke go Utlwe* report back meeting in Kuruman brings together close to 300 people.

In Wolmaransstad, North West, we follow the same strategy, but add two further steps. We post details of the *Nkutlwe ke go Utlwe* time and venue in public spaces (supermarkets, clinics, community halls), and conduct loud hailing across the community at morning, noon and evening of the day before the meeting. But perhaps the choice of day and time, at 09h30 on a Saturday morning, makes it difficult for people to attend. Despite all the preparation, attendance is around 60 people. The *Nkutlwe ke go Utlwe* is still successful: a superb local chair facilitates a process that brings all voices into play, and a vigorous and engaging conversation ensues. The SAPS officers whose service is the object of the CBM leave the discussion with a sense of purpose and great excitement, as do the community members.

## CBM in action

### Working with community media

The role of community media is crucial in bridging the information gap that exists in many communities between citizens and government. Community media – local newspapers, radio and television stations – has an important role to play in promoting and advancing the citizen-based monitoring (CBM) process.

This is because community media is often closer to the issues affecting communities than larger commercial media. Community media also defines its role in terms of serving local community interests and generally supports the ideal of a participative democracy.

Community media can reach local communities and share information about what government services should be available to them, how they should receive them and what the quality of these services are. Community media can also serve as a platform from which to build constructive relationships between the government and the people it serves.

A key issue that emerged during the citizen-based monitoring pilot project was the extent of the information gap between the frontline staff in government facilities, such as police stations, clinics and social welfare offices, and the community. This shows the need for an ongoing flow of information to the community on issues such as social grants, health and police services, so that both frontline staff and the public have a clear understanding of their respective roles, rights and responsibilities. When changes are made to the way these services are delivered, community media are an information channel that government can make use of to keep citizens informed.

One way is by including citizen-based monitoring in a radio station's programming or in

its articles. This could be done by inviting frontline staff on-air to talk about services their department or organisation offers, and how the community can access these services, as well as providing key information such as the relevant office's contact details. In community newspapers, interviews or articles could serve this purpose.

The community can also be given the opportunity for a question-and-answer session with the frontline staff, making them more accessible to the people they serve and to clarify important issues.

Community media can also play a part in the citizen-based programme in areas where it is being implemented. This can be achieved by covering the process, explaining the steps and presenting the views of members of the public, community members conducting surveys, frontline staff and their managers.

Frustration with service delivery issues is often exacerbated by government department contact persons not being accessible to the media. This may be due to the frequent change of personnel, lack of contact details and inadequate or delayed responses to requests for information and comment.

Community media should be seen as an essential information channel that helps government to meet its obligation to ensure access to information as set out in section 32 of the Constitution. This says that anyone has the right of access to any information held by the state. The free flow of information about government services is essential to the healthy functioning of the developmental state and its relationship with citizens.



*Community radio and other media can play an important role in ensuring that service delivery commitments are monitored and challenges shared with the public.*

## CBM in Action

### Developing commitment charters

Getting a list of simple and achievable commitments and actions is a really important milestone in the CBM process. This is what will be monitored – by community members and by government.

The commitments must respond meaningfully to priority issues raised in the community and staff surveys. The actions must respond directly to the root causes identified through discussions. They should be specific and simple and they should fit on a single page. Most importantly all the actions must be owned – or championed – by someone who was part of the process. It is not meaningful or responsible to commit someone else to an action that they did not agree to.

The commitment charter must be a record of agreements made in the process, not a wish list.

Developing the commitments should be done with a diverse stakeholder group and must include decision makers. Remember that the actions must be owned by people participating in the process. Where decision makers are not available, then actions such as setting up a meeting with the decision maker should be recorded. The commitment charter is a record of agreements made through the CBM process. It is the key tool for monitoring the commitments.

### Using local languages

The commitment charter aims to get everyone on the same page about what is going to be done. This means that draft commitments and actions are discussed at the community meeting before being finalised.

They need to be made available in the languages that are used by the local communities. The process of developing commitments – or Maitlamo, or Izibophelelo – in local languages can be a really valuable part of the process. During the CBM pilot this translation was always done with local people – so that local dialects and meanings were captured. Translation was not an outsourced professional service that followed the CBM process, it was done as part of the group work that delivered the commitments and actions. This built ownership and participation. At the community meetings the draft commitments were written up on flipchart paper. These were done in the dominant local language.

### Distributing commitments

The commitment charters – once they are formally adopted by the responsible government department - must be widely distributed. How this is done depends on the local conditions, available resources and the target audience. If there is no money for printing then photocopying

### About the commitments

These are statements of intention. They do not have to be specific, but must capture commitment to make meaningful change where it counts – Examples of commitments would include: We commit to reduce waiting times at the Pharmacy; We will eliminate drinking on duty etc. A commitment should be clearly understood by a citizen.

**Actions** – The actions are specific, measureable, actionable, realistic and time based steps that will collectively result in achieving the commitments. They should be informed by the root causes. These actions need to be measured and assessed to see whether they are achieving the desired outcome. Remember that the actions are just ways to achieve the commitments and they should always be measured against this purpose.

works well. Where this is not an option then pen, paper and local creativity will do the job. Make sure that the commitments are distributed to community leaders, local government councillors, churches as well as through the participating government offices. Senior managers should also receive copies of the commitments and reports on progress. The aim is for the commitments to be visible and for them to be in many hands. This will create naturally create the conditions for accountability and allow for community leaders to request progress on the agreed actions.

## CBM in action

### Rolling out CBM in a rural community

At the heart of the CBM exercise is the collection of hard data from communities and frontline staff. The results are analysed and captured in a report, which in turn forms the basis of very important discussions about problems and the root causes or issues that give rise to the problems. This second stage is where real understanding begins and, once that insight is achieved then commitments can be made regarding concrete steps forward on the road to improvement.

The surveys are administered by members of the community, who are carefully trained and supervised by the CBO, which in the pilot was an organization called the Seriti Institute. At the same time as the survey process is undertaken, there are also preparation and preparatory meetings and discussions, between the CBO team and staff from DPME, other government officials, frontline staff, local leaders, and members of the community.

The value of these discussions cannot be underestimated, as they provide insight into critical local issues and circumstance, and a sharper focus when analyzing the feedback gathered in the survey.

“The role of the NGO or CBO is essential,” says Unathi Nikani, who has been involved in the survey’s implementation in many of the areas. “CBM is a government-approved programme, led by government, but the fact that the survey is done by an organisation that comes from the outside, in partnership with the community, seems to give everyone the freedom to speak out. In the process, you make an opportunity for people to really share their experiences.”

The challenges of implementing the survey in rural areas, as opposed to an urban context, are very real.

“The basic requirements we are looking for are community members who have at least a Grade 10, good written and spoken skills in English and the most common language in the area, and preferably some interest in and involvement with community initiatives,” says Unathi.

In rural areas, it is also critical to work through the municipality, which is the custodian of the area, and to confer with the local traditional leaders, who often have a keen insight into developmental issues and government services, and assisting communities.

“The councillors and the chiefs must be involved before the work begins, as much as you have already had meetings at provincial, district and local level to prepare the way,” he says warning that without this buy-in there may be problems later.

“The Amakhosi in particular will need to know how this will benefit the communities. They have



their own meetings with people, where they can also introduce CBM, explain the benefits and endorse the process. Enabling that partnership increases the level of energy.”

In some cases, it may be difficult to strike a balance between consulting and involving traditional leaders and councillors and attempts to influence, or even prescribe, who should be employed as surveyors. It is preferable for recruiting purposes to use the community works programme, a municipal indigent register or the Department of Social Development’s database of unemployed youth.

A critical issue in rural areas is the vast distances between service delivery points and communities. This makes it difficult for the surveyors to get around from place to place, and they may not be familiar with the entire area



even though they have grown up there. Transport is not always available, and presents logistical challenges for the CBM programme.

“One of lessons we have learned is that before recruiting surveyors, the meetings need to take place at which the focus or ‘catchment’ areas for the survey are decided. Then the recruitment process can ensure that surveyors can get to these areas more easily.”

One of the criteria for selection is that surveyors should be familiar with the area and should be willing to walk.

Another factor that needs to be recognised is the low levels of literacy in some rural areas, even if surveyors have the required academic qualifications. The survey is available in English and the language used in a particular area.

“It’s important that the translation is tested within the area as some of the terminology may not be what people in communities are used to, or the words they use for particular things. This could affect the accuracy of their responses.”

The training needs to be done slowly, with practical administering of the survey, which then can be discussed to ensure that the surveyors fully understand both their task and the issues that are being inquired about.

Overall, being a surveyor and gaining greater familiarity with community issues, is an empowering experience for many, especially for young people. Their enthusiasm and new-found confidence is often inspiring. A tangible benefit of the training process is a certificate reflecting the skills that have been developed through CBM.

# Tools

During a two year pilot DPME and Offices of the Premier worked in communities across South Africa to develop the methods, tools and skills to do citizen-based monitoring. The approach taken was to learn through doing.

In this section you will find examples of how to facilitate various parts of the method, including a code of conduct for surveyors, plans to facilitate discussion groups and community meetings, as well as surveys used for assessing police stations, clinics, SASSA services and services from Department of Social Development.

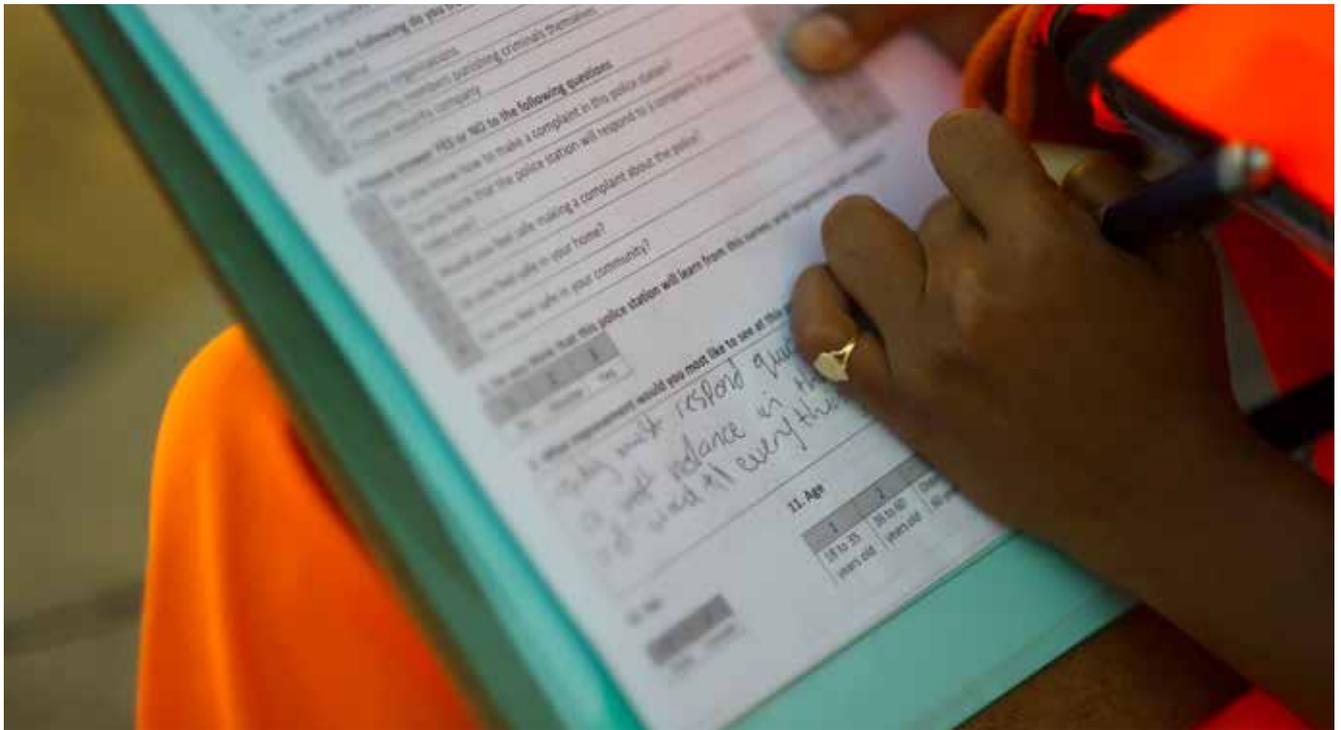
These tools are not an exhaustive set and DPME will continue to refine and expand them. These will be made available through our website: [www.dpme.gov.za/cbm](http://www.dpme.gov.za/cbm) and through subsequent editions of this toolkit.

Please feel free to use these tools, adapt them and develop new ones.

For more information or feedback please contact [CBMtoolkit@dpme.gov.za](mailto:CBMtoolkit@dpme.gov.za).

# Tool 1

## How to develop a questionnaire



*Questionnaires provide valuable insights into the views of citizens.*

**An important tool in the CBM toolkit is the survey questionnaire, or a set of questionnaires, customised for each facility that is part of a citizen-based monitoring project. The questionnaires play an important role in gathering data from community members as well as from frontline staff. Different questionnaires should be drafted for staff and for citizens.**

Questionnaires should not take longer than 20 minutes to administer and should be available in English and translated into the languages used in the area. Bear in mind that translations can be subjective and should as far as possible reflect local terminology and dialect.

Researchers highlight the following tips to remember when developing a questionnaire:

- Make sure that each question is clear and specific and avoids terms that may be ambiguous;
- Do not use emotional language or leading questions;
- Make sure each question only deals with a single topic;
- Avoid negatives and double negatives as they may be confusing;
- Limit the number of open-ended questions that you ask as analysing these may be difficult;
- Use short sentences written in plain language; and
- Try and minimise bias.

It is a good idea to test your questionnaire in the field before finalising it. This will help to improve and refine questions before you begin the survey at

scale, and ensure that the translated questions are easily understood.

Some of the successful survey questionnaires that were administered in the citizen-based monitoring pilot phases are included in this toolkit and can be used as a basis for citizen-based monitoring. When rolling out the pilots draft survey questions were shared with stakeholders, and adjusted if required.



# Tool 2

## Code of conduct for surveyors

I commit to:

- Providing support to my fellow team members
- Treating all people that I encounter with dignity and respect, regardless of social standing or reputation
- Completing all questionnaires to the best of my ability
- Not providing any false or fabricated information on the surveys
- Being punctual, reliable and committed
- Dressing neatly
- Giving honest and fair advice to people that I am interviewing
- Telling the truth and not raising expectations of solving problems that I am not able to
- Sharing knowledge and experiences with other members of the team
- Participating fully in the team debriefs and asking questions even if I fear that they will make me look stupid
- Not being under the influence of alcohol or any other substance with an intoxicating effect while at work, or the night before work
- Not misrepresenting myself to others
- Not using this opportunity to disadvantage anyone else

I ..... (the undersigned) agree to adhere to the code of conduct as outlined in this document.

Signed:..... Date:.....

Witness:.....

# Tool 3

## Process plan to facilitate selection of priority issues from the survey report

The objective is to ensure that the priorities highlighted from survey are agreed by the facility management, staff and community representatives and a working group is established. This process was designed for a three hour engagement with community members, staff and managers:

Activities	Description	Time	Materials and logistics
1. Open of meeting by suitable local leader	This should ensure that local protocols are followed to create a safe space for participation.	10min	Person to be identified and enrolled.
2. Who is in the room?	Participants are asked to introduce themselves briefly by answering: Who am I? Where do I come from? What do I hope to get from this session?	20min	
3. Contracting	Sharing of objectives and process for the week Objectives of the day. Including opportunity for questions (this session asks all participants are we comfortable with this agenda? The aim is to ensure that everyone contracts in to the objectives and process).	15 min	Flip chart with week's objectives, process and programme for this meeting.
4. Introduction to the report	The facilitator tells the participants that we are now going to share the survey findings and gives a brief overview of the survey process that created the information in the reports.	10min	This is done through the facilitator. talking about the survey process.
5. Understanding the report	The facilitator guides the participants through how to understand and read the report, explaining how to read each section, while also drawing attention to key content issues. The focus for the graphs should be on how to read them – however when coming to the staff and citizen comments, here it would be useful to describe both how they were collected as well as reading the summary comments. This might help to set the tone. Participants are then given five minutes to page through the report on their own.	25 min	Reports are handed out to the participants.
6. Making sense of the reports	In groups of five - participants are invited to discuss the findings. Team members circulate among the groups enabling questions and clarification. After 10 minutes, the facilitator interrupts the discussions to ask participants to share their level of understanding of the survey. Asks people to put up hand for support.  The facilitator then reminds the group of the task of the day which is to decide on priority issues from the survey. Participants are asked to discuss the results and to agree on no more than four top challenges. (The facilitator can also tell the group that this does not mean that other issues should be ignored, but for the CBM process we need the top four issues- other issues can be taken forward as well).	10 min 5 min for sharing impressions 20 min	A few pieces of A4 paper are handed out to each group, with a pen

7. Identification of issues and choosing priorities	Facilitator asks first group to share their first point. This is recorded on flip chart by facilitator, other groups are asked to add and refine, if they have the same point. The second group is asked to share a new point. This process continues with the facilitator allowing the groups to shape the points so that they all feel that their points are covered. If there are too many points then a ranking process should be done: Each group is asked to rank top four, with top issue getting four points down to one, then add up points and get people to agree on these issues.	30 min	Flip chart for facilitator.
5. Mandating the working group – this group should be small and have senior management to come up with commitments and decisions – no more than 10	<p>Facilitator summarises the agreed priorities and then asks “now that we have agreed on a list of four priorities, what should happen?” Group is allowed to respond, and facilitator then steers towards establishing a working group to develop actions and commitments to address these.</p> <p>The task of the working group is explained and how the process will come back to a bigger community meeting of all sectors for ratification/approval. Members of the working group are agreed and the details of the meeting are shared.</p> <p>The working group has senior management at its core. The group should be asked to select others to support this process – where appropriate.</p>	20 min	
9. Closure	Suitable local leader closes	10 min	

# Tool 4

## Process plan for facilitation of root causes

This is achieved by sector focused working groups and is done in two sessions – root cause with working group, then later with just the managers to develop commitments and actions.

Activities	Description	Time	Materials and logistics
1. Safe space and contracting	<p>Facilitator starts by stressing the importance and far reaching implications if we get this right, thanking them for their time and reflecting our willingness to take this journey. Sample text: “The piece of work we do now is the key to the process – if we identify the root causes and are bold enough to take the right decisions, we can achieve something that has far reaching implications for this facility, this community and even our sector. “Thanks for giving up the time to be here, and I am committed to bring my very best as facilitator.</p> <p>“Can I ask that each one of us share how we are feeling about this task.” Participants share.</p>	20 min	Task and objective are written on flip chart
2. Surfacing root causes	<p>Facilitator asks the group to choose one of the priorities and she then facilitates the root cause process on this issue. - First “5 why” is done quickly in order to demonstrate how we get to something quite different to the original issue. Remember this a brainstorm. It might not be a logical chain resulting in root cause. Root cause might be first cause! But the aim is to get as much causes expressed and to create a stimulating environment. There are no wrong answers, and all should be recorded.</p> <p>A volunteer is invited to lead the second root cause exercise. The facilitator supports where necessary, and then decides whether to take over the next root cause or choose another person or leave with the same person. The session on the third issue will be taken by CBM facilitators.</p>	1.5 hours	<p>A large piece of paper is created by sticking a number of flip chart papers together on the wall, so that the root cause analysis with its many branches can be captured.</p> <p>There needs to be at least one person dedicated to recording on flip chart – should be more</p>
3. Analysing the outcome of root cause analysis	<p>Once the four priorities have been subjected to the root cause. The facilitators help the group to make sense and do some more considered analysis – common causes of more than one priority can be linked, and the facilitator tries to get the group to agree on real root causes. It should be remembered that the aim is not necessary to achieve agreement on root causes, it is to help the management to make informed decisions on proposed commitments and actions.</p>	1 hour	
4. Lunch	<p>All members of the working group are invited to have lunch. Those that are not part of the core management team are allowed to leave, making sure that they will have a further opportunity to respond to commitments and actions. The management group for the after-lunch session should be convened by the most senior manager in the group, so it could include whoever this person wants in the group. It might even be that the whole group continues together.</p>	30 minr	

<p>5. Defining the commitments and how community members can know if action is taking place</p>	<p>Facilitator reminds the group that we are wanting to have something simple and clear enough to put on a poster and for uGogo no Malume to immediately understand. The commitment statements are direct responses to the problem areas identified on the Monday session. Things like “Applications will be completed in one visit” “We will improve waiting times at our clinic” “We will provide better waiting facilities for the elderly” “Police will be more respectful to community members” “SAPS will improve response times”. The commitments are unlikely to be smart at this point, but if they are ... great. What will make the commitments smart are the actions that will be taken to achieve the commitments. So for each commitment there needs to be a set of actions that will make the commitments possible. These would be things like for example for SASSA “Certification of documents to be done by SASSA officials” and for SAPS things like: “We will double the number of vehicles by July 30.” These actions need to be on the poster and it is on these that communities must be able to hold officials accountable. For the actions, ideas on how community members (and staff) will be able to get information on progress.</p> <p>Facilitators can also ask “Is there anything that citizens can do to be held to these commitments” and these ideas can also be included on the poster.</p>	<p>1 hour</p>	<p>Flip chart paper Different coloured kokis.</p>
<p>6. Making the poster</p>	<p>The draft poster does not have to be finalised in this session. If there is need for more internal discussion and engagement with other stakeholders and thinking then we should offer to meet with the team on the Thursday to finalise the draft poster.</p> <p>It should also be emphasised that the draft poster will be the focus for the facility report back to the community and for the discussions at the community meeting.</p> <p>Facilitators should ensure that the managers are clear that they should select someone who will present the commitments (draft poster) and also understand that they should have other managers and staff present as well will be having “discussion stations” for each sector where community members, other sectors and municipality will be able to deepen understanding and problem-solving.</p>	<p>30min</p>	

# Tool 5

## Convening a successful community meeting

The tool presents two approaches to facilitating community feedback meetings. The first approach works when you have a group of 150 or less. This is possible when the total number of people in the hall allows there to be division into groups of about 30 people – maximum of 40 people – at each of four stations (i.e. around 160 people).

The chair or lead facilitator introduces this session by thanking the facilities for their commitments to change, and noting that some of their plans represent important shifts. They then announce that we are going to follow a method of discussion of the plans that will allow everyone to check that they understand them fully, are able to support them, and are able to know if the plans are being implemented properly. Groups will divide (the facilitator then shows “this part of the hall will go to Station 1 over there; this part to Station 2...” and so on). It is shared that the discussion at each station will be facilitated and that representatives of management from the facility will be there. After 20 minutes people will be invited to move to another station if they choose, although they may also stay where they are

### Purpose of station discussion (reminder to facilitators)

- The real work has already been done; we are not opening everything for new planning.
- We want citizens to understand fully what improvement is looked for and what concrete actions will be. They are encouraged to ask questions, raise their voices, share ideas.
- We want to focus thinking on “How will we (community) see if this is being done?”
- There may be deepening of the action plan out of this discussion but that would be unusual rather than planned for.
- Interesting points and comments can be placed on cards on the wall next to the flip charts.

### Who will be at each station?

- CBM team facilitator
- Facility management (with key staff observing)
- Observer (DPME)
- Community members (1st group, with rotation after 20 minutes)

N.B: The lead person on the CBM team does not stay at one station but goes between all of them making observations and picking up key points to cover in closing remarks

### Discussion questions

The facilitator will lead the discussion and highlight points from the commitment sheet or presentation, then ask:

- Do you understand what actions are being taken?
- Will this make a difference? How will it do so?
- How will you know this action is happening?

The facilitator tries to get a conversation going, allowing talking between members of the group rather than steering too much. The facilitator puts key points onto cards, and pays special attention to ideas about monitoring of the commitments. After 20 minutes there is an opportunity for people to change groups if they wish to do so. From this point the emphasis is strictly on how to monitor the

facilities as they carry out their commitments. Participants refer to the ideas on the A4 commitment sheet.

After 45 minutes (or an hour, depending on the time agreed for the meeting, the lead facilitator or chair asks everyone to come back into plenary. Management from the facility share the ideas about monitoring that have come from their station and what they found valuable about the stations exercise. The chair may make some encouraging remarks as well.

### The facilitated mass meeting approach

If there are too many people to make the stations approach feasible (or if there is another reason for not employing it) then the community response to the commitments/plans from the facilities will be done in the following way:

The chair announces that s/he will take five questions or observations at a time. “Each of the people speaking should please try to keep their contributions to one minute but the longest can be two minutes, and I will stop you at that point. (“If you’re a good speaker you can say a lot in one minute provided you are clear about what you want to say. We all know that some people love to talk for hours without saying anything, but actually this is just stealing time from others...” This is said in a jovial but firm manner). We are doing this because there are many people in the hall, and we want to give as many people as possible a chance to talk. After the five questions I will allow the facility to respond for not more than four minutes. Then we will take another five questions. After two rounds of questions and responses, we will start to look at ideas for monitoring the commitments. Some first suggestions are already put onto the back of the sheets with the commitments, but perhaps you can think of more. Before getting these ideas I am going to ask you to discuss for a few minutes with five or six people sitting around you about which proposals for monitoring are realistic, allowing you to contribute. We need good monitoring so that these excellent commitments are known and tracked by as many people as possible. We need to help our facility to improve.

After three rounds of five proposals about monitoring (each of which is captured by a CBM team member and written up on cards, which are clustered as they emerge) the chair stops the process. A CBM facilitator summarises the monitoring methods that have been suggested. The facility manager is asked to comment about the emerging monitoring plan, which is based on some of the ideas put forward by the facility.

To close this part of the meeting the chair makes a couple of tying up statements: “So I think this is helpful for management to hear people’s responses to the commitments...” “I notice that nobody is unhappy about this improvement plan, but they are really concerned about whether it will be done properly... this means that we the citizens need to be alert in the months ahead about progress, and share observations in the ways that have been listed here: on community radio, in the suggestion box at the facility etc... ”.

# Tool 6

## Draft surveys

# Department of Social Development Citizen Survey

Tracking no.

District Office	
Town	
District	
Province	

Surveyor	
Date	

1. What did it cost you to visit the office?

1	2	3	4	5	6
Nothing	Less than R10	R11-R25	R26-R50	R51-R75	More than R75

2. How did you find out about the services offered by DSD?

1	Word of mouth – from other people
2	From a social worker
3	From a DSD information campaign
4	From a Community Development Worker (CDW)
5	From the police or clinic
6	From the municipality

3. How long did you wait in the queue before you were attended to?

1	2	3	4	5
Less than 30 minutes	30 minutes – 1 hour	1-2 hours	2-4 hours	More than 4 hours

4. Please answer yes or no to the following questions

1	Was it easy for you to get to the office?	1 Yes	2 No
2	Do you know how to make a complaint at this office if you want to?	1 Yes	2 No
3	Do you think that the office will respond to a complaint if you make one?	1 Yes	2 No
4	Did you see a social worker to discuss your issue?	1 Yes	2 No
5	Were you able to complete all your business during this visit?	1 Yes	2 No

5. What you think about the service provided at this service office?

		N/A	Very poor	Poor	Not bad, not good	Good	Excellent
1	Was the waiting area clean?	0	1	2	3	4	5
2	Was the waiting area comfortable?	0	1	2	3	4	5
3	Did the staff manage queues well?	0	1	2	3	4	5
4	Did the administrative staff treat you respectfully?	0	1	2	3	4	5
5	Did the social workers understand your problem, and were they helpful?	0	1	2	3	4	5

6. Have you personally, or do you know someone who has seen staff act in these ways at this office?

1	Closing the office during working hours	1 Yes	2 No
2	Ignoring, mocking or being rude to citizens	1 Yes	2 No
3	Giving the wrong information about services	1 Yes	2 No
4	Refusing to serve someone in their own language	1 Yes	2 No
5	Asking for bribes – money or favours	1 Yes	2 No
6	Discriminating unfairly towards certain people	1 Yes	2 No

7. Do you think that this service office will learn from this survey and improve their service?

1	2	3
No	Maybe	Yes

8. What improvements would you most like to see at this service office?

**Some questions about you**

9. Sex

1	2
Male	Female

10. Age

1	2	3
18-35 years old	36 -60 years old	Older than 60

11. Do you have a disability?

1	2
Yes	No

# Department of Social Development

## NPO survey

Tracking no.

Town	
District	
Province	

Surveyor	
Date	

All responses are confidential.

No individual answers or anything that can identify the respondents will be reported.

We only report the feedback of all the respondents combined.

### Part 1: About your organisation

1. Please answer YES or NO to the following questions

1	Are you currently funded by DSD?	1 Yes	2 No
2	Did you have a Board meeting in the last 6 months?	1 Yes	2 No
3	Do you have a written Service Level Agreement with DSD stating what services you must provide?	1 Yes	2 No

2. What is the main service that you provide? (Please tick only ONE option)

1	Early Childhood Development	
2	Youth development	
3	Substance abuse – awareness, prevention and counselling	
4	Substance abuse - rehabilitation	
5	Homes for the disabled (including deaf and blind)	
6	Feeding and nutrition (food gardens and soup kitchens)	
7	Care for the aged (old age homes and luncheon clubs)	
8	HIV/AIDS and home-based care	
9	Victim empowerment (Shelters, counselling, integration with families)	
10	Income generating project	
11	Crime prevention and support services	

3. How many staff (full time and part-time, but excluding volunteers) are employed by your organization?

4. Approximately how many volunteers work in your organization within a month?

5. For how many years have you been receiving a grant from DSD?

1	2	3	4
One year or less	2-3 years	4-6 years	More than 6 years

## Part 2: The grant

6. Please answer YES or NO to the following questions

1	Was it easy to find information on how to apply for funding?	1 Yes	2 No
2	Did DSD staff explain what was needed and help you with your application?	1 Yes	2 No
3	Does DSD pay the correct amount with each instalment?	1 Yes	2 No
4	Does DSD pay the instalments on time?	1 Yes	2 No
5	Do you know who to contact at DSD if you have a question or problem with your grant?	1 Yes	2 No

7. How much time passed from the date that you first applied for funding to the date on which funding was approved?

1	2	3	4	5
Funding not yet approved	Less than 1 month	1-3 months	4-6 months	More than 6 months

8. How much time passed from the date that your application was approved to the date on which you received funding?

1	2	3	4	5
Funding not yet received	Less than 1 month	1-3 months	4-6 months	More than 6 months

9. Would you like to mention any personal experience related to any of these questions?

## Part 3: Relationship and communication with DSD

10. How would you rate the performance of the DSD staff in the following areas:

		Very poor	Poor	OK	Good	Excellent
1	Do DSD staff treat all NPOs fairly and equally (they do not favour some NPOs over others)	1	2	3	4	5
2	Do DSD staff actively seek your feedback on how well they are supporting you?	1	2	3	4	5
3	Do DSD staff respond quickly to your questions or complaints?	1	2	3	4	5
4	Do you trust that you can be open and honest with DSD and they will not act unfairly against you?	1	2	3	4	5

11. Have you received training or mentoring support from DSD in the last 12 months?

1	2
No	Yes

12. If yes, how much have you benefitted from this support?

No benefit	Little benefit	Some benefit	Fair benefit	Great benefit
1	2	3	4	5

13. Approximately how often does someone from DSD visit to monitor and support your work?

1	2	3	4	5
Never	Once a year	Every 6 months	Every 3-4 months	Every month

14. How much do these visits benefit you?

No benefit	Little benefit	Some benefit	Fair benefit	Great benefit
1	2	3	4	5

15. Would you like to mention any personal experience related to any of these questions?

16. Do you think that DSD will learn from this survey and improve the way they work with you?

1	2	3
No	Maybe	Yes

17. What improvements would you like to see in the way DSD works with you?

# Department of Health Citizen Survey

Tracking no.

Facility	
Survey area	
Municipality	
District	

Surveyor name	
Sub-area	
Date	

1. When you or a family member are ill, where would you FIRST choose to go for treatment?

1	The government clinic nearest to where I live
2	A government clinic in another area
3	The district hospital
4	A traditional healer
5	A private doctor
6	Other:

2. Do you visit [name of clinic.....] when you or your children feel ill?

1	2	3
No	Maybe	Yes

3. Please give reasons for your answer

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4. Please tell us what you think about [name of clinic.....]

		Very poor	Poor	Not good, not bad	Good	Excellent
1	Is the clinic clean?	1	2	3	4	5
2	Do you receive treatment in a reasonable time?	1	2	3	4	5
3	Do the staff treat you respectfully?	1	2	3	4	5
4	Do the medical staff provide good services?	1	2	3	4	5

5. Sex

1	2
Male	Female

6. Age

1	2	3
18 to 35 years	36 to 60 years	Older than 60

7. Do you have a disability?

1	2
Yes	No

8. From where do you earn most of your income?

1	2	3	4	5	6
I do not earn income.	Government grant	Temporary employment	Permanent employment	Small scale vendor (no employees)	Own business (with employees)

Tracking no.

# Department of Health Patient Survey

(Direct patient experience)

Facility	
Survey area	
Municipality	
District	
Province	

Surveyor	
Sub-area	
Date	

1. What was your reason for visiting the facility?

1	Not feeling well
2	Pregnant mother / children
3	Emergency
4	Accompanying someone else
5	I visit regularly to collect monthly medication and/or check-up
6	Other:

2. Waiting times

How long did you wait to see a health professional (nurse or doctor) and the pharmacy.

How long did you wait to	More than 4 hours	3-4 hours	2-3 hours	1-2 hours	Less than 1 hour
1 Get registered at reception?	1	2	3	4	5
2 See a professional (nurse or doctor)?	1	2	3	4	5
3 Collect your medication?	1	2	3	4	5

3. Please answer yes or no to these questions

1	Did you feel safe in and around the clinic?	1 Yes	2 No
2	Did staff respect your right to be examined in private?	1 Yes	2 No
3	Did you get all the medication you needed?	1 Yes	2 No
4	Do you know how to make a complaint at this clinic ?	1 Yes	2 No
5	Do you think that the clinic will respond to a complaint if you make one?	1 Yes	2 No

4. How would you rate the performance of the clinic staff in the following areas:

		Very poor	Poor	Not good, not bad	Good	Excellent	
1	Was the clinic clean?	1	2	3	4	5	
2	Did the clinic manage queues well?	1	2	3	4	5	
3	Did the administrative staff treat you respectfully?	1	2	3	4	5	
4	Did the nurses treat you respectfully?	1	2	3	4	5	
5	Did the doctor treat you respectfully?	0 N/A	1	2	3	4	5
6	If you used an ambulance, how efficient was the ambulance service?	0 N/A	1	2	3	4	5

5. Do you think that this clinic will learn from this survey and improve their service?

1	2	3
No	Maybe	Yes

6. What improvements would you most like to see at this clinic?

7. Sex

1	2
Male	Female

8. Age

1	2	3
19-35 years old	36-60 years old	Older than 60 years

9. Do you have any disability?

1	2
No	Yes

10. Is this clinic the nearest health facility to your home?

1	2
No	Yes

11. From where do you earn most of your income?

1	2	3	4	5	6
I do not earn income.	Government grant	Temporary employment	Permanent employment	Small scale vendor (no employees)	Own business (with employees)

# South African Police Service Citizen Survey

<b>Tracking no.</b>

<b>Facility</b>	
<b>Survey area</b>	
<b>Municipality</b>	
<b>District</b>	
<b>Province</b>	

<b>Surveyor</b>	
<b>Sub-area</b>	
<b>Date</b>	

1. Have you visited this police station or called the police for help in the past 12 months?

1	2
Yes	No

2. If yes, what was your reason for visiting or calling the police station?

1	To get help with an emergency
2	To report a crime such as theft
3	To report a violent crime against myself or someone close to me
4	To follow up on case that I had reported before
5	To help resolve a dispute or conflict
6	Routine services such as recording affidavits, certifying documents etc.

3. If you selected 1-3 in Question 2, answer the follow questions

1	Did the police respond quickly?	1 Yes	2 No
2	Did the officers listen to your case in a polite and respectful way?	1 Yes	2 No
3	Did the officer record your statement accurately as you told it?	1 Yes	2 No
4	Did you get a case number within 24 hours?	1 Yes	2 No
5	Did the detective investigate your case seriously and competently?	1 Yes	2 No
6	Did the detective keep you informed about how your case was progressing?	1 Yes	2 No

## Part 2 General community perceptions

4. Have you experienced the police acting in the following manner?

1	Working with criminals in the community	1 Yes	2 No
2	Ignoring or being rude to citizens	1 Yes	2 No
3	Not responding to a call for help	1 Yes	2 No
4	Asking for bribes	1 Yes	2 No
5	Arresting or beating people without charging them	1 Yes	2 No
6	Misusing police vehicles	1 Yes	2 No
7	Drinking while on duty	1 Yes	2 No

5. How well do you think the police perform the following duties in this community?

		Very poor	Poor	Neutral	Good	Excellent
1	Work closely with community structures (e.g. Community Police Forum)	1	2	3	4	5
2	Hold public meetings to consult with the community	1	2	3	4	5
3	Investigate crimes that are reported	1	2	3	4	5
4	Give feedback on the progress of their investigations	1	2	3	4	5
5	Treat all people equally and fairly	1	2	3	4	5
6	Visibly patrol all parts of the community	1	2	3	4	5
7	Arrest people reported to be committing crime	1	2	3	4	5
8	Deal with domestic violence against women and children	1	2	3	4	5
9	Deal with rape and sexual violence	1	2	3	4	5
10	Resolve disputes among community members	1	2	3	4	5

6. Which of the following do you trust to deal most effectively with crime in this community?

1	The police
2	Community organisations
3	Community members punishing criminals themselves
4	Private security company

7. Please answer YES or NO to the following questions

1	Do you know how to make a complaint in this police station?	1 Yes	2 No
2	Do you think that the police station will respond to a complaint if you were to make one?	1 Yes	2 No
3	Would you feel safe making a complaint about the police?	1 Yes	2 No
3	Do you feel safe in your home?	1 Yes	2 No
4	Do you feel safe in your community?	1 Yes	2 No

8. Do you think that this police station will learn from this survey and improve their service?

1	2	3
No	Maybe	Yes

9. What improvement would you most like at this police station?

10. Sex

1	2
Male	Female

11. Age

1	2	3
18 to 35 years	36 to 60 years	Older than 60

12. Do you have a disability?

1	2
Yes	No

# Local Office

<b>Tracking no.</b>

<b>Facility</b>	
<b>Survey area</b>	
<b>Municipality</b>	
<b>District</b>	
<b>Province</b>	

<b>Surveyor</b>	
<b>Sub-area</b>	
<b>Date</b>	

1. How easy is it for you to get to this local office?

1	2	3
Very difficult	Difficult	Easy

2. What was the total amount you had to pay for transport to the service office?

1	2	3	4	5	6
Nothing	Less than R10	R11-R25	R26-R50	R51-R75	More than R75

3. What kind of grant/s do you receive – or are applying for? (Please select all that apply)

1	State Old-Age Grant
2	Disability Grant
3	Child Support Grant
4	Foster Child Grant
5	Care Dependency Grant
6	War Veterans' Grant
7	Social relief of distress

4. What kind of service did you come here for?

1	To apply for a new grant
2	To sort out a problem with an existing grant payment
3	To get a 'life certificate'
4	To appeal against a previous decision not to pay you a grant
5	To enquire about deductions from your grant or short payments
6	For general enquiries or get information about grants
7	To complain about bad service received
8	Other:

5. How many times have you come to this office for the same issue?

1	This is my first visit for this issue
2	This is my second visit for this same issue
3	This is my third or more visit for this same issue

6. If you have come more than once, please provide reasons why you had to come back to this office

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7. How long did you wait in the queue before you were attended to?

1	2	3	4	5	6
Less than 30 minutes	30 minutes – 1 hour	1-2 hours	2-4 hours	4-6 hours	More than 6 hours

Please answer Yes or No to the following question?

1	Did you know which documents you had to bring?	1 Yes	2 No
2	Did the person serving you tell you their name or wear a name tag?	1 Yes	2 No
3	Did any official ask for money or a favour in order to help you?	1 Yes	2 No

What do you think about the service provided at this local office?

		Very poor	Poor	Neutral	Good	Excellent
1	Was the waiting area clean?	1	2	3	4	5
2	Did the staff manage queues well?	1	2	3	4	5
3	Did the staff treat you well?	1	2	3	4	5
4	Did staff give you information that you needed?	1	2	3	4	5
5	Were you satisfied with the service that you received?	1	2	3	4	5

10. Do you think that this SASSA office will learn from this survey and improve their service?

1	2	3
No	Maybe	Yes

10. What improvements would you most like at this SASSA office?

11. Sex

1	2
Male	Female

12. Age

1	2	3
18 to 35 years	36 to 60 years	Older than 60

13. Do you have a disability?

1	2
Yes	No

Facility

# South African Police Service Staff Survey

1. What are the major obstacles to delivering an effective service in this community?

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2. What is/are the causes of the above?

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3. What are the solutions?

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4. How well do you think the police perform the following duties in this community?

		Very poor	Poor	Neutral	Good	Excellent
1	Work closely with community structures (e.g. CPF)	1	2	3	4	5
2	Hold public meetings to consult with the community	1	2	3	4	5
3	Investigate crimes that are reported	1	2	3	4	5
4	Give feedback on the progress of their investigations	1	2	3	4	5
5	Treat all people equally and fairly	1	2	3	4	5
6	Visibly patrol all parts of the community	1	2	3	4	5
7	Arrest people reported to be committing crime	1	2	3	4	5
8	Deal with domestic violence against women and children	1	2	3	4	5
9	Deal with rape and sexual violence	1	2	3	4	5
10	Resolve disputes among community members	1	2	3	4	5

5. Please tick

Male	Female

# SASSA Citizen Survey

## Phase 3 - pay point

<b>Tracking no.</b>

<b>Facility</b>	
<b>Point type</b>	
<b>Local municipality</b>	
<b>District</b>	
<b>Province</b>	

<b>Surveyor</b>	
<b>Sub-area</b>	
<b>Date</b>	

1. How easy is it for you to get to the pay point?

1	2	3
Very difficult	Difficult	Easy

2. What was the total amount you had to pay for transport to the pay point?

1	2	3	4	5	6
Nothing	Less than R10	R11-R25	R26-R50	R51-R75	More than R75

3. What kind of grant do you receive? (Please select all the grants that you receive)?

1	State Old-Age Grant
2	Disability Grant
3	Child-Support Grant
4	Foster Child Grant
5	Care Dependency Grant
6	War-Veterans' Grant
7	Social relief of distress

4. How long did you wait in the queue before you were attended to?

1	2	3	4	5	6
Less than 30 minutes	30 minutes – 1 hour	1-2 hours	2-4 hours	4 -6 hours	More than 6 hours

5. Please answer Yes or No to the following?

1	Did you know what documents you had to bring with you?	1 Yes	2 No
2	Did you feel safe at the pay point?	1 Yes	2 No
3	Did any staff or security officer ask for a bribe in order to help you?	1 Yes	2 No
4	Was any money deducted from your grant payment?	1 Yes	2 No
5	Did you agree to these deductions?	1 Yes	2 No
6	Do you know how to lay a complaint at this pay point?	1 Yes	2 No
7	Do you think that the pay point staff will respond to your complaint?	1 Yes	2 No
8	Are you aware of corruption at the pay point?	1 Yes	2 No

6. What do you think about the service provided at this pay point? How would you rate the performance of staff in the following areas?

		Very poor	Poor	Neutral	Good	Excellent
1	Was the pay point area clean?	1	2	3	4	5
2	Did the staff manage queues well?	1	2	3	4	5
3	Did the staff treat you well?	1	2	3	4	5

7. Do you think that this pay point will learn from this survey and improve their service?

1	2	3
No	Maybe	Yes

8. What improvements would you most like to see at this pay point?

9. Sex

1	2
Male	Female

10. Age

1	2	3
18 to 35 years old	36 to 60 years old	Older than 60 years

11. Do you have any disability?

1	2
Yes	No

<b>Tracking no.</b>

<b>Survey area</b>	
<b>Surveyor</b>	
<b>Date</b>	

Issues for urgent follow up (for noting by surveyor) – Please provide contact details of person with information, if the person is willing.

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# CITIZEN BASED MONITORING PILOT

## Staff survey

Tracking no.

Facility	
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1. What are the major obstacles to delivering an effective service in this community?

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2. What is/are the causes of the above?

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3. What are the solutions?

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Thank you!



planning, monitoring  
and evaluation

Department:  
Planning, Monitoring and Evaluation  
REPUBLIC OF SOUTH AFRICA

For more information  
email [cbmtoolkit@dpme.gov.za](mailto:cbmtoolkit@dpme.gov.za)