



THE PRESIDENCY
REPUBLIC OF SOUTH AFRICA

DEPARTMENT: PERFORMANCE MONITORING AND EVALUATION

Update - April 2013

Strengthening Citizen Based Monitoring

This note provides a progress report on developments around the *Framework for Strengthening Citizen Involvement in Monitoring Government Service Delivery*. The framework has been developed by the Department of Performance Monitoring and Evaluation (DPME) to support the institutionalisation of citizen-based monitoring (CBM) in government's M&E systems. As the first in the series, this document provides background information, as well as an update on activities.

Why Citizen-Based Monitoring?

For government to deliver services that address real needs, citizens cannot be passive recipients. Citizens and government have a shared interest in quality public services and a healthy democratic society requires government and citizens to act as co-producers of information on service delivery. The process of citizens working jointly with government to produce this information fosters active citizenry and contributes to building a capable and developmental state.

DPME was established on the principle that the systematic use of monitoring and evaluation evidence in policy, planning and implementation is essential for continuous performance improvement. To date, the focus has been on putting in place the internal architecture of government's performance monitoring system – the delivery agreements, progress reporting against the delivery agreements, the Management Performance Assessment Tool (MPAT), frontline services delivery monitoring etc. These systems are now in place and are supporting the uptake of monitoring and evaluation as a required practice in government. What remains largely missing from government's monitoring system is the citizens' experience of government services and the systematic use of this evidence to improve performance.

Citizen-based monitoring is essential to an effective delivery process because it provides a measure of the gap between perceived and actual experiences of services provided, for both user and provider.

Status of the CBM framework

A second draft of *The Framework for Strengthening Citizen Involvement in Monitoring Government Service Delivery* was completed at the end of November. It is the product of an intensive consultation process with government and civil society. In summary the consultations involved:

- One-on-one consultations with 12 government departments and state institutions (SAPS, Health, Home Affairs, DPSA, PSC, DBE, DSD, SASSA, Cogta, DPME and National Treasury)
- One-on-one consultations with 13 CSOs and non-state organisations (Afesis-Corplan, Black Sash, Cell-Life, Isandla Institute, Good Governance Learning Network, Clear, HIV-911, PlanAct, Seri, Project Lungisa, PARI, World Bank and GIZ)
- Presentations and discussions with the National and Provincial M&E forums (18 departments)
- 205 comments received from 11 state and non-state respondents and incorporated into the second draft of the framework.
- A total of 84 people consulted in the development of the framework

The framework was approved by Minister Collins Chabane for submission to Cabinet. It is expected to go to Cabinet in June following additional consultations with the Department of Public Service Administration, as requested at the G&A working group, where it was presented in February 2013.

Implementing the Framework

The framework aims to support government departments (in particular those that deliver services to the public) to institutionalise ways to bring the views and experiences of citizens into their monitoring and evaluation systems. DPME is not setting up an independent citizen-based monitoring system. The effort is focused on supporting sector departments to (i) understand the value and importance of the citizen voice in monitoring service delivery, (ii) develop implementable tools and models and (iii) find ways to ensure that this monitoring information drives improvements.

The framework includes a programme plan to support this. This programme has three focus areas:

- I. A policy process that starts with the framework and aims to produce a policy recommendations report in 2015/16
- II. An action learning programme involving pilots with South African Police Services (SAPS), Department of Social Development (DSD) and the Department of Health (DoH)
- III. A knowledge sharing programme that will create learning opportunities and knowledge products to support the uptake of CBM

Details on the pilots

- Formal commitments to partner with DPME in the pilots have been received from the Directors General of DSD and DoH, and the National Commissioner of SAPS.
- A meeting took place in February between National Commissioner of Police and the Director General of DPME to start up the SAPS pilot.

The pilots will provide the opportunity to test ways to give life to the principles set out in the framework. The assumption underpinning the programme is that if opportunities are created for citizens to routinely give input on services, and platforms for engagement on this data

with responsible officials are created, this will drive on-going improvements to how services are delivered. This will also contribute to the emergence of constructive partnerships between citizens, civil society and government. It is also assumed that evidence-based feedback from the frontline will support the unblocking of problems higher up in the value chain.

The model that will be tested has four equally important focus areas: (i) Tools that are used to gather monitoring data, (ii) processes to analyse this data, (iii) the selection and implementation of actions to respond to the analysis and (iv) feedback to various stakeholders, including citizens, facility officials and the performance monitoring system. The circling arrows indicate an on-going process that measures improvements over time.

The process will see citizen based monitoring tools implemented in facilities in the three sectors. The aim is to field-test tools and models that can go to scale by 2015. Each pilot will be guided by a steering committee made up of sector department officials, DPME and civil society expertise. This will be a key learning platform for the pilots. A reference group will also be convened to guide the implementation and refinement of the framework

Part of the CBM sub-programme involves identifying CBM practices and creating opportunities for sharing lessons and experiences. The reference group meetings will provide a platform for this knowledge sharing. In addition case studies will be developed and distributed and other learning opportunities will be developed. As part of the development of the framework, a number of existing examples of citizen-based monitoring were identified in South Africa. The framework presents these in more detail, as well as information on various CBM tools that have been used around the world. Some South African examples are summarised below:

Community Monitoring Advocacy programme (CMAP)	The CMAP was initiated by the Black Sash, a national NGO, together with the Social Change Assistance Trust. Working with over 300 community organisations, the project trained community monitors to monitor basic services in their communities, using standard questionnaires to record the experiences of citizens on a range of indicators. This information is analysed centrally and compiled into reports, which are then used for advocacy and engagement with stakeholders.
Our Health Citizen Journalism	The Our Health citizen journalism project creates a platform for ordinary people to share their experiences of public health and creates a distribution network for these stories through the media. The project, which is in its piloting stage, trains community members in basic journalism skills to report on local health services and issues. The project utilises smart phones for recording and reporting stories which are sent to a web portal for further editing and distribution by Health-e News, a non-profit health news agency.
Victims of Crime Survey SAPS	The survey interviewed approximately 30 000 households across South Africa on a wide range of issues relating to perceptions and experiences of crime and policing. The survey was conducted on behalf of the South African Police Service by Statistics South Africa.
The Raising Citizens Voice	The Raising Citizens Voice initiative focuses on the establishment of user platforms made up of community volunteers and municipal officials.

	<p>These platforms meet on a monthly basis to raise, report on and discuss issues regarding water service delivery in the area. Community members are trained to understand water service delivery and to monitor issues such as leaks etc. The project has been rolled out in the Cape Town, eThekweni, Ekurhuleni and Msunduzi metros and supported by the Department of Water Affairs.</p>
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<p>Public Hearings Public Service Commission</p>	<p>The Public Service Commission (PSC) identifies key issues confronting public administration through internal debate processes. Public hearings are then convened in different provinces where stakeholders, both citizens and government, come together to discuss specific experiences around the selected issue. The process has so far tackled the issue of 30-day payment of invoices to suppliers. The PSC advertises the public hearings through newspapers, banners and posters in government offices. It also does targeted inviting. The format is a two day meeting. The first day focuses on surfacing the issues from all sides. The second day creates an opportunity for resolution of specific issues.</p>
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Plans for 2013/14

- Put in place steering committees and other support mechanisms for pilots
- Finalise models to be tested with steering committees
- Select piloting sites
- Undertake stakeholder analysis and engagement at sites
- Host reference group workshop
- Conduct baseline studies at pilot sites
- Finalise tools and undertake training and other requirements
- Complete inception report and start up pilot
- Implement first iteration pilot in selected facilities and review
- Refine model and tools for second round of testing in 2014/15

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