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REPUBLIC OF SOUTH AFRICA

DEPARTMENT: PERFORMANCE MONITORING AND EVALUATION

# **STRENGTHENING CITIZEN-BASED MONITORING SYMPOSIUM REPORT 30 September 2013**

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## 1 Introduction

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The DPME Citizen Based Monitoring Programme hosted a Symposium on Monday 30 September at Freedom Park in Pretoria. The objectives for the Symposium were:

- To expose a range of government officials, civil society representatives and others to the Framework for Strengthening Citizen-Government Partnerships for Monitoring Frontline Service Delivery
- To create a forum for learning, networking and knowledge exchange on citizen-based monitoring approaches and activities
- To encourage discussion and surfacing of opportunities and risks in this area

## 2 Input from DPME

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The proceedings started with an address by the Director General, Dr Sean Phillips, confirming Cabinet's commitment to citizen-based monitoring and to strengthening citizen-government monitoring partnerships.

This was followed by input from the Citizen Based Monitoring Programme Manager, Jonathan Timm, on the Cabinet-approved CBM Framework and on the approach being taken to pilot citizen-based monitoring.

### 2.1 Summary of presentation on the Citizen Based Monitoring framework and pilot

The section below is a summary of the presentation. The full presentation can be found on <http://www.thepresidency-dpme.gov.za/dpmewebsite/Page.aspx?Id=147>.

#### 2.1.1 Facility-focused CBM model

It is important to see that the model involves a cyclical process of: monitoring, analysis, action and feedback. Each step in the cycle is as important as the next. Too often the emphasis is on the tool – and the collection of data. This has not sufficiently been linked particularly to action and feedback. The process aims to build capacity as it is implemented.

It should be noted that this model and approach is a proposal. The final model to be piloted will emerge from the work of the steering committee.

#### 2.1.2 CBM and Public Participation

Citizen-based monitoring does not require creating new structures. The Framework promotes use of existing citizen engagement/participation mechanisms such as Community Development Workers, Ward Committees and sector bodies such as Community Police Forums etc. It will provide practical opportunities to build active citizenry and a capable and development state, around evidence and analysis of performance.

DPME will partner with four departments for the pilot: South African Police Services, Department of Social Development, Department of Health and South African Social Services Agency.

#### 2.1.3 What is DPME offering with this programme

DPME's support for the uptake of citizen-based monitoring has three focuses: (i) a policy process that will see a framework submitted to Cabinet and a follow up policy recommendations report

submitted to Cabinet in 2015 (ii) a pilot that will run until March 2015; (iii) a learning and technical support programme focused on support to government to implement the principles and requirements of the framework.

#### 2.1.4 Overview of time-frames

**30 September 2013** - Design phase completed. This phase will include the selection of two sites where the pilot will be initiated

**October to December 2013** – First round of piloting in facilities in two sites

**January 2014** - Second phase of the pilot (in four more sites) will start up in Jan 2014

**April 2014** – Third phase of pilot starts up (final four sites).

**July 2014** - Mid-term Evaluation

**July 2014 – March 2015** – Action learning cycles continue at each facility

**February – March 2015** – Final evaluation and packaging of models and tools

#### 2.1.5 Levels of implementation

Citizen: Focus groups to identify key indicators; meet citizens in their spaces and engage with “invited spaces”; on-going engagement on findings

Facility: Link to operations management support; identify existing (performance management) indicators; new facility relevant indicators

Department: Steering Committees and technical working groups

#### 2.1.6 Site selection criteria

Each department developed a set of criteria for selecting sites.

Department	Criteria
DPME	Priority Mining Towns CWP sites Provincial Mix
Health	NHI Sites Urban/Rural
DSD	Ministerial priority areas
SAPS	Big urban stations Small town stations Rural stations High trust/low trust Representation in all provinces
SASSA	Upgraded service sites

### 2.1.7 *Introducing CBM at each facility*

A similar process will be followed in each facility, working in collaboration with the Champion, and drawing in Frontline staff as well as management. The purpose will be to:

- Introduce DPME implementation support team
- Introduce CBM and ensure full understanding
- Get information about key external stakeholders
- Agree on constitution of Facility Working Group
- Set time for first working session

A **Facility working group session** will then be held to:

- Reflect on current performance measures and methods
- Note existence of alternative and informal measures of performance, and discuss different ways of measuring

Work through anxieties about community judgments, and build trust in the team

Build commitment to CBM process

This will be followed by a **Community Dialogue** (50+ people):

A Community meeting will be convened (in Bekkersdal & Msinga using platform of CWP), drawing in external stakeholders identified by each Facility.

Follow protocol for introduction of CBM learning cycles

Provide opportunity for residents to raise burning issues about each facility. Stress that CBM aims to improve performance; hence is evidence-based, and looks for mutual learning

Establish “Facility-focus Groups” and arrange first meetings: times plus preparation ‘tasks’

A first facility working group session will be held to refresh the facility-focused CBM model and to hold a discussion around key questions and then finding areas for performance improvement.

#### *Specialist support*

The reports from each facility-focus group will be shared with the Technical Working Group from each sector and a workshop with CBM specialists.

This will be an iterative process which will involve on-going consultation between Facility Working Groups and Community Facility Focus Groups. Communication of agreed indicators and measurement methods in facilities will occur at community meetings (including municipality); community radio; municipal noticeboards etc.

#### *Next steps*

DPME to circulate process plan, based on meeting outcomes -

TWG to meet 30 October

#### **Questions from the floor**

Participants were given the opportunity to ask questions and give input. The section below captures the three rounds of questions and the response from DPME.

*Round one: Key questions from the floor*

Who is exactly going to sites? Will it be civil society or government? Now that cabinet has approved this, how will you get consciousness down to local level? For example, the citizen based monitoring we do, relies on a high level support from DG of Health but when we go down to local level we have people who refuse entry.

We applaud the work you are doing but the approach is operating on big assumptions. Given the difficulty with social service ethos in this country, how will you monitor this? Whether there will be behaviour changes over time? This is an ingredient for success.

We do a lot of training with frontline service and civil society and it is very difficult to do change management at local level. The way in which you structure the engagement at local level is important. The whole idea of engaging at local level with people who should do this e.g. clinic committees – to create capacity to do monitoring is critical. For me, the facilitators to manage and deal with what exists will be important.

**Response from DPME:**

This is all about the critical part of this programme which revolves around change of behaviour at local level. We are exploring the strategies to follow so that when we move away (after the pilot), the change is lasting. We need changed behaviours to change at local level.

We have the support of the Seriti institute to assist with the pilot and engagement and the selection of Seriti was informed by their involvement in the community works programme. I am confident that the approach we take on the frontline will be focused on the reality and we will come across all that these challenges should not become obstacles and we will work on how you develop local capacity to facilitate participation.

The unannounced visits we have been doing – we have learnt a huge amount on the behaviour in the facilities and there is a management attitude that you monitor. So we know that this will happen and we will use these lessons learnt. We will insist much more on high level accountability for example SASSA will know we take it to the CEO at cabinet level and make sure we will follow up.

We know that there is limited likelihood that facility managers won't buy in, so we are working with those departments where we have high level buy-in (DSD/SASSA, SAPS, DoH) where there is support from Ministers and DG level.

*Round two: Key questions from the floor*

Well done! Regarding attitudes of frontline managers, it is crucial for how they will adopt the findings. When monitoring and evaluating stakeholders the issue of trust is critical – if there is no trust it means there is no dialogue. We can see a range of scenarios – such as violent reaction – how will you factor in building the trust with frontline staff in the programme? Also, establishing trust between citizens and facilities? There is a need for trust management.

These are complex systems and there will be great variation – what I don't see mentioned is what happens to the information. In the diagram – we see an assumption that we will get the data and they should take action and give feedback. What happens when that information spreads outside of the system? There is a need for transparency – what happens with this information? This is part of the learning – all should have access and see how the systems respond. In my experience this becomes a change management problem. To experiment with how accessible and widespread is the data. Will senior people see it, those at mid-level, local actors, people outside the system in order to use the data?

From DFID – congratulations and approval of the framework. I have a question around the 10 sites selected for the pilot. Did you use the data from presidential hotline and FSD data? Did this inform the choice of pilots?

**Response from DPME:**

Regarding the input around trust – it is critical and we are aware of the importance of building relationships which is based on our previous experiences so our approach is around that and working in parallel processes with frontline staff and civil society to create dialogue. For the site selection – we are starting in more difficult places. For example, there is currently about one service delivery protest a day and it is difficult to predict where the next one will be. We are not making this a condition but want to look at this too.

Regarding transparency and use of information at different levels of the system – we don't see information remaining at the facility. For example there is an assumption that benchmarking one facility against number of facilities may work well. Comparing one facility against another facility can result in creative strategies. There will be CBM loops at every facility and we are looking at ways of making data visible and transparent.

In terms of pilot site selection we did not use the Presidential Hotline and FSDM data – the areas were chosen by broader criteria – for example, having sites in mining areas was important as was crime and growth areas. We want to be in those spaces and understand those complexities.

We are not going to be funding external interventions but will focus on more creative use of existing resources and encouraging how advocacy can happen. Identify systemic issues and provide budget for this and establish various avenues such as the possibility of frontline facilities to advocate for budget for taking this to scale. This is a very unusual approach – we usually have a blueprint approach – in this initiative we are open and it is an unexplored journey. We have picked a few areas where we will learn- we are not experts – we have picked a few government departments who are willing to join us and want to learn how to do this better. Work with them to explore.

*Round three: Key questions from the floor:*

From SASSA, my question relates to the fact that towards the end of the pilot the lessons we learn will need to form part of the overall learning. Will there be a linkage and are we in a position to think about what designs would be most applicable in this type of programme at the end?

We support this from civil society point of view but how much of this is already being done by civil society? This is exactly what we have been doing and how are you going to support those initiatives which already been undertaken.

**Response from DPME:**

We have certainly looked at what is out there and done a scan of existing initiatives and civil society organisations working in the field. We need to stress that we do not want to fulfil the role of civil society – providing capacity for citizens to give input. In the framework we define 3 areas: one where the state talks directly to citizens; two where there are partnerships between state and civil society to do monitoring; and three, monitoring by civil society. All three are important and we articulate how government should engage with these formulations. The sector department needs to take cognizance of the sector and actively provide space for these dialogues.



We are moving fast and we would like to invite more input into this – those involved in sector departments – we are not going to take a big quantitative baseline. The first rounds of feedback will provide a baseline. We will be monitoring other issues such as trust - relationship questions - for example do you trust the police? We will watch this. In terms of evaluation design we will still need to work on this.

What we want to achieve is simple robust, scalable mechanisms to incorporate the voice of citizens in service delivery and we want to use this as a tool for building social cohesion, democratize the state. This is a tool to a bigger end – to strengthen democracy. Input around learning “with” is critical. We are using this shift from ‘power over’ to ‘power with’ – power through generating evidence of performance.

### **3 Brief summaries of presentations**

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A series of four presentations were made:

Making government partnerships work for improved service delivery by Dr Rama Naidu (Good Governance Learning Network)

Social audit on sanitation in Cape Town by Axolile Notwyala (Social Justice Coalition)

Benchmarks: Community Monitoring in the Platinum Belt - Opportunities and obstacles for citizen-government partnerships by Bobby Marie (Benchmarks Foundation)

International trends and experiences by Kathrin Plangermann (The World Bank)

The section below provides a brief summary of each presentation. The full presentations can be accessed on <http://www.thepresidency-dpme.gov.za/dpmewebsite/Page.aspx?id=147>.

#### **3.1 Making government partnerships work for improved service delivery**

The Good Governance Learning Network animates active citizenship through GGLN member organisations which work in the areas of: social accountability and community based monitoring; rights education, training and capacity building; community dialogues and visioning (community radio); participatory budgeting; community based planning; communities of practice and state-community partnerships; conflict resolution; leadership development; technical support to CBOs and social movements; research policy advocacy, institutional support and litigation; civic academy; political party engagement. The 2013 State of Local Governance Publication has been released. The essence of a meaningful development partnership involves a capable development state interacting through meaningful participation with an active citizenry. Currently state-civic engagement is characterised by the dominant political culture which takes a state centric approach to governance and development in which there are “invited spaces” for civic engagement. This state-civil society relations should be re-conceptualised to one in which both groups see themselves as development actors and co-producers of development which is aligned to Amartya Sen’s notion of justice. There are a range of different approaches and tools which could be used such as Social accountability approach; collaborative planning and social mobilisation/engagement. A number of general lessons can be learnt from GGLN experience of CBM (see presentation for lessons learnt). The presentation highlights a number of critical success factors for the DPME framework:

The political and leadership culture needs to be conducive to and drive this process

The process at grassroots level is as important as the product – Amartya Sen’s notion of justice and democracy

The devil is in the detail: critical to nurture a context underscored by trust and a culture of accountability without which the most advanced tool would be useless

Communication i.e. meaningful dialogue and capacity-building are the key element of success

Accountability will close the loop and reinforce the value of any CBM process – communities need to see their input in the development planning & implementation process

### **3.2 Social audit on sanitation in Cape Town**

This presentation presented the methodology, findings and lessons learnt on the Social Audit of the 'Mshengu' Chemical Toilets in Khayelitsha from 22-27 April 2013 which was facilitated by the Social Justice Coalition. The methodology for conducting a social audit was as follows: accessing information, analysing information, physical verification/Site inspection, public hearing and then follow up. Key players included: informal settlement residents, Social Justice Coalition, IBP and SSAAT, partner organisations and government. Key findings were: evidence of missing toilets; no local labour employed; 66% of toilets damaged; no toilets secured to the ground. The lessons learnt are listed as follows:

Education through information

Active citizenship in practice

Power of the tool due to its evidence base

Access to information is a challenge

Monitoring systems at local level lacking

Training of facilitators and partnerships key to success

Follow up

### **3.3 Benchmarks: Community monitoring in the Platinum Belt - Opportunities and obstacles for citizen-government partnerships**

A key focus of the BMF is the support for Innovative Communication Action which gives support to local communities so they are able to conduct their own monitoring and engagement with Corporations and the impact their operations have on community life and the environment. This is done through joint research activities and support for community campaigns. As a way of building community organising capacity (skills, information and innovative organising strategies) the BMF has set up the Community Monitors School with the support of local organisations.

The structure is made up of 7 schools in seven areas: Rustenburg, Limpopo, Mpumalanga, Klerksdorp, Welkom, the Vaal and Ekurhuleni.

The programme is set up in two phases. In Phase One the focus is on building core skills through classroom exercises and fieldwork. In Phase Two participants practice their understanding and skills in a direct community action.

Key reflections on the experience include:

Community monitors work in a situation of conflict with business and government authorities. This arises largely from the attitude of disrespect shown by government agencies, local councillors and factory managers.

Building grassroots community organisation is a slow and difficult process. The key problems are

The lack of resources (information, skills and finances)

The manipulative practices of local elites seeking to use community organisation for business and political advancement, and the authoritarian attitude of traditional leaders who feel threatened by independent organisations.

Lessons for government which were highlighted include:

Take grassroots community activists seriously

Avoid strategies of co-option, incorporation and manipulation

Discourage the use of community projects for Party campaigns

Create an enabling environment for the emergence and development of independent organisations.

### **3.4 International trends and experiences: Instruments, Cases and Lessons Learned**

The presentation began with definitions of accountability and CBM which speaks to government effectiveness, efficiency and accountability; participation and empowerment; and trust in government.

Examples of selected CBM and DSG instruments were presented with case study examples for each. These included: Access to Information, Score cards, Citizens charter, Community monitoring, Grievance redress mechanisms and ICT-based tools such as mobile phone surveys.

Monitoring by non-state actors is described as: *“a process where parties other than state agencies and donors track the implementation of development projects or programs and obtain beneficiary feedback to increase accountability to the beneficiaries.”*

The presentation provided examples of **what** can be monitored (e.g. beneficiary satisfaction, beneficiary targeting, procurement/contractors, quality of service provision and delivery of outputs/goods) and **how** it can be monitored (e.g. focus group discussions, beneficiary surveys/questionnaires, CSO participation in project design, community scorecards, budget monitoring techniques and information and ICTs) and by whom it can be done (e.g. profits, academia, CSOs and local communities). Various challenges with CBM were identified followed by a recommendation for a phased approach.

Key steps for good CBM design are: identify the objective, focus area, target audience; assess the context; select methods and tools; design implementation details.

#### **CBM risks**

Expectations: CBM can create unrealistic expectations which the instruments by themselves will not be able to deliver, and can even lead to increasing tensions between citizens, CSO and government.

Costs: CBM can create administrative costs and other costs, which are not offset by its benefits, and can lead to greater inefficiencies.

Limitations: CBM tools are powerful instruments to influence public management, but need to be complemented by other tools and the expertise to prioritize and implement government programs.

Divert attention: While CBM tools can be very good entry-points to generate greater reform appetite, if not managed well, they can attract attention away from other urgent reforms.

Utilization: CBM is not effective if feedback is not used to improve performance- or only ad hoc but not systemically

### **Key lessons learned**

Integration: CBM needs to be integrated into a government-wide M&E system and careful selection of tools and use of information to influence planning and budgeting

Flexibility and Incrementalism: Tools will need to be adapted as they go, depending on the context and players involved, including gradual scaling up.

Follow up, act up: If systems stop only at collecting citizen feedback, citizens will soon become disillusioned. They MUST see their feedback translated into change.

Collaboration: Need for facilitation of collaborative spaces for stakeholders to come together to develop action plans.

Monitor the monitoring: Use of ICT for example can have unintended effects (e.g. marginalizing certain groups). It is important to monitor for these effects. Do not assume that the theory is accurate. Test it!

## **4 Key themes emerging from Open Space working groups**

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Open Space Technology was used for afternoon session. The main theme for the session was:

*“For government to deliver services that address real needs, citizens need to be active participants in monitoring”*

Participants were invited to identify any issue for which they have genuine passion and for which they were willing to take personal responsibility for hosting a conversation around with anyone in the group who chooses to join the conversation.

A total of 13 topics were generated by participants:

How can ICTs (including for example Internet, mobile and social media) help CBM?

Building an Informed Citizenry

Getting local government working

Demand - Creating greater demand for citizens to participate in CBM

Democracy/ democratic practices

Evidence based policy making and resource allocation

Helping citizens realise they can have expectations of quality service

Putting budgets on public walls

Acting on monitoring findings

Youth

Creating a space for religious leaders in CBM

Utilisation of information/ Stop passive receipt of data

Citizen engagement with policy

Simultaneous, self-managed conversations were held in small groups around these topics. Notes were captured on newsprint or laptops. The topics generated and key discussion points for each group are presented below.

#### 4.1 How can ICTs (including for example Internet, mobile and social media) help CBM?

*(Written up by Indra de Lanerolle, facilitator of the group)*

We started by gathering questions or issues that we wanted to try to cover. We then all shared those aspects of our own background or work that were relevant to the discussion.

In the group we had three people who had experience of working with mobile or Internet technologies in the space – Ian from Meraka Institute, CSIR; Indra, Wits University; and Geoff, Cell-Life. We had others from donor organisations (DFID and AusAid), and from a number of Government departments and from CSOs.

##### Who has Access?

Many in the group wanted to know more about how many people had access to ICT technologies and networks. Indra shared a few findings from his research (see <http://www.networksociety.co.za> for details of the research into who uses Internet and mobile by income and age etc). We explored important factors beyond access – affordability and capability (for example literacy in the language(s) used online).

##### Relevant experiences

We discussed some concrete examples that Ian, Indra and Geoff had experience of. Ian gave an interesting example that the Meraka Institute had worked on to provide near real time monitoring and data on delivery of meals to schools in Gauteng. Indra gave example of Corruption Watch online and multi-channel reporting system and Geoff discussed a large scale smartphone based project being implemented in the health service and shared the USSD code for a CBM mobile tool for evaluating health facilities.

The discussion on these experiences raised a number of issues. There are many available technologies that can be used including: USSD, SMS, Web and Mobile Web based services (like Ushahidi or Survey Monkey, Facebook etc), mobile applications for feature (like Mxit) and smartphones. We discussed how choosing the best tools may be dependent on understanding which ones are used amongst the groups that you are trying to reach.

We conducted a straw poll of people in the group and found that about 80% used facebook and about 60% used whatsapp.

##### Problems ICT may have a role in addressing...

Following Jonathan Timm's presentation we followed his suggestion that it was important to start with the problems in CBM we were trying to address rather than starting with what ICTs can do. Some of the problems where we thought ICTs may have a role to play included the following:

Problem in CBM	Possible role for ICTs
Language barriers to effective communication	Multiple language interaction in text or by voice. There are many opportunities to use ICTs in ways that cater for a multilingual environment. However literacy is a significant barrier to the use of Internet-based tools for many.
High costs of scaling	In principle at least, internet based services offer significant economies of scale in comparison to other communications,

CBM	especially face to face but also phone and post
Distance	Internet and/or mobile text based communications are far cheaper generally than voice or costs of travel.
Confidentiality	In principle, ICTs offer possibility of confidential or anonymous communications (although as the information provided by whistleblower Edward Snowden shows this is not necessarily a straightforward issue)
Social inclusion	Mobile phone penetration is now over 80% of adults in South Africa ( <a href="http://www.networksociety.co.za">www.networksociety.co.za</a> ) which offers possibility of wide reach – both urban and rural. However that still means that mobile cannot reach around 2 in 10 adults. And mobile solutions need to be very sensitive to costs if they are to be inclusive.

### Incentives

We had an interesting discussion on incentives. One person from Seriti suggested that feeding back the monitoring data to respondents created an important incentive to participate in monitoring. Financial incentives were also suggested (airtime has been used for this in projects in East Africa).

### Challenges

Challenge of ICT use	Possible mitigating actions
Costs (to user or to system)	Costs to users, especially voluntary users should be as low as possible (ie zero). System costs could be reduced by negotiating reduced tariffs or donated airtime.
Knowledge and Skills	Whatever technology is used there will be people who are not sufficiently comfortable or confident to use it. Training may not be a practical option. Intermediaries could be a solution – ensuring at least a few people were able to use the tools that could either gather the data or help others to do it. We discussed the example of someone collecting data in a pension queue for example gathering information from people and then sending via USSD or mobile app.
Data Spread	A participant raised an important example of selection bias in data from CBM. Where retailers or service providers encourage responses from clients or customers there is a tendency to get only the best and the worst with a missing middle.
Consequences	Just as providing feedback to monitors may act as an incentive, lack of feedback may act as a disincentive. More seriously, if people don't see/learn about actions that follow monitoring they may become disillusioned and disinterested in continuing to contribute.

### Learning from Private Sector

We discussed the fact that the largest scale monitoring endeavours using new media tend to be from the private sector and the government should take lessons from them also. Trip Advisor

(<http://tripadvisor.com>) for example has had a major impact on the hospitality industry. They also have sophisticated means of encouraging continued participation.

### **Access to Information/ Open Access**

Gathering the information is one thing. Publishing and using it is another. We discussed issues of how ICTs can be used to make the information that is gathered available. A key decision for any CBM project will be answering the question: who will be able to access the data and how?

## **4.2 Building an Informed Citizenry**

No monitoring by citizens possible unless they first:

Know their rights

Have information about government policies and programmes

Have clear communication and report backs about plans for their area and on-going interaction with at least local ward councillor and other key service managers

Have recourse through legal, protest, responsive government or organised action.

Only then will a realistic expectation of delivery be built that can result in community monitoring that is meaningful and answers questions about whether set goals and agreed plans have been achieved.

Engaging citizens with information has to also follow the following broad principles:

Plain language – no adverts or reports as they are done now

Aim to achieve broad understanding of government and services for all citizens

Be more detailed and specific in engagement for targeted beneficiaries (e.g. group of people who are directly affected by upgrade)

Access to recourse or complaint system that actually responds and sorts things out (the missing ingredient in most feedback to government systems). A clearing house at local government under MM office may be good place to start.

Use existing structures and new methods where these don't work – don't reinvent wheel where ward committees or CDWs or ward councillors or CPFs or SGBs or clinic committees are alive and well

Engagement has to manage expectation and explain delays and realities , not just provide forum for demands

### **Who must build more informed citizenry?**

The state must take primary responsibility for enabling, communicating and for being responsive and building long term knowledge through schools, and all communication with citizens being clear and simple and consistent in message of rights, accountability and responsiveness

Public representatives, especially ward councillors and ward committees and CDWs, have a key role to play and are now the main interface with communities - strengthen their capacity rather than replacing with other mechanisms

Civil society especially NGOS that do training and policy based work and CBOs that work on specific communities or sets of issues.

### **Concern**

DPME not dealing with the issues most protests are about at present: water, electricity, housing and sanitation. Group felt these are very tough to deal with due to intergovernmental responsibility and project nature of housing delivery.

### **4.3 Getting local government working**

How to overcome the inevitable resistance that will come from local government?

There is no 'one size fits all'

Work CBM into existing local government concepts and structures

Why monitor?

Help government improve

Will need to end the era of impunity

Can only work if linked to Local Government PMS

### **4.4 Demand - Creating greater demand for citizens to participate in CBM**

For government to take up the CBM information and use it for decision making

This requires communal responsibility and a belief that your voice has power

Awareness of CBM and rights (and training)

Quick wins

'Feedback on feedback'

Local is key for incentive

Demand on Government

Want to improve services

Ownership

Integrity and dignity in monitoring

What is working?

What isn't working?

Done in constructive spirit

Develop culture of monitoring and ownership

### **4.5 Democracy/ democratic practices**

The definition of a democratic society

Lack of civic education about the separation of powers and the role of the legislative, judicial and executive- both officials and citizens

The 'us and them' mentality- separation of government from community is artificial

Power dynamics- officials think that they are doing communities a favour when providing services yet it is a right/entitlement.

Lack of political willingness to listen to contestation of ideas-needs education

Parliament should have attitude course for all public servants

Should be integrated in performance management with stakeholders input.

### **4.6 Evidence based policy making and resource allocation**

CBM can work with a foundation of evidence base

For SAPS, law abiding citizens are priority group to be targeted not just be biased toward criminals

Policy jargon is not user-friendly making it difficult to interpret and align to delivery of services

Evaluation processes are relatively new still and need maturity for both government and CSOs.

We need to measure the right things e.g. crime stats not linked to other contextual issues and appreciating their independence

Inter-governmental relations is critical especially for planning purposes



Lack of appreciation of EBPM results in government becoming more reactive than proactive.

#### 4.7 Helping citizens realise they can have expectations of quality service

Need for a clear mutual understanding of service standards

Will need citizen involvement in setting standards

Define service standards through dialogue

Standards will vary from place to place so it will be important to have consensus

Build in community benefit via budget and contracts e.g. CRDP model = 30% of contractors must be local – this needs to be transparent

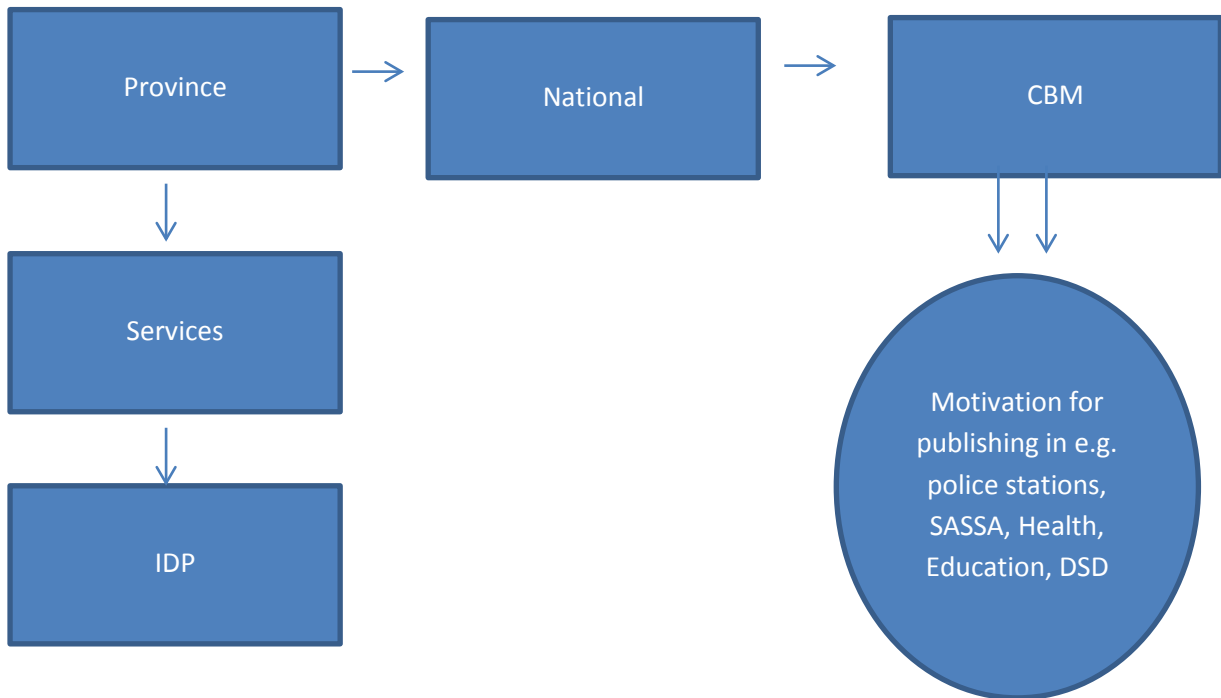
#### 4.8 Putting budgets on public walls

Who? (Role of councillors, MECs and Executives)

What? (Education on how to read information/what is on the wall)

When?

How?



Area budgets published in every community

Quarterly or 6 monthly

Published in simple local languages.

Meaningful engagement of citizens in the delivery of services

#### 4.9 Acting on monitoring findings

Do we have resources (money) to implement findings?

As a monitor you cannot enforce implementation. Your powers are stifled, how to deal with this?

Enough resources to effect the requisite change.

Timelines and agreement on timelines- if it is during election times and what would be the implications?

Getting community buy in

Is there a linkage with the performance management system  
Who is accountable for findings? Who is required to report to whom?  
Are there enough resources?  
How to work with civil society structures and utilising permanent civil society structures

#### **4.10 Youth**

Economic development for the youth  
Encourage a culture/ create a platform for the youth to invent/become inventors  
Not cut and paste all/ most of the time  
Creativity → jobs  
Job creation: use of youth for CBM data collection  
Economic climate might not always allow for job creation, then what?  
(Note on side of paper: please do not say entrepreneurship- I will die. Where is the capital/investment)  
Create support systems for youth within the community  
Get the youth to participate actively in policy formulation and implementation and M&E.  
Create systems that encourage self-reliance and support for each other  
Have a niche for youth participation  
Procurement requirements → used to enforce youth employment  
Monitoring systems to check if youth are receiving necessary training or else it is a breach.

#### **4.11 Creating a space for religious leaders in CBM**

How can we create a space for religious leaders, especially the clergy, to play a role in M&E of service delivery programmes?  
Need for Inter faith forums

#### **4.12 Utilisation of information/ Stop passive receipt of data**

*How do we strengthen the recourse mechanisms to ensure that citizens' voice on monitoring doesn't fall on passive ears?*

##### **Key challenges:**

Where the real problem lies is when information on poor performance is presented to top management but nothing changes

Presidential hotline- the time it takes to get response on a call is very long. No consequence for poor performance.

##### **Recommendations**

Has to be more than just government departments just speaking to each other.

Need civil society to expose and apply pressure

Need citizens to empower their rights

Need training/ education for the public to show to use their rights

##### **Key challenges:**

Civil society expected to do the monitoring and advocacy, this is not realistic.

Less accountability in the state when programmes are funded by donors (don't face same scrutiny from National Treasury)

**Recommendations**

Need CCMA type body for corruption

Need to get more value from imbizos in terms of follow up

Use of media can force government response but not necessarily resolve problem.

Evidence based information to media more powerful in forcing accountability to real issues

Opposition can be very powerful

DPME should have a recourse mechanism to ensure departments respond to the information coming out of the CBM process

Performance needs to be linked to salary increments

DPSA should address the public recourse mechanisms and National Treasury

Chapter 9 institutions need to be given the teeth to bite and power to impose punitive measures or recommend people be fired

**Key challenges:**

Often departments exposed by CBM become defensive - need to firstly admit to the problem in order to begin working towards fixing it and finding a resolution

People are not empowered with the right information to hold local contractors accountable and thus defer to municipality to do this (which doesn't happen)

Too many invited spaces are PR campaigns

Contractors promise XYZ and deliver YZ and leave out X and then invoice XYZ and are not held to account.

**Recommendations:**

Big contracts are supposed to have public liaison officers to explain to the public what the contract is supposed to deliver on (rarely happens)

Should use community radio and community structures

DPME taking partnership approach so that M&E is seen as part of managing of public service will DG in the presidency (super DG) creates greater objectivity in ministerial appointments of DG.

Users should record response times of public sector providers (emergency services, police etc.) this information should feed into performance management systems.

**Key challenge:**

Management of performance is a neglected area

60% of service delivery problems can be resolved if service administration is separated from politics

Need to instil public ethos of service delivery duty

Democratise the city council procurement committees with the community representation

**Key challenge:**

Performance information on public procurement is not publically available

Treasury making suggestions about 'open contracting' to make the tendering process more transparent and allow citizen to monitor the performance

#### **4.13 Citizen engagement with policy**

Building a solidarity exchange where concerned citizens with money and technical expertise will exchange with community activists for monitoring and community social justice actions.

Bring the community to our level (government and CSOs)

Use the community radio stations as a development tool (train them, even pay for space)

Same messages in interpreting policy

Community questions:

What is in it for us? Jobs, tenders stipends etc.

Community gatekeepers

Manage expectations

Funding

Monitoring or monitors

Simplify policy

Communication channels

Engagement

One page/pictures

Translate to local language

Technically capacitate citizens e.g. how do you go about IDPs, reviews, service providers

Strengthen engagement platforms

Participating approach from the initial stage not just for compliance

Technology: SMS, cell phones etc.

Linkage with community projects or initiatives/tangibles that are short term

Build or strengthen relationships with CSOs

#### **Recommendations for sustainability:**

Bobby Marie's suggestion of **expanding Extended Public Works** (money for social sector) to include this.

Community monitors- contribution to a stable society economy and 'social jobs'

Making sure public servants remember that they are citizens too.

**Youth subsidy for CBOs and NGOs:** Creating new jobs, making young people feel included →

increased skills therefore more likely to get other work

UIF fund

Funding monitoring not to be politicised

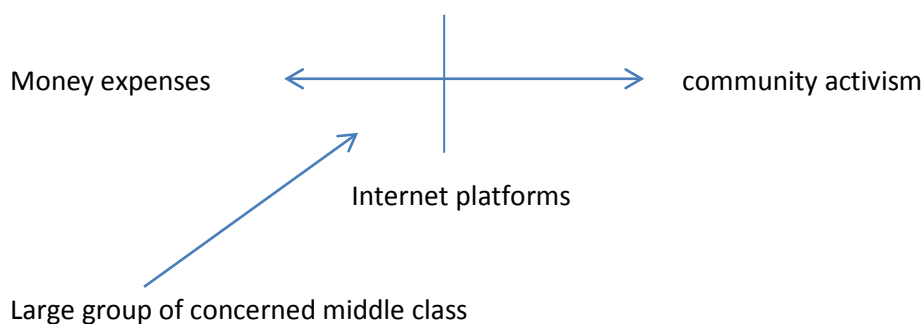
**Educating the community so that there will be buy in:** Civic education about individual's responsibilities to improve society

**Integrate CBM as part of the local economy:** Make sure there is a space in IDP for local economy: then those who engage will also have a stake in feedback

Norms and standards to be monitored versus list of complaints

What can facilitate real exchange? This is not just money

Solidarity exchange → citizen's network



### **Building an informed citizen:**

Know rights/ info and government processes and plans  
 Expect delivery  
 Access to recourse  
 Engage beneficiaries in planning  
 Manage expectation and explain

### ***If you have all the above, then CBM becomes possible***

Who must do this?

State and public representatives and everybody in civil society

Methods

Information

Communication on programmes

Manage disappointment

Hierarchy of action

When to petition, protest, or take legal action?

An informed citizen is organised, able to network, demands service delivery.

Responsive government is one where information and communication is on-going - there is report back and a 'cleaning of house'.

Most pressing protests- Housing, water, sanitation, environment → DPME is not dealing with these.

## **5 Review of key issues and reflection**

The final session for the day involved two questions which were put to the plenary:

*Was there anything significant for you that emerged today?*

*Is there anything you propose to do as a result?*

The responses from participants are captured below:

We got to the point of talking about area budgets and thinking about how interconnected so many of the services are that communities are fighting for and it brought us back to the concept of how policy making could be responsive and meaningful and have a real governmental response.

Khayelitsha – preparation needed to make monitoring work – had to get hold of the documents – the standards that the city had committed to – PAIIA – it is just shocking that the city will commit to

standards but not make that available and pretend it is about PAIIA – imagine if you don't have to just spend your time with the community but also make sure government publishes information about what they are required to do.

Are there incentives for people to participate? If we were to call an ambulance, a policeman and a pizza delivery man – who will come first?

I like the story about Khayelitsha – but they had to have someone from India and USA to interpret the data. Why can't NGOs provide that kind of resource to communities to provide these services? It is because government doesn't provide NGOs with funds to provide these kinds of services.

One thing that has come out for me today is that we have an enormous task ahead of us. There is no way a few pieces of paper are going to solve the problem – each and every one of us has to commit to becoming a pioneer in CBM and to put these papers into practice. In a lot of ways I was frightened and positively challenged when I saw what was coming out today.

I thought the concept of exploring the legalities of CCMA to solve community services programmes could actually be something that could be explored.

Khayelitsha – must go beyond asking that services be done for communities – but ask communities what they can do for themselves - probably also a symptom of how the services were delivered – were people consulted before the toilets were brought there? Because then people could volunteer to clean their toilets on a regular basis. When people take ownership of the services that they use they tend to look after them.

One thing that really struck me was the idea about the need to build facilitation capacity amongst government officials – it is a key competence in also to ensure that the structural and physical spaces of dialogue to be achieved – and we need to find the way of building this capacity of government officials and civil society. Engaging in a different way that isn't command and control. The mere shape of this venue has demonstrated how architecture influences dialogue.

In our group we were saying policy itself is a big word for communities and we have to have a way of simplifying it and there are various ways of doing so – including engaging the local radio stations which still play music most of the time – we can provide content for communities. Simplify it into a one pager, translate into local language – distinguish between tokenism and ticking the box and having a deep engagement with communities – not just coming with the finished product at the end.

Some great initiatives die when the stipends fall away – so what does this mean about people's real commitment and how they were engaged from the start – were they really engaged from the beginning?

We need to make information available – why don't we have contractual information available regularly, why don't we have area based budgets available? I hope this pilot helps us to ask these basic questions and test if the reasons are valid – and to make sure that this basic information is available.

The wealth of knowledge and experience in this room – if we could stick together what kind of knowledge could come out of this project? (Applause). If we take this project and make it a success it could be the most brilliant project that SA has come across.

We need to follow-up and follow through with these mass gatherings e.g. imbizos and make sure that we respond to them and actually deliver the services that people need. I had a brilliant person in my group, she is studying for a PHD and she said there is something wrong with our education system that does not encourage people to take responsibility and think for themselves.

We asked ourselves are we on the same page with government when it comes to improving our communities? Are communities and government on the same page? How will the information be used? If we are concerned that information lands in the wrong hands then this means that we are not on the same page – improvement versus punishment or campaigning.

An informed citizenry – we are at the right beginning point. People cannot engage with government if they do not know what it is that they are entitled to in the first place. Government communication is critical. It really struck me that The Presidency has to be very careful that it is not like the education department that it doesn't totally change everything that isn't working ... don't chuck out and start again – rather strengthen the processes and the partnerships between government and civil society ... don't come up with something new every time.

How do you create demand at a citizen and community level? We need more feedback and awareness of rights. In monitoring itself there is integrity and dignity – what I understood is that it is refreshing that if you are responsible for something to be able to know what is working and what is not and to be able to fix things. From a citizen perspective there is also an integrity and dignity in having your voice heard. We are responsible for the spaces we live in.

Can only really see the results of an initiative like this when it is embedded in government performance management. It has to be seen as a long term process. We cannot achieve this in a pilot - we will see short term changes but the real success will only happen when it is embedded in government systems.

Whenever there is a new project we are very keen to see results, but this is a deep process, we need to rebuild what has been broken, the social fabric of this country – slow it down and make the process visible – this is also an important part of it. Let us know how the process unfolds, if this is going to be a learning platform, then DPME should share with us – when there are failures and successes – if we don't do that we will be stuck in the same results paradigm – this is a critical process. Slow it down and focus on the process.

What I found significant today is this is so unlike a government symposium. This is my first experience of this and I propose not to stereotype government in the future.

DPME: We will continue to engage with this group in the future – we plan to have four of these per year.

Thank you to the young people who came today – we appreciate having active youth who are contributing to their communities.

## **6 Integrated summary of key themes emerging for the day**

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### **Informed and empowered citizens**

The theme of building an informed citizenry emerged as a key discussion point across groups. This involves building citizens' expectations of quality services so that they can then monitor services effectively. It also requires awareness raising of their rights and knowledge of policies, programmes, service standards. The idea of '*putting budgets on public walls*' and helping citizens to understand procurement processes was mentioned frequently. However, for this to be successful policies and budgets need to be made 'user-friendly' or simplified so that they can be understood and accessed by all citizens. Ideas for building the capacity of citizens was shared in many of the groups. For example, the idea of building a 'solidarity exchange' as a platform for empowering citizens was explored extensively in one of the groups.

**Incentives**

The issue of incentives was debated across the groups and people have different opinions about this. There are those who believe that monitoring services is a civic responsibility and then there are those who believe strongly that community monitors should receive incentives. The use of EPWP to incentivise and employ monitors was suggested and supported a number of times; as was the idea of creating work opportunities for youth in this sector (e.g. through a youth subsidy to CBOs and NGOs).

**Change management**

Concerns that there will be resistance from local government when trying to bring about change in service delivery was voiced a number of times during the Symposium. This is linked to the need for change management at local level and will require the support of frontline managers. A common theme emerging across groups is the need to build trust and dialogue with frontline staff. The need to link monitoring findings with performance management systems and linking performance to salary increments was mentioned a number of times across the groups.

**Sharing CBM data**

The need for transparency and sharing of data was raised frequently. Some believe that all levels of the system should have access to the monitoring data – this strengthens accountability. The ICT group stressed the need for considering how ICTs can be used to make the information that is gathered available. Here the CBM project will need to decide: who will be able to access the data and how?

## **7 Evaluation of the Symposium**

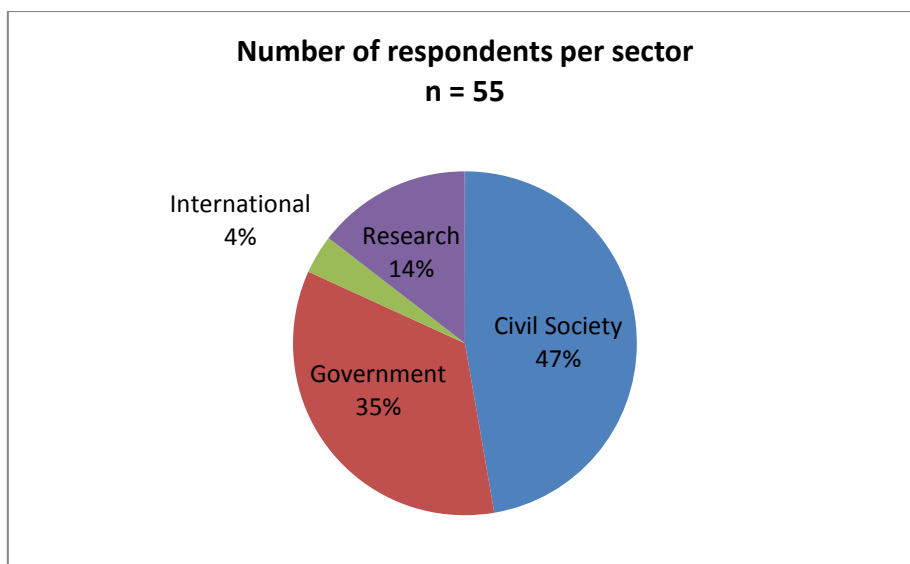
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SMS technology was used to evaluate participants' experience of the conference. The section below presents the findings of the evaluation.

**Number of respondents per sector**

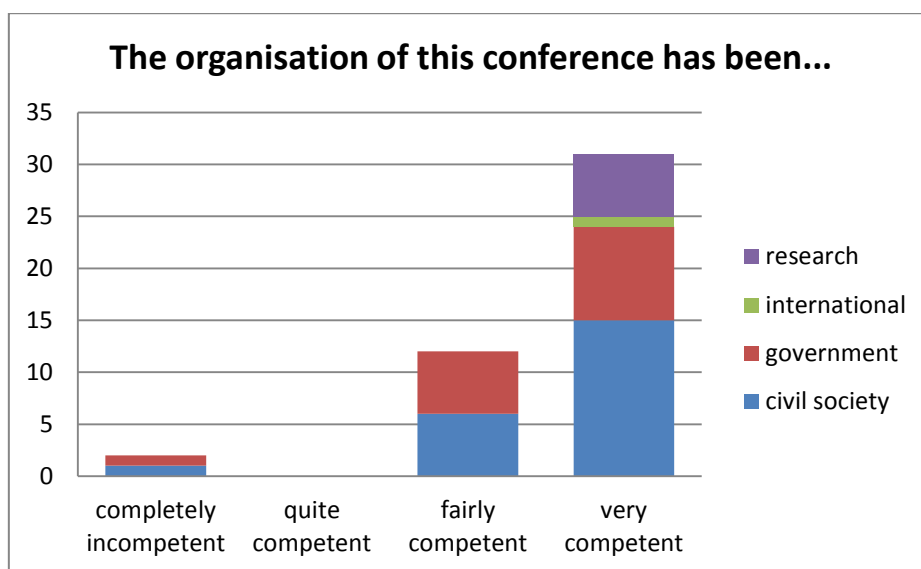
The majority of respondents who took part in the evaluation were from the civil society sector (47%) and government sector (35%) with fewer respondents from research institutions (14%) and international organisations (4%). This is illustrated in the graph below.





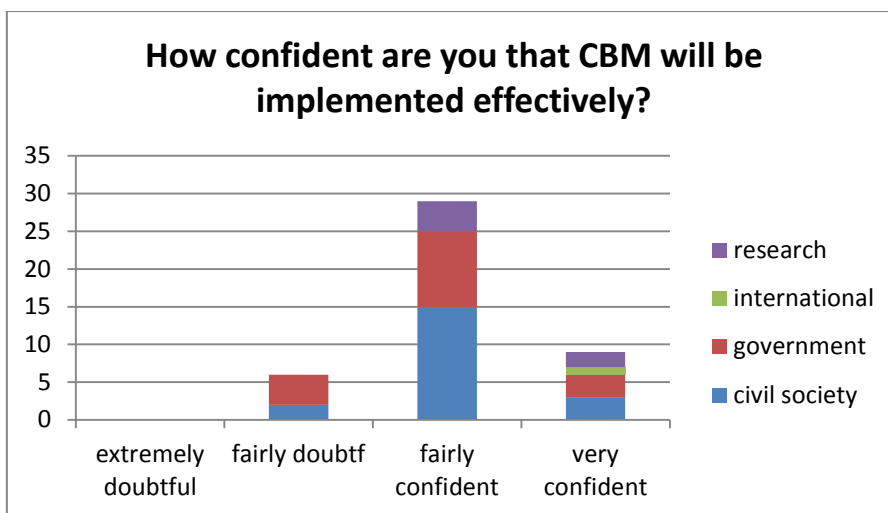
**Feedback regarding organisation of the conference**

The responses to the question on the organisation of the conference were generally positive with most respondents (71%) indicating that it was very competently organised and 23% indicating that it was fairly competently organised. The graph below depicts the number of responses per sector.



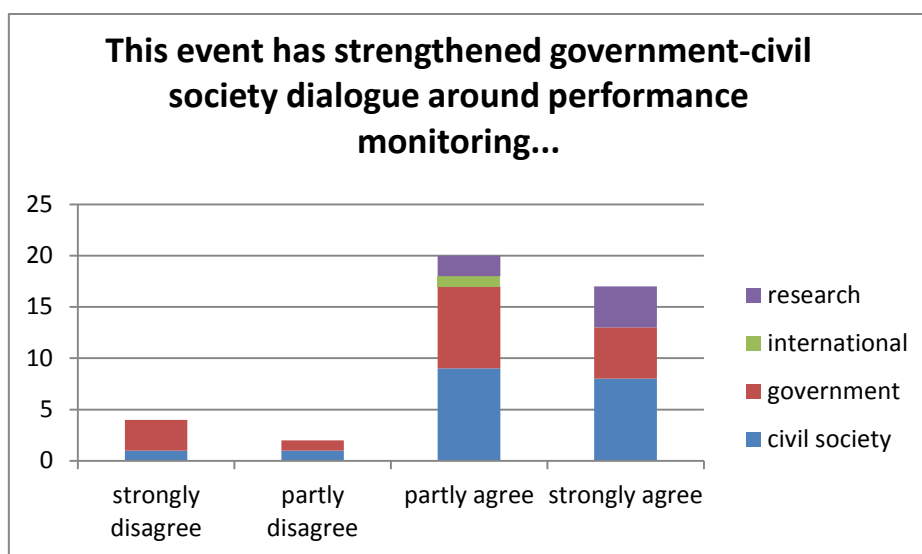
**Feedback on implementation of CBM**

Respondents were asked how confident they were that CBM will be implemented effectively. Of the 48 respondents who answered this question, 88% are either fairly confident or very confident that CBM will be implemented effectively. This indicates high levels of confidence in the roll out of the programme amongst respondents. A small percentage (12%) still remains fairly doubtful of the effective implementation of the programme. The graph below provides a breakdown of responses across the different sectors.



**Feedback on impact of the event on government-civil society dialogue**

Finally, respondents were asked to evaluate whether this event has strengthened government-civil society dialogue around performance monitoring. There was a fairly even split between the number of respondents who stated that they strongly agreed (41%) and partly agreed (45%) showing a positive response to the ability of this event to strengthen dialogue across sectors. A not insignificant number, however, either partly disagreed (4%) or strongly disagreed (9%) with this statement indicating that more work still needs to be done in this area. The graph below illustrates the response to this question per sector.



## 8 Appendix 1: Attendance Register

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