

**EXTERNAL REVIEW OF THE PROGRAMME – PROMOTION OF SOCIAL  
ACCOUNTABILITY TOOLS AND PROCESSES IN SOUTHERN AFRICA  
(2006 – 2013)**

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## Acronyms

AIP	Advocacy Impact Programme
CSPR	Civil Society for Poverty Reflection
CU	Concern Universal
CWGH	Community Working Group on Health
FGDs	Focus Group Discussions
FTC	Fundamentals Training Course
JCTR	Jesuit Centre for Theological Reflection
LGAs	Local Government Authorities
MEJN	Malawi Economic Justice Network
MOU	Memorandum of Understanding
MUNISAM	Municipal Social Accountability Monitoring
PF	Policy Forum
PSAM	Public Service Accountability Monitor
RLP	Regional Learning Programme
SAM teams	Social Accountability Monitoring teams
SAMComm	Social Accountability Monitoring Committees
SAPST	Southern Africa Parliamentary Support Trust
SDC	Swiss Cooperation Office Southern Africa
ZWRCN	Zimbabwe Women's Resource Centre Network

## 1. Executive Summary

PSAM has been supported by SDC to promote its social accountability tools and processes in SADC region since January 2006, with financial support in three phases, namely: Phase 1 July 2006 - December 2007; Phase 2 Jan 2007 – December 2011 and Phase 3 Jan 2012 - December 2013. In considering the way in which the relationship with PSAM and SDC develops in the future, SDC required an external review that assesses the extent to which the goals, objectives and expected outcomes of the regional learning programme have been achieved in the period between 2006 and 2013.

This external review was intended to explore three outcomes of the PSAM programme – Outcome 2, Outcome 3 and Outcome 4 – and also consider the ways in which social accountability issues can be integrated within the SDC thematic priority areas of health (HIV & AIDS) and rural development (Food Security) with the potential to assess and promote gender equity in these areas.

The review was required to address three core aspects, namely:

- Accountability:* Providing substance on what has been accomplished by the PSAM and its partners, specifically assessing the results and effectiveness of the RLP.
- Learning:* Assessing what PSAM and its partners have learned during the implementation of the RLP
- Way Forward:* Recommending ways to capitalize on the potentials and address the limitations of PSAM to promote social accountability in the SADC region

Based on the findings, the RLP has made significant achievements in its work through its Fundamentals training course as well as its in-country training and support to country partners. The re-configured RLP is in a position whereby it has to give consideration to critical issues pertaining to its external environment as well as additional issues that could support how it determines a refreshed approach to in-country work. The RLP is encouraged to look at the history of its relationships within the external environment as a starting point. In addition to highlighting lessons to fuel further strategic thinking, some concrete recommendations have also been provided for RLP, PSAM and SDC to consider.

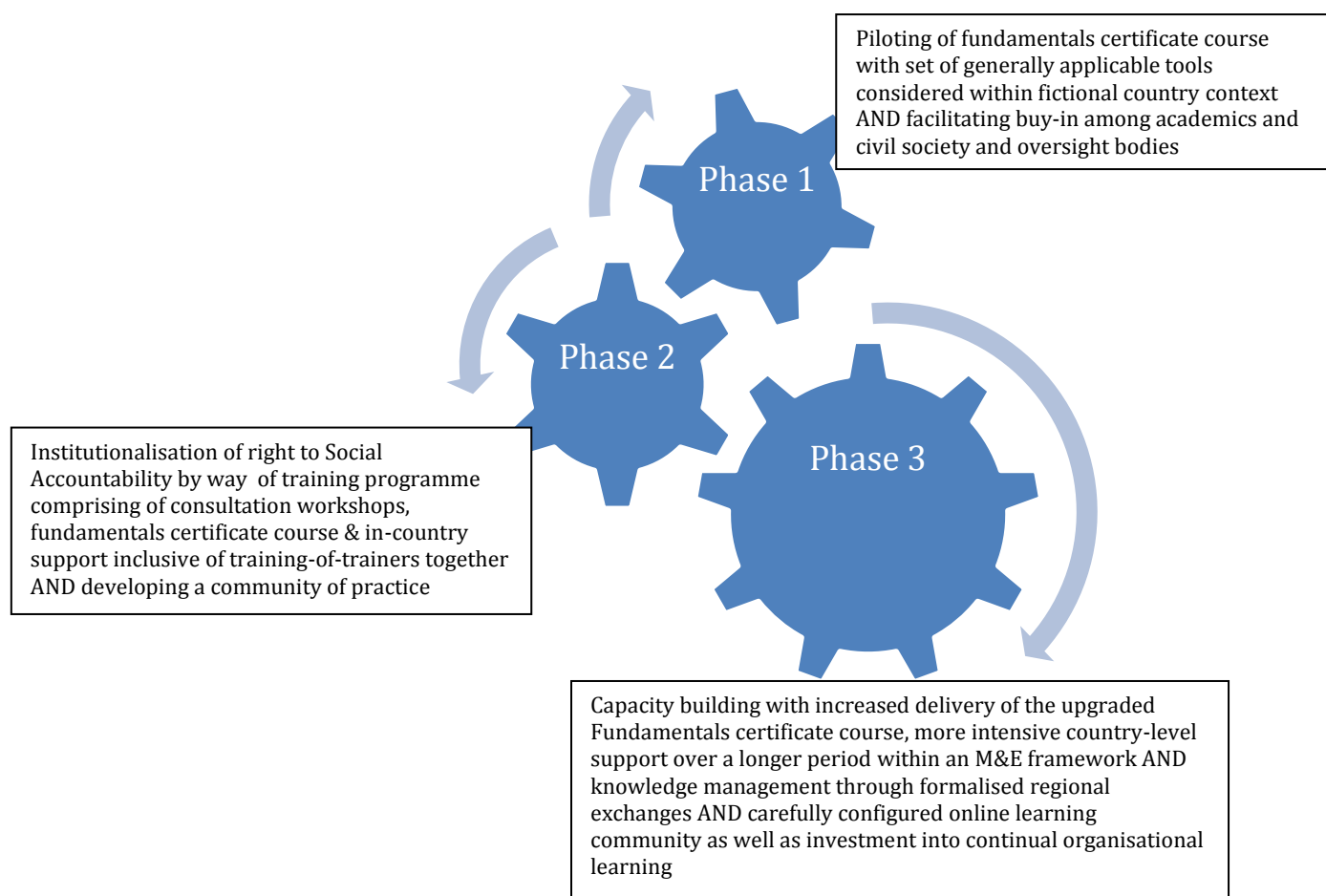
## 2. Review Framework and Methodology

The review requires an assessment over the 2006-2013 periods, with respect to the organizational outcomes defined in the 2012-2016 Strategic Plan. While these outcomes have been developed for Phase 3 of the SDC funding period, there are consistent elements within funding phases 1 and 2<sup>1</sup>, which are aligned to the three outcomes that are the focus of this review. The review characterizes the developments within PSAM with respect to regional learning and capacity building as well as knowledge management and organisational learning as follows:

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<sup>1</sup> In previous years, outcomes were not developed as organisational outcomes but rather as programmatic outcomes

**Diagram 1: Synthesis of PSAM over 2006-2013 as per the review TOR criteria: Regional Learning, Capacity Building, Knowledge Management, Organisational Learning**



### 1.1. Analytical approach

Considering the dynamic development of PSAM and the subsequent complexity of its regional learning, knowledge management and organizational learning processes, the review addresses the 3 required aspects of 'Accountability', 'Learning' and the 'Way Forward' by means of applying a four-pronged analytical framework whereby each funding period is examined according to:

1. *Programme approach and methodology*: perceived value-add & challenges, strengths and weaknesses, applicability and adaptability within countries and target audiences
2. *Learning path of participating individuals and civil society organizations* – scope of capacity building opportunities, form and perceived quality of knowledge & skills retained, used, shared as well as sustained and improved upon
3. *Country-level shifts* – nature and duration of interventions within countries and the relationship between interventions and perceived improvements in public resource management
4. *Regional level collaborations* – opportunities for cross-country collaboration and facilitation of regional alliances

The approach is one that recognizes the interconnectedness of these prongs - the manner and extent to which the *Programme approach and methodology* informs the *Learning path of participating individuals and civil society*

*organisations'* and the subsequent translation into interventions and their implications at the '*Country level*' as well as the implications for interactions at a '*Regional level*'. Therefore a central feature of this analytical approach is making explicit the mechanisms (formal and informal) that have been established to enable and facilitate an ongoing cycle of reflective learning and action.

In formulating the recommendations for this review, careful consideration will be given as to the 'goodness-of-fit' of the RLP approach and method in relation to the SDC focal areas of HIV/AIDS and Food Security.

## **1.2. Data gathering strategy**

The data gathering strategy needed to ensure that effectiveness (improved ability/capability/quality) and impact (changes) in the absence of clearly defined baseline data, is determined. When no definitive baseline and targets are provided against which to make such assessments, trends need to be discerned in order for insights as to the probable effectiveness and impact to be determined. In order to establish such trends, data was sourced from:

- A broad cross-section of stakeholders suitably positioned to outline the perceived quality of skills and knowledge individual participants and civil society organizations have gained, retained, utilized and sustained as well as the strengths and shortcomings of the way in which these processes have unfolded with respect to evidence-based strategic interventions in public management processes
- Documentation of trainings, consultations, in-country support and interventions from PSAM as well as partner organizations

The selection of stakeholders from whom information was sourced was based on the following criteria:

- For Mozambique and Tanzania (identified for site visits and also where partners with longstanding relationships with PSAM are located), key stakeholders included: partner organizations; staff members from partner organizations specifically involved in use of social accountability methods and tools; organizations representatives who attended the Fundamentals course; local individuals/organizations collaborating with the PSAM partner organization; supply-side stakeholders related to the specific organizational intervention.
- For Zambia and Zimbabwe (where new partnerships are being negotiated and established): representatives from potential partner organizations; staff members from potential partner organizations who attended the Fundamentals training course.
- For Malawi (where the partnership struggled to materialize): representatives from the identified partner organization connected to PSAM; staff members from this identified organization that have attended the fundamentals training course.
- For insights relating to the Fundamentals training course over the 3 phases: stakeholders who participated in each of the training courses, including the most recent training course.
- For overarching perspectives: PSAM RLP team as well as individual staff members within other PSAM programmes as well as PSAM

Director. The relevant staff members, both past and present, were considered as key sources of information.

### **1.2.1. Methods**

Mixed methods were employed to obtain the information from key stakeholders, based on the means available for accessing stakeholders and the status of the partnership within the participating countries. Information was thus gathered as follows:

#### Layer 1 – in preparation:

- Review of approximately 50+ documents
- Focus Group Discussions (FGDs) with PSAM RLP team as well as individual interviews with each RLP team member
- Interviews with 2 PSAM staff members
- Interviews with 2 University representatives (previous board member and head of the department within which PSAM is currently located)

#### Layer 2 – In-country visits:

- Focus group discussions (FGDs) with country partner teams
- Individual meetings with relevant staff representatives (Mozambique = 4 CU staff; Tanzania = 5 PF staff)
- Individual meetings with local partners – Social Accountability Monitoring (SAM) teams/committees; oversight representatives (meetings with individuals & groups) in 1 municipality in Tanzania & 2 municipalities in Mozambique (approximately 25 people)
- Review of project related documentation (approximately 12+ documents)

#### Layer 3 – Country partners (excluding in-country visits):

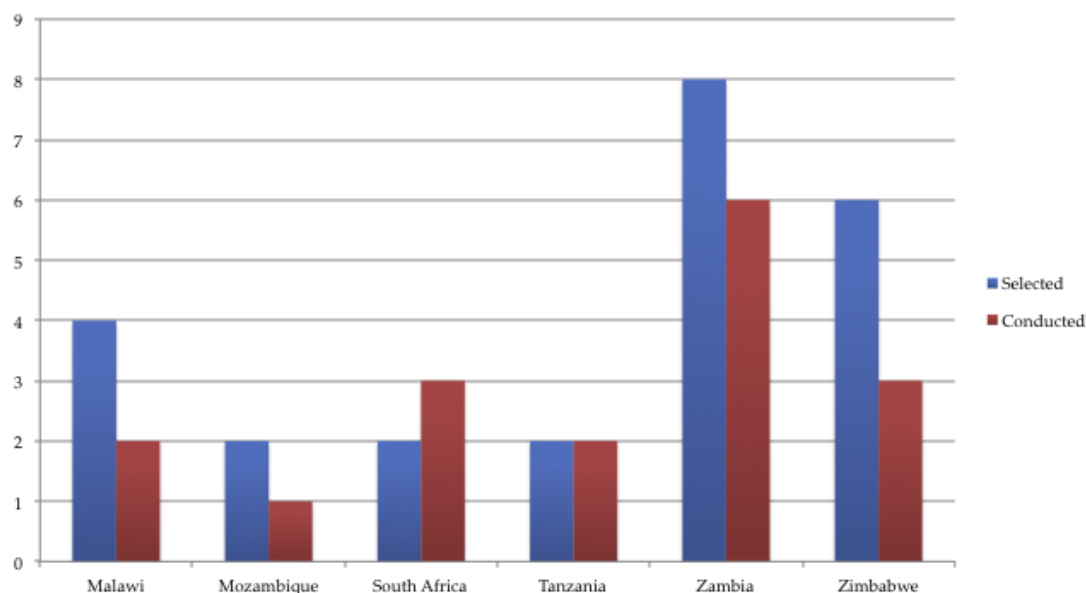
- Where potential partnerships are newly established (Zambia between CARITAS, CSPR and JCTR) and emerging (Zimbabwe between SAPST, CWGH, ZWRCN), telephonic interviews with identified stakeholders (3 in Zimbabwe and 1 in Zambia)
- Where the partnership struggled to materialize (Malawi between MEJN), one telephonic interview with an identified stakeholder at MEJN

#### Layer 4 – Fundamentals Course participants

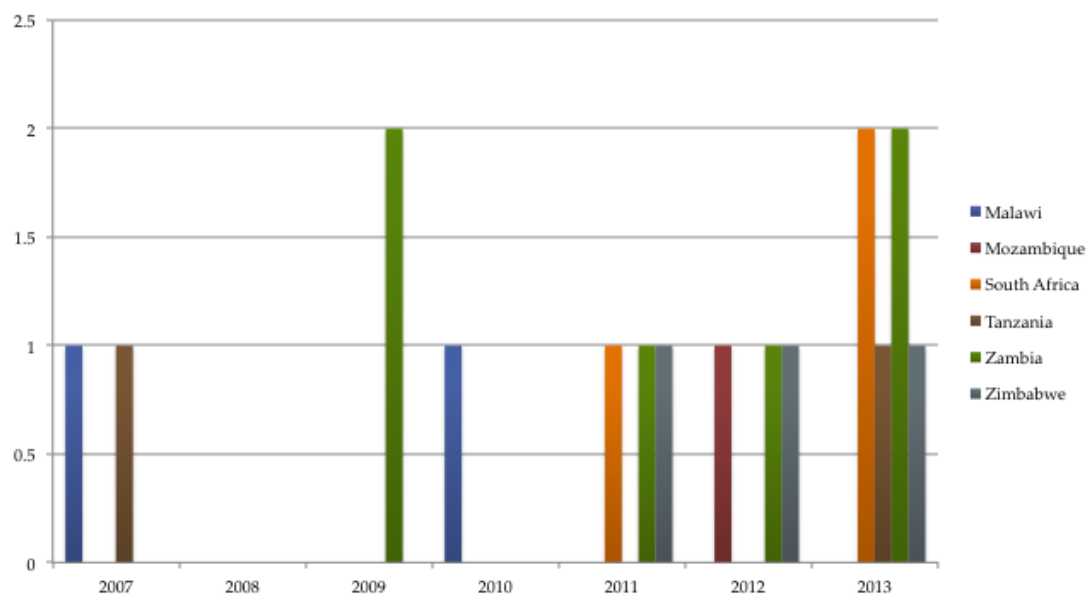
- Electronic questionnaires submitted to 216 participants & 44 responses received
- In-depth telephonic interviews with a sample of past training course participants. Criteria which informed the sampling technique were as follows: participants had to be representative of the 6 countries within which PSAM RLP works; participants needed to be from the courses within each of the 3 funding phases. Furthermore, with respect to selection of participants for the most current period, consideration was given to the specific focus highlighted by RLP in its strategic plan, namely moving towards partnerships in Zimbabwe and Zambia as well as giving recognition to women's organizations and demand-side stakeholders. As Tanzania and Mozambique were field visit sites, these countries were be weighted less, thus fewer participants selected. A total of 15 telephonic interviews with past course

participants were conducted (62.5% of the initial target) and a further 2 interviews with participants at the June 2013 training course (30% of the initial target) <sup>2</sup>. Diagram 1<sup>3</sup> and Diagram 2<sup>4</sup> below provide a further breakdown of participants per country and per year of the FTC.

**Diagram 2: Interviewees selected vs Interviews conducted per country**



**Diagram 3: Interviews conducted with past participants per year of FTC**



<sup>2</sup> The intention was to conduct a total of 24 telephonic interviews with past course participants and a further 4 – 6 interviews with participants at the June 2013 training course.

<sup>3</sup> More participants were interviewed than selected for South Africa, as there were additional South African participants who made themselves available to be interviewed.

<sup>4</sup> In diagram 2, the bulk of participants interviewed were from the latter years of the FTC



The mix of information gathering methods as well as the varied pool of stakeholders enabled a means for verification of the information.

### **1.2.2. Tools**

The set of tools for this review obtained detailed descriptive data pertaining to the interventions and achievements of the regional learning programme and knowledge management programme. In addition, the tools gathered quantitative data with respect to the scope of these programmes and included a rating scale denoting perceptions of the (a) quality of skills and knowledge acquired; (b) scale of progress (effectiveness) subsequent to the application of this skills and knowledge and (c) extent of improvements (impact) subsequent to exposure and utilization of social accountability monitoring methods and tools. The tools developed for this process were:

- FGD guide which focused primarily on gathering descriptive data
- Interview guidelines which focuses on both descriptive and quantitative data
- Electronic questionnaire submitted to all course participants (with expectation of at least a 20% response) focused primarily on quantitative data using a rating scale. This tool was developed to be within the email body and not an attachment in order to encourage immediate responses. The tool comprised 6 questions for participants in the past courses and 4 questions for participants in the most recent course. Electronic questionnaires were emailed to a total of 216 participants. A total of 44 (20.3%) responses were received, 7 of which were from participants in the most recent course.

### **1.2.3. Timeframe for information gathering process**

The information gathering process commenced in 28 May 2013 and concluded on 4 July 2013.

### **1.2.4. Deviations & Limitations**

In conducting this review, there were slight shifts from the initial planned information gathering process. Instead of observing some components of the fundamentals training course which was conducted in June 2013, telephonic interviews were conducted with a sample of the participants. In addition, an electronic questionnaire was developed and submitted for these course participants. As indicated above, 7 responses were received from participants who had attended this training course.

As the external review occurred within a short timeframe, this inevitably affected access to identified stakeholders, with many not being available during the assessment period due to their work commitments, being in the field thus not being contactable or as a consequence of being on leave. During information gathering, even among stakeholders who were available for interviews, there were significant limits as to the amount of time they were able to avail themselves. These constraints inevitably affected the depth of information that was gathered and undoubtedly meant that it was not possible to obtain a complete understanding of the complexity of the work in each of these countries. For example, in Malawi access was obtained to one

interviewee and there were constraints on the availability of the interviewee, hence in-depth insights into experiences in Malawi were not gained. While insights were gained from available organisational staff representatives, the position of the staff member often meant that a narrow understanding of an organisational approach was obtained. For example, in Tanzania programme assistants within the PF Secretariat were interviewed (as they were available at the time of the evaluation). However they are not responsible for training and a better understanding of this network could have been attained through interviews with the PF Secretariat programme managers. The evaluation process taken with PSAM staff was to conduct individual interviews (in addition to a FGD) with the PSAM RLP staff based on their role within the RLP. This proved suitable for staff members who had responsibility for a single RLP focus area. However, in retrospect, this approach was limiting when it came to the RLP manager as more in-depth information could have been obtained through a series of interviews with her, with each interview focusing on one of her many roles within the RLP.

### **3. Findings**

Within this evaluation report, the information gathered is presented as follows:

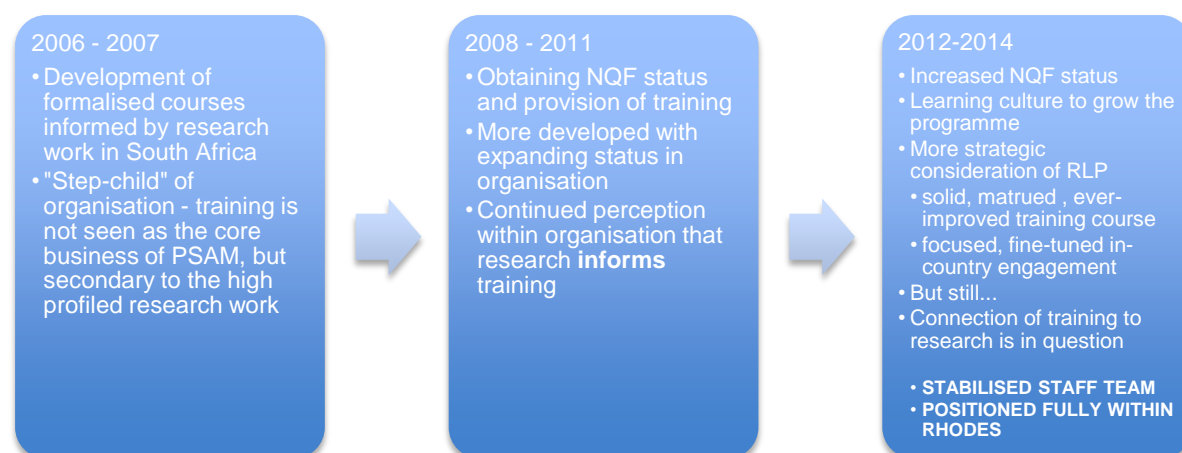
- Perspectives of participants of past fundamentals courses from August 2007 up until June 2013
- Perspectives of country partners and related stakeholders

Before presenting each of these perspectives as per the analytical framework that has informed this external evaluation, the overarching perspectives of PSAM RLP are summarised.

#### **3.1. *Overarching perspectives of the PSAM RLP***

The diagram below highlights the core aspects of how the RLP has developed in relation to the broader PSAM over the three specific SDC funding phases. Most significant about the RLP in the current funding period, is the development into a strong, carefully considered PSAM programme, with a stabilized staff team of four members. These developments have occurred despite the organizational tensions (whether ongoing or new).

**Diagram 4: Core aspects of the RLP development in PSAM over the 3 SDC funding periods<sup>5</sup>**



The diagram below looks more closely at the work of the RLP during these funding periods, depicting the relationship of the various aspects of the RLP to each other as well as to the work within South Africa. Observed within these developments is the steady growth of the Fundamentals Course as an opportunity for regional exchanges, with 270 participants trained from 16 countries by June 2013. The Course has a 'Training Coordinator' and the process of improving the fundamentals training course (both regarding delivery and content) includes carefully structured facilitator reflection workshops. Furthermore, in-country support sees a PSAM staff member that is native to the specific country to which s/he is assigned responsibility for establishing a formalized relationship with the country partner. The relationship specifies that support and technical assistance would be provided to strengthen the knowledge and skills of the partner to undertake local level SAM interventions.

<sup>5</sup> This diagram is intended to capture & highlight the core aspects of the PSAM RLP development over the 3 SDC funding periods. It is by no means a summary of the developments within the RLP, nor is it depicting a linear relationship, but rather showing that the manner in which RLP has progressed has always been informed by developments in previous funding periods. PSAM has several organisational documents that clearly detail the developments within the RLP.

**Diagram 5: Overview of RLP work during the 3 SDC funding periods<sup>6</sup>**

**2006 - 2007:** Fundamentals Course first introduced as a vehicle to gain access into the region using SA experiences of SAM to inform the training. Countries identified were Tanzania and Malawi based on relationship being forged with organisations/individuals based in these countries and somewhat donor directed.

**2008 - 2011:** Fundamentals course more established and used as a vehicle to strengthen the work in Tanzania and provided a platform for entry into Mozambique. Shift towards including country-based experiences within the training and formulating localised trainings. Development of work in these countries are vastly different, with Malawi failing to move, Mozambique challenging and Tanzania flourishing. (T-O-T adopted). Assumption that differences primarily related to language barriers, but also somewhat attributed to the capacity of the individuals (within PSAM and country organisations) and the position of the individual within the organisation (not influentially positioned) and position of the partner organisation within the country context (not part of a broader network).

**2012-2014:** Fundamentals course strongly defined and functioning smoothly, with regional examples. Entry into two newly identified countries, namely Zambia (new but fragile) and Zim (new but promising) and appointing staff responsible for each country. Tanzania relationship strong (to an extent) but concluding, Mozambique relationship remains unclear. Purposeful emphasis on M&E and formulating theories based on RPL approach.

In light of the work and location of the RLP (within PSAM, the University and the region), some of the core challenges that confront the RLP (based on documentation and interviews during the preparatory stages) are:

- Location within the university and the competing expectations – all of which are not clearly articulated – on the part of the University (academic), SDC (Gender, HIV, Food Security), Partners (any support, more support, longer support)
- Vastly different perceptions of the value of the RLP among the key stakeholders i.e. lack of recognition within the university with debates as to whether or not a theoretical framework informs this work or needs to be developed; recognition from CSOs and Parliamentarians within the region of the contribution of the RLP to SAM work; lack of recognition within PSAM of the potential contribution of RLP to PSAM research
- Unrelenting tensions regarding the ‘goodness-of-fit’ with other PSAM programmes e.g. how the RLP and MAP relate to each other
- The significant amount of support work undertaken to facilitate buy-in within countries - this work is critical and time-consuming but often hidden and rarely acknowledged (often times even by RLP staff)
- ‘Breadth vs. Depth and for what period of time’ – the uncertainty of how to frame the relationships within countries, especially as the approach is new and one for which no ‘blueprint’ exists

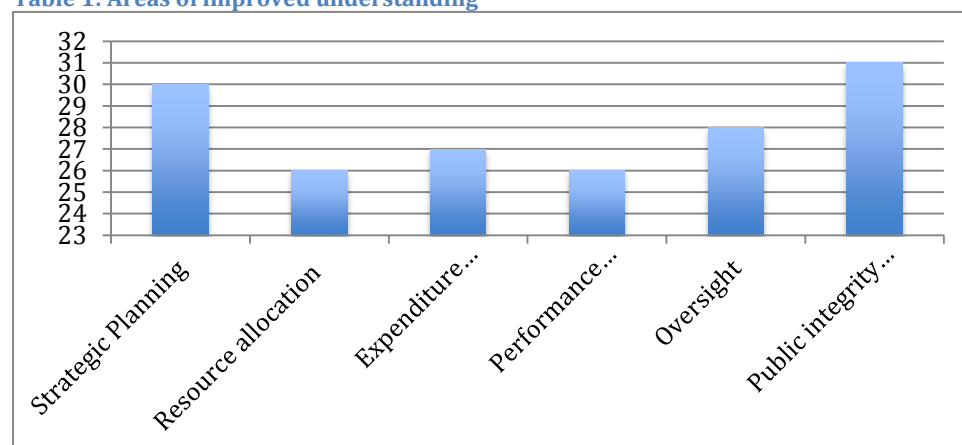
<sup>6</sup> During the 2012-2014 period, reference is made to the status of SAM within the various countries as per the relationship with PSAM RLP. Zambia’s status is considered as fragile because the relationship with PSAM RLP is new and thus SAM work is not yet defined and ‘owned’ in this country. In Tanzania, the status is referred to as ‘strong (to an extent)’ because capacity issues are a concern and there is uncertainty as to how PF in particular will move forward in the absence of a formal relationship with RLP especially as there has been such a strong reliance on support from RLP.

### 3.2. Perspectives of participants from previous fundamentals courses

#### Programme approach and methodology

- The ease of being able to understand the method and concepts, due to the nature of the training, enabled participants to improve the way in which they plan, examine and undertake their work.<sup>7</sup>
- Value was attributed to the range of participants on the courses, with particular mention of the inclusion of government, civil society and parliamentarians as a way of providing in-depth understanding of both supply and demand sides of SAM.<sup>8</sup>
- Table 1 below depicts those areas of improved understanding that participants' identified subsequent to receiving the training and praised the method used to support their learning.

Table 1: Areas of improved understanding



- There were differences of opinion regarding the duration of the course, with participants raising concerns about the ability to absorb the wealth of information during the training. Suggestions included the introduction of refresher courses, provide training in blocks with some of it done in-house and some done via e-learning

#### Learning Path of individuals and CSOs

- Skills and knowledge gained is reportedly used and applied directly to work, organizational needs as well as country contexts<sup>9</sup>, with some reports of slight adjustments in application in order to suit the country context. Diagram 3 below outlines the electronic responses regarding the adaptability of the skills

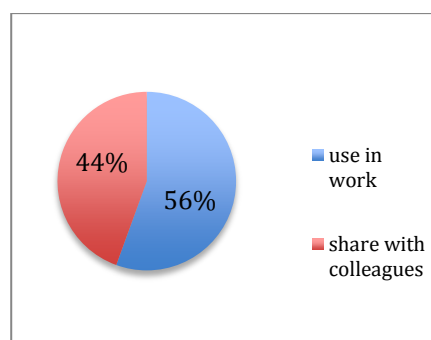
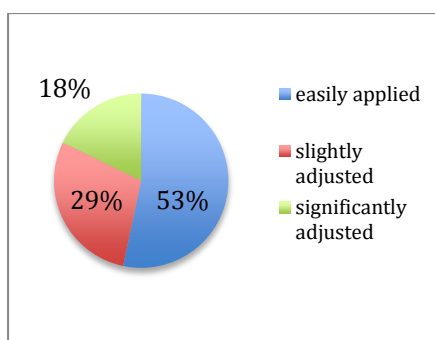
<sup>7</sup> Participants from Mozambique and Zambia made explicit mention of the value of the approach and method

<sup>8</sup> The value in the mix of participants was highlighted by participants from Tanzania, Malawi, Zambia and Zimbabwe

<sup>9</sup> 4 interviewees from Zambia and one interviewee from Tanzania provided expressed examples of the way in which they used the knowledge and skills gained, each who had participated in the earlier Fundamentals Courses

and knowledge gained, with 53% of participants indicating ease of application<sup>10</sup>.

**Diagram 3: Adaptability of skills and knowledge gained**



**Diagram 4: Use of information**

- In situations where participants have changed jobs, and/or within work contexts that do not require frequent use of the skills and knowledge, there were still reports that the information is not lost and often drawn on in different contexts. Diagram 4 above reflects the responses received electronically, with 56% of participants indicating that they use the information at work and 44% report sharing the information with colleagues
- An unexpected highlight of the training for participants was the self empowerment experienced due to the acquisition of the knowledge and skills<sup>11</sup>
- Shortcomings pertained specifically to the absence of sufficient practical examples and the need for more country-specific examples<sup>12</sup> as well as finding ways to deal with the language barriers

### Regional level collaborations

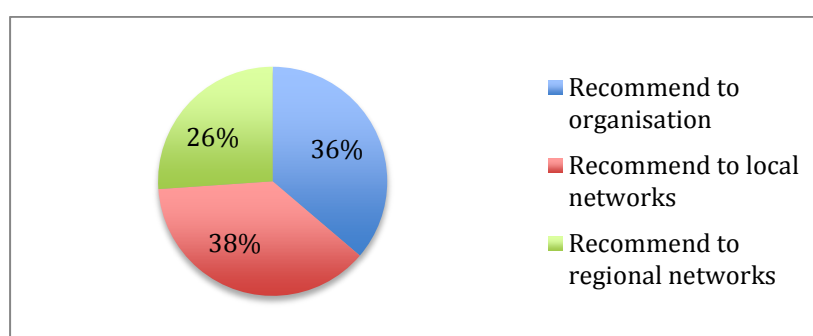
- There was expressed willingness to share the information about the course among others in the field, whether within their organisations or networks (both local and regional). Electronic responses reflected in the Diagram 5 below, echoed this sentiment

<sup>10</sup> Of the participants reflecting ease of application, 5 were from the recent PSAM course

<sup>11</sup> Participants from Zimbabwe, Zambia, Mozambique and South Africa made specific mention of their experience of empowerment

<sup>12</sup> Reference to country-specific examples were from participants from Zambia and Zimbabwe who participated in the latter courses

Diagram 5: Willingness to share information learned



### 3.3. Perspectives of Country partners and related stakeholders<sup>13</sup>

The findings pertaining to this section of the report is significantly different to the earlier section 3.2 above. While section 3.2 focused specifically on the Fundamentals Course, the section below looks more broadly at the regional learning programme, namely the fundamentals course as well as the ongoing support as implemented in each country. A summary is provided according to the areas of analysis (i.e. programme approach, learning path of individuals & CSOs, country-specific lessons; regional collaboration), with reference to each country outlined, where possible. See Annexure 2 for a more detailed description per country.

#### 3.3.1. Programme approach

	DESCRIPTION
RLP	<ul style="list-style-type: none"> <li>• Stabilised Fundamentals Training Course (FTC) with 14 courses run with 270 participants (geared towards civil society representatives) – NQF 6</li> <li>• In-country support for localised trainings</li> <li>• In country support for components of implementation of SAM activities/ interventions in 1 country (incl. strategising)</li> <li>• In-country support planned for 2 countries with RLP staff member from country being supported</li> <li>• Framed within research questions</li> <li>• Shift towards emphasis on baseline data</li> <li>• Purposeful reflection and learning</li> </ul>
Mozambique	<ul style="list-style-type: none"> <li>• Individual organisation working within remote areas of Mozambique</li> <li>• Culture of social accountability within organisational strategy &amp; practices</li> <li>• Organisational team trained on FTC</li> <li>• Team members recognised as SAM trainers</li> <li>• Development of localised SAM materials with support from SDC-Moz &amp; appointed tech expert</li> <li>• Implementation of SAM activities with support from SDC-Moz &amp; appointed tech expert (incl. &amp; localised training duration of 2 – 5 day trainings &amp; creation of SAMComms (exclusively community reps)</li> <li>• Direct work at municipal level with no training of partner organisations</li> <li>• SAMComms exclude oversight reps</li> <li>• Parallel as well as joint engagement – strategically determined</li> </ul>

<sup>13</sup> See Annexure 3 for a list of persons consulted during this external review. In Malawi, the potential partner discussion was with MEJN; in Mozambique the organization identified as a country partner was Concern Universal; in Tanzania the country partner is Policy Forum; in Zambia the partners are a consortium comprising of CARITAS, CSPR, JCTR and in Zimbabwe, the partnership is being negotiated with ZWRCN, SAPST & CWGH



	DESCRIPTION
Tanzania	<ul style="list-style-type: none"> <li>• Network of organisations with co-ordination fulfilled by PF Secretariat</li> <li>• Culture of social accountability embedded within the strategy &amp; practices of the PF Secretariat who has received consistent tech support directly from PSAM (agreement with PSAM whereby PF network pays for participation of members at FTC – negotiated set number of participants per course)</li> <li>• Culture of social accountability adopted by network members, however embedded within the practices of some network member organisations, with tech support provided via the PF Secretariat</li> <li>• PF Secretariat staff team &amp; staff members of network member organisations have been trained on FTC</li> <li>• PF Secretariat and staff members of network member organisations recognised as SAM trainers (5 T-o-Ts initially trained of whom 3 were from the PF Secretariat and 2 from member organisations. Currently 3 T-o-Ts remain of whom 2 are from PF Secretariat &amp; 1 from member organisation)</li> <li>• MOU established with PF Secretariat and network organisations for trained T-o-Ts to be called upon to train within the country (however confidence as trainer takes time to develop)</li> <li>• Localised SAM materials developed with support from PSAM &amp; translated – mixed trainings with community members &amp; oversight representatives</li> <li>• Implementation of SAM activities with support from PSAM (incl. localised training split into two parts &amp; district level interventions incl. creation of SAM teams (mixed)...RPL/PF Secretariat mirror each other</li> <li>• Implementation of SAM activities by others (network members) without support from PSAM and disjointed collaboration with PF (incl. localised training further adapted &amp; district level interventions incl. creation of SAM teams)</li> </ul>

	DESCRIPTION
Zambia	<ul style="list-style-type: none"> <li>• Extensive process of generating interest &amp; building partnerships</li> <li>• Training on FTC of some organisational reps</li> <li>• Developing localised training materials</li> </ul>
Zimbabwe	<ul style="list-style-type: none"> <li>• Process of building partnerships in early stages</li> <li>• Training on FTC of some partners</li> </ul>
Malawi	<ul style="list-style-type: none"> <li>• PSAM initiated and led process</li> <li>• Beyond attendance of Malawi reps at FTC, no further engagement with PSAM...no initiative taken on part of PSAM and Malawian organisations to take this further????</li> </ul>

Key challenges that emerged across countries related to:

- Political contexts within countries often served as a barrier to the extent of participation within SAM initiatives and hampered progress of SAM work within countries. For example, civil society stakeholders spoke of intimidation experienced due to their involvement in SAM teams/committees
- Monitoring of SAM work as it trickled-down among a wide variety of organisations as well as it took shape at district level has been difficult, thus quality and scope of SAM work has not been adequately gauged



- Timespan of interventions are limited and lose strategic influence as processes evolve. For example, in a context such as Tanzania, bringing civil society stakeholders together with oversight representatives within SAM Committees is valuable for the initiating of SAM work, but could hamper progress as SAM work becomes a more entrenched practice.
- Capacity within organisations unable to match the expansion of SAM work and requisite support needs of implementing partners. For example, within countries, increasing training capacity has not always been effective and quality of work is questioned. With respect to PSAM RLP, capacity is also a concern regarding work within countries, especially as an approach that may prove effective is not necessarily sustainable as the programme expands. For example PSAM RLP employs staff members local to the country in which a partnership is being developed. Alternative ways of building credibility within countries will need to be formulated.

### 3.3.2. Learning path of individuals & CSOs

	DESCRIPTION
RLP	<ul style="list-style-type: none"> <li>• Scope – 270 participants from 16 countries</li> <li>• Skills &amp; knowledge used and applied directly to the work, organisational needs and country context</li> <li>• Skills &amp; knowledge used within work, retained and applied to varying work contexts, shared with colleagues</li> <li>• Unexpected sense of self-empowerment</li> </ul>
Mozambique	<ul style="list-style-type: none"> <li>• Scope – series of trainings for all staff (through PSAM &amp; MUNISAM); series of customised trainings of local level reps (community &amp; assembly) in 4 municipalities (approx. 36 SAMComm reps &amp; approx. 8+ assembly reps)</li> <li>• On part of CU, sound understanding of SAM and confidence in ability to train, implement and support SAM initiatives</li> <li>• On part of SAMComm &amp; assembly, recognition of value of SAM &amp; driven to take actions</li> <li>• Opportunities for reflection and ongoing learning for both CU and municipal level structures</li> </ul> <p>NOTE: In Mozambique, while PSAM is recognised for contributing to the learning of staff, the development of SAM work is referred to as a consequence of the relationship with Colm Allan.</p>

	DESCRIPTION
Tanzania	<ul style="list-style-type: none"> <li>• Scope – PF Secretariat staff all trained (through PSAM); PF Secretariat &amp; T-o-T from member organisation conducted 3 localised trainings and 12 district level trainings, pool of trainers attending PSAM training-of trainers increased to 15 (from 4)</li> <li>• On part of PF Secretariat, sound understanding of value of SAM but not all confident to train, implement &amp; support SAM initiatives</li> <li>• On part of PF network, SAM adopted by at least 3 organisations interviewed, but nature of collaboration with PF appeared less clearly defined (even though MOU established) re provision of training, thus uncertainty about the scope &amp; quality of the training</li> <li>• Both for PF Secretariat &amp; network member organisations, trained as trainers, but themselves raised questions about extent to which skills &amp; knowledge is applied as well as quality of training eventually provided by these trainers (especially as fewer opportunities to train &amp; build confidence)</li> </ul>
Zambia	<ul style="list-style-type: none"> <li>• Emerging relationships....</li> </ul>
Zimbabwe	<ul style="list-style-type: none"> <li>• Emerging relationships.....</li> </ul>
Malawi	<ul style="list-style-type: none"> <li>• No input was provided during the interview of key stakeholder. Thus, beyond insights noted in existing PSAM reports, no further clarity was obtained as to what has hampered SAM work in the country</li> </ul>

### 3.3.3. Country-level Shifts

	DESCRIPTION
Mozambique	<ul style="list-style-type: none"> <li>• Slow growth of SAM and confined (i.e passion of one organisation)</li> <li>• Single component rather than entire process adopted by other organisations</li> <li>• Among donors, adoption of SAM also slow and/or ad hoc</li> <li>• Since commencement in 2011, concrete shifts provided within municipalities e.g. changes in attitudes and behaviour (sharing ideas and consultation); provision of services (funeral vehicle, health centre)</li> </ul>
Tanzania	<ul style="list-style-type: none"> <li>• Rapid growth of SAM beyond country partner</li> <li>• Adopted by PF partners, donor agencies</li> <li>• Other approaches also implemented but uncertainties about distinctions – not thoroughly engaged with</li> <li>• 2 - 3 years of investment in building awareness and skills &amp; knowledge in SAM, with latter 18 months yielding local level evidence e.g. provision of services (operating dispensary); halting corrupt practices (housing for teachers); developing budgets (protection of forests)</li> <li>• Likely setbacks in absence of ongoing monitoring</li> </ul>

### 3.3.4. Regional Collaboration

	DESCRIPTION
PSAM	<ul style="list-style-type: none"> <li>Expressed interest to share information about FTC with others as well as recommend course to others within networks (up to 38% of participants)</li> <li>Provision of platforms for exchange (annual basis)</li> </ul>
Mozambique	<ul style="list-style-type: none"> <li>Noted value of PSAM arranged regional exchanges at which CU staff participate</li> <li>Expressed interest in further exchanges for shared learning, however recommendation that there is better accommodation of language differences</li> <li>Expressed concern about absence of trickle-down re learning opportunities to municipal-level partners</li> </ul>
Tanzania	<ul style="list-style-type: none"> <li>Noted opportunities created through PSAM initiated/hosted regional exchanges</li> <li>Noted recent opportunities being created through other donors i.e. SDC-Tanzania</li> <li>Reference to topic-specific regional events that provide platform for sharing SAM experiences</li> <li>Concern among district level partners that learning opportunities confined to co-ordinating organisation not local level implementation partners</li> <li>Concern about lack of sustained engagement with East African organisations with whom there had been initial engagement prior to adopting SAM (e.g. MUHURI)</li> </ul>

### 3.3.5. Additional Findings

	DESCRIPTION
Gender	<ul style="list-style-type: none"> <li>Expressed expectation but lack of clarity as to how to translate this within existing work in a way that is meaningful</li> <li>Limited to number counting...and/or organisations focused on addressing gender equality....still struggle with concrete connections to SAM work</li> </ul>
HIV & Food Security	<ul style="list-style-type: none"> <li>In principle, SAM can be applied to any social issue</li> <li>BUT, when SAM is being applied based on community-driven needs, no guarantee that HIV &amp; Food Security will be prioritised</li> <li>THUS, overall reluctance to be seen as 'pushing an agenda', especially when making people aware of SAM is challenging due to political contexts</li> </ul>

## 4. Conclusions & Recommendations

Based on the insights from a broad cross-section of key stakeholders, significant achievements have been attained through the RLP, not only in the scope of its work but also in respect to the quality of the work. The achievements as well as shortcomings that were highlighted in the previous section have informed the status allocated to the three Outcomes that have been the focus of this review. **NOTE:** These outcomes are outlined within the PSAM Strategic Plan that extends until 2016.

<b>Outcome 2: Regional Learning</b>	
Improved ability of civil society organisations to make evidence-based strategic interventions in public management processes in Southern Africa, particularly in Tanzania, Mozambique, Malawi, Zambia and Zimbabwe	
<i>Response</i>	<i>Status</i>
Within Tanzania and Mozambique, it is apparent that this outcome has been reached within those specific areas/districts where partners are implementing SAM interventions. However, the lack of maintaining relationships with a broad spread of previous PSAM RLP training course participants, especially from the earlier courses, is likely reflective of the late implementation of regional learning initiatives. The developments in Zambia and Zimbabwe are too recent to comment. Also, as PSAM has not established a partnership with an organisation in Malawi, no comments can be made. This outcome has not yet been fully realized.	Not fully achieved

<b>Outcome 3: Knowledge Management</b>	
Knowledge Management system that is useful and used to facilitate sharing knowledge and ideas in Southern Africa is put in place.	
<i>Response</i>	<i>Status</i>
The bulk of participants, even in Mozambique or with partners who do not have close relationships with PSAM, made mention of the value of the learning exchanges/platforms that PSAM co-ordinates for sharing regional experiences. While requests and recommendations were outlined for improvement in the knowledge management, this will always be an area to improve upon. Based on the wide-reach this has had, this outcome has been realized	Achieved

<b>Outcome 4: Organisational Learning</b>	
Application and use of knowledge generated and disseminated through the PSAM facilitates the achievement of Goals 1 and 2 in Southern Africa	
<i>Response</i>	<i>Status</i>
In each of the countries where PSAM has established partnerships, the SAM knowledge has been applied and used. In addition, an overwhelming number of participants in the Fundamentals Courses, irrespective of which country, stated that they have and continually apply and use the knowledge acquired through PSAM.	Achieved

Over a six-year period, the RLP within PSAM has reached a defining moment, whereby the approach is being largely consolidated and streamlined. This is apparent in the sleek operations that characterize the Fundamentals Course as well as a more contained in-country strategy. These components are each neatly connected through the intentional internal monitoring mechanisms that are geared towards strengthening the effectiveness and sustainability of its work within the region.

The external environment in which RLP is located is multi-faceted, comprising of PSAM, the University and Regional Partners. Distinct, yet not mutually exclusive, these facets of the environment each contribute towards contentions experienced within RLP. These contentions will be highlighted as they allow the RLP to consider, how in its current shape and form, it will re-position itself in relation to this environment.

RLP in PSAM: The tense relationship between MAP and that of RLP has always been around, with past suggestions that these are completely separate programmes that do not belong together. In response to the division, PSAM has created a 'bridge' in the form of the Advocacy Impact Programme (AIP). This bridge provides an opportunity for connecting the work of PSAM, however actions are required in order for this opportunity to be utilized/realised. As the RLP comes into its own, it is more structured like a research initiative. However, for the current divide to be addressed, efforts on the part of both programmes are necessary. How is RLP going to engage PSAM to optimize the potential of proving these programmatic arms can in fact connect and contribute significantly to the work in SA and region? If RLP can address this dilemma, it will also equip RLP in guiding the partner organisations within the country to mirror a different relationship, one that enables a more fluid connection between research and that of training & support.

RLP at Rhodes: The lack of recognition afforded RLP is a reoccurring issue. Of interest is that the Department in which PSAM is located appears unclear as to how RLP relates to the Department. In response to being unclear, the University has resorted to the safety of its terminology, with reference to concepts such as 'theories', 'academic standards' etc. RLP is embarking on an amazing critical thinking adventure over the next three years, whereby it is positioned to contribute to how we think about SAM in the region. But more importantly, PSAM is able to deepen the impact of this shift. When and how will the RLP inform the University of its plan and will it do so in a manner that conveys the value of the programme?

RLP and its Regional Partners: Over the years, RLP has continued to have multiple partners, and the intensity of the relationships varied, as did the duration. However, each relationship has come with different demands or unclear expectations, resulting in RLP questioning who initiated engagement, whether or not it should engage, how it should engage, for how long it should engage and then what. Based on the varying relationships with regional partners, RLP has not only restructured the Fundamentals Course but is reconfiguring its in-country approach. Another regional partner is SDC and while recognized as supportive, the relationship is also one whereby RLP has to grapple with the implications of its expectations. Gender, HIV and Food Security are all new areas that SDC would like to explore together with their partners. While in principle, each of these do have a 'goodness-of-fit' within the work of RLP, there is a lack of clarity on what this means in practice. How will RLP address these aspects constructively and in an integrated manner within the programme? Engaging with this issue will enable RLP to also shape

discussions with regional partners in a way which will minimize resistance and skepticism that may occur with being a 'new', 'unfamiliar', 'outsider/foreign' organization<sup>14</sup>.

Those core lessons emerging from the previous section and that are worthwhile to consider as the RLP continues to reconfigure certain internal and external programmatic issues, pertain to that of:

- **LEADERSHIP:** When the leadership or influentially positioned persons within an organization believe in SAM, purposeful ways of entrenching the approach (within an organization as well as individuals) will be developed.
- **RESPONDING TO NEEDS:** When opportunities for building knowledge and skills are responsive to the needs of people, thereby making the attainment of knowledge and skills feasible, interest is established and relationships forged. For example, representatives from oversight committees in Mozambique were keen to be involved in SAM processes as the initial introductory training was conducted over a period of 2 days, thus enabling them to participate and extend the invitation for participation to all the representatives of the municipal assembly.
- **SOURCING & SECURING SUPPORT:** When individuals and organisations believe in a process, they will find ways to obtain the support they require to implement the process. For example, CU has not only sourced support from PSAM and Ford Foundation, but also from SDC-Mozambique as well as making use of any other available learning opportunities.
- **FLEXIBILITY:** Processes by their very nature are messy and unpredictable, so flexibility is important both with respect to delivery of content as well as targeted/participating audience. For example, in each of the countries, the delivery of the training course was adapted to suit the context as well as the needs of the audience AND the participants in a process sometimes involved only CSOs or only oversight representatives and at other times these sectors were combined.
- **CREATIVE STRATEGIES:** As SAM work has developed, tried and tested ways of implementation are not always effective within every context. Often times, as indicated in countries such as Zimbabwe (with respect to the involvement of MPs), the least obvious partnerships are the ones that work well.
- **UNIQUE PARTNERSHIP APPROACHES:** The partnership that has flourished has so far mirrored the approaches of RLP (i.e. PF, like RLP, provides SAM training for other organisations and offers technical support to implementing partners). However, SAM work has flourished (albeit differently) even when approaches have differed to that of the RLP (i.e. CU has partnerships with several stakeholders 'leading' SAM work. However, the organization does not provide SAM training to other organisations. Instead, only works at the level of implementing partners).

In addition to the afore-mentioned issues intended for critical thinking, concrete recommendations for taking the work of the RLP forward include:

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<sup>14</sup> As observed by reaction of ZWRCN interviewee and also insights shared by RLP staff reflecting on experiences of entering/working in a 'new' country as a representative of PSAM



### Programmatic Approach and Method:

- Forge relationships with local donors known to be keen on SAM in order to expedite entry into countries. For example, see whether a donor of a partner organization such as SAPTS would be keen to be involved in the SAM work (not necessarily providing funding, but through endorsing the work and encouraging participation)
- Conduct a fundamentals training course in the country where new partnerships are being forged e.g. Zimbabwe and Zambia so that more local organisations can participate and be made aware of SAM. This may contribute towards creating buy-in as well as gaining entry with greater ease (especially if done jointly with a local organization/group of organisations)
- The approach of working 3 years within a country is still new and thus at this stage, it is not evident whether it should be altered. Therefore, maintain the 3-year approach within the new countries (Zimbabwe and Zambia) and use the lessons gleaned from the monitoring approach for these two countries, in addition to lessons from monitoring how SAM progresses in Tanzania (where relationship is ending), to determine whether/how to alter the approach in the future.

### Learning Path of Individuals and CSOs

- Build documentation and reflection into learning exchanges at country & regional level. Thus, develop a practice, whereby at meetings or through exchanges, organisations are encouraged to indicate how many participants they have trained on SAM and the nature of the SAM training, as this may help in somehow monitoring the number of persons being exposed to some level of SAM training and also facilitate tracking the quality of the work

### Country-level shifts

- Formulate a SAM barometer per country with three or four points that are commonly examined and make this a permanent feature of the learning exchanges in order to encourage monitoring of the way in which SAM is unfolding at country level (may also be useful for comparative analysis at a later point)
- With respect to the specific countries in which RLP has a relationship (past & emerging):
  - Mozambique: Not apparent from the evaluation that a country partnership should be developed as needs within Mozambique were not clearly articulated and CU does have support through SDC-Mozambique and a technical advisor. However, it would be useful to include CU in strategic technical support exchanges that focuses on implementation challenges e.g. through formal skype learning exchanges between RLP, CU and PF as well as through organized workshops between regional partners who are experiencing similar challenges.
  - Tanzania: As partnership with PF is unique, over & above regional exchanges which RLP co-ordinates, RLP can consider providing

strategic support on those issues with which PF grapples as it moves SAM work forward (independently from RLP support). It is worthwhile to consider having a joint strategic planning workshop (RLP & PF) whereby these organisations look at how they each take SAM work forward in the region.

- Zimbabwe: Host an in-country fundamentals training course so that a widespread of local organisations can participate. Also, RLP should have more one-on-one meetings with ZWR CN as PSAM is 'new' to this organization and the relationship is not as strong as with the other consortium partners.

### Regional level collaboration

- In any country where a regional level event for collaboration on SAM is held, if more than one donor within that country supports SAM work, then they could jointly host this event – this would contribute to elevating the profile of SAM
- Within the regional learning events, include parallel workshop sessions that enable countries to not only exchange experiences but also formulate strategies of how to address any challenges. Thus, the RLP should explore with PF & CU what SAM-related parallel learning sessions they can each host at a regional learning event.

### Other:

- **Gender:**
  - Define what is the purpose of a 'gender focus' and commit to a strategic process for this to be considered within the project/programme/organization/partnerships
- **HIV & Food Security:**
  - Make a concerted effort for organisations working on these focal areas to be invited to the local trainings; maybe local SDC offices can provide specific support for SAM work within these focal areas

### Overarching recommendation

- As PSAM relationship dynamics within the organization as well as within Rhodes will continuously unfold and develop, a positive process could be facilitated through PSAM embarking on a 'book'. For example, PSAM could edit a book that contains a series of publications that reflects the work of all PSAM programmes, within the region and South Africa (thereby bridging the divides between RLP and MAP as well as responding to the tensions of the RLP and Rhodes). The Department of Journalism could be invited to participate in conceptualizing the book idea so that there is a sense of ownership within the University as well.



## 5. Annexures

### 5.1. Annexure 1: Information gathering tools

#### TOOL 1: FGD guide for PSAM staff team

##### **FOCUS GROUP DISCUSSION GUIDE with PSAM STAFF TEAM**

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This guide is intended to capture detailed descriptive data relating to the components of the RLP and the relationship to Knowledge Management and Organisational Learning within PSAM. Information will also give consideration to how the organizational as well as country contexts are perceived to facilitate the development of social accountability methods and tools.

##### **Background information**

By way of introduction, the team members will be asked to provide input on the following:

1. Length of time with PSAM &/or RLP
2. Role within RLP
3. Process engaged in to become capacitated to fulfill responsibilities within RLP
4. Mechanisms in place to facilitate ongoing staff development

##### **Programme method/approach**

The team will be asked to map out the following:

5. Core components of the RLP and how these core components relate to Knowledge management and Organisational learning, highlighting (i) the strengths of the RLP; (ii) strengths of the relationship between RLP and Knowledge Management and Organisational Learning; (iii) existing as well as emerging challenges facing the RLP

Through the above discussion of the core components of the RLP, the team will be asked to indicate:

6. How the current conceptualization of the RLP, Knowledge Management and Organisational Learning differs to that of previous years; and also
7. The perceived benefits and challenges of the shifts in conceptualization of this programmatic approach

##### **Learning Path**

Using a 'country case study method', the staff team will be asked to:

8. Detail the criteria which informed the negotiation and establishment of relationships with partner organizations in a country
9. Outline the PSAM interventions with a partner organization and the strengths and pitfalls of these interventions
10. Describe the way in which PSAM methodology has been 'translated' within the specific SADC countries, inclusive of strengths and weaknesses of the adoption/adaptability of methodology

##### **Country-level shifts**

11. Outline the perceived successes of the PSAM methodology within the country, inclusive of steps taken for these successes to be optimised
12. Outline the perceived failures of the PSAM methodology within the country, inclusive of steps taken for these failures to be minimized

13. The staff team will be asked to reflect on whether any unintended consequences arose from the use of PSAM methodology within the SADC countries

### **Regional Shifts**

The team will be asked to provide a regional perspective, sharing insights on:

14. Lessons that have emerged from PSAM work in the SADC countries – commonalities and differences across country-contexts
15. Opportunities generated for facilitating exchanges among /between countries

### **Concluding**

In concluding the discussion, the staff team will be asked to share, by way of a brainstorm, their reactions to:

16. Sustainability of PSAM methodology/approach within the region
17. Possibility of applying PSAM methodology/approach to critical issues of HIV/AIDS and Food Security

## **TOOL 2: Interview Schedule PSAM staff (past and present)**

### **INTERVIEW SCHEDULE: PSAM STAFF (PAST & PRESENT)**

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#### **Background information**

1. Name:
2. Position in organization:
3. Year started at organization: Length of time at organization:

#### **Programme approach & method**

4. What are the critical contributions that PSAM makes/has made within the region with respect to social accountability monitoring?
5. What are the key strategies which PSAM employs/employed when working within the region? What have been/are the perceived benefits of PSAM approach? What are the perceived shortcomings of the PSAM approach?
6. How have PSAM strategies shifted? Why did these shifts materialise? What have the consequences of these shifts been?
7. How does the PSAM approach/method address staff development (i) for new staff joining the team and (ii) for ongoing learning of the staff team?

#### **Learning Path**

8. What are the ways in which PSAM has facilitated learning among individuals and organizations within SADC countries/region?
9. What have been the challenges/shortcomings of the way in which PSAM has facilitated learning among individuals and organizations within SADC countries/region?
10. What knowledge and skills are adopted/adapted within SADC countries and which aspects of the knowledge and skills required for social accountability monitoring of public resources are less likely adopted/adapted? Why?
11. What opportunities, if any, does PSAM create for SADC individuals/countries to strengthen their social accountability monitoring knowledge and skills?

#### **Country & Regional shifts**

12. What are considered as major successes of PSAM within specific SADC countries and within the region?
13. What significant failures were observed with PSAM interventions in specific SADC countries and within the region?

14. What challenges has PSAM faced in the SADC countries where they currently conducted their work? What strategies have PSAM employed/could PSAM employ to address these challenges?
15. What should PSAM do to facilitate the sustained use of social accountability methodology in monitoring public resources within SADC countries/region?

### **Further considerations**

16. How does the current resource capacity and structure of PSAM enable/hinder the organization?
17. How could PSAM contribute to the field of HIV/AIDS as well as Food Security?
18. What would PSAM likely require/need to do in order to facilitate meaningful contributions to these two focal areas?
19. What would be the likely benefits and challenges of PSAM incorporating HIV/AIDS and Food Security into its work?

## **TOOL 3: FGD guide: Partner organizations in Tanzania & Mozambique**

### **FOCUS GROUP DISCUSSION GUIDE: PARTNER ORGANISATIONS**

#### **Background information**

By way of introduction, the team members will be asked to provide input on the following:

1. Length of time with organisation/specific organizational social accountability programme
2. Role within organisation's social accountability programme
3. Participation in PSAM Fundamentals training course & related PSAM in-country support interventions
4. Mechanisms in place to facilitate ongoing staff development

#### **Programme method/approach**

The team will be asked to map out the following:

5. Core components of the social accountability approach/method adopted by the organization
6. Outlining the perceived strengths and weaknesses encountered with the social accountability approach/method
7. Detailing the perceived successes as well as failures of the organisational interventions to promote social accountability within their country
8. Other social accountability methodology adopted within the country and how organisation's work is positioned in relation to these other social accountability approaches

#### **Learning Path**

Using a 'journaling method', the staff team will be asked to:

9. Outline the PSAM interventions that shaped the relationship between their organization and PSAM, highlighting the strengths and pitfalls of these interventions (i.e. experiences of Fundamentals training course and various aspects of the in-country support and mentoring)
10. Describe the way in which PSAM methodology has been 'translated' within their organization as well as their specific country context, inclusive of strengths and weaknesses of the adoption/adaptability of methodology
11. Indicate factors that will influence sustainability of social accountability method/approach within their organization and in respect of their country context

### Country-level shifts

The staff team will be asked to reflect on:

12. Changes with respect to social accountability which they can clearly attribute to their organisation's 'PSAM-related' interventions
13. Whether any unintended consequences arose from the use of their organisation's PSAM methodology within their country

## Regional Shifts

The team will be asked to share their insights on:

14. Opportunities they have created/made use of to share their social accountability experiences within their country as well as within the SADC region
15. Regional platforms they utilise in order to learn further about social accountability monitoring of public resources
16. Benefits and challenges of regional level exchanges

## Concluding

In concluding the discussion, the staff team will be asked to share their thoughts on:

17. Relevance of applying social accountability methodology to the field of HIV/AIDS and Food Security within their country-context

## TOOL 4: Interview guideline for Partner organizations & related stakeholders

## INTERVIEW GUIDELINE: PARTNER ORGANISATIONS AND RELATED KEY STAKEHOLDERS

## Background information

1. Name:
2. Position in organization:
3. Year started at organization: Length of time at organization:
4. Relationship to: PSAM Country Partner/PSAM (Please specify and describe).

### Programme method/approach

5. What are the core components of the social accountability approach/method adopted by the organization?
6. What are the perceived strengths and weaknesses encountered with the social accountability approach/method, highlighting also the experiences with adopting/adapting the method within the organization as well as specific country context?
7. What are the perceived successes of the organisational interventions to promote social accountability within the country? How have these been optimized, if at all?
8. What are acknowledged failures with respect to the method and approach? What steps have been taken to minimize such failures in the future?
9. In your opinion, do you think the PSAM approach/method can be applied to the fields of HIV/AIDS and Food Security? Would the application of social accountability approach/method to HIV/AIDS and Food Security be of relevance to (i) the work of your organization; and (ii) country-context? What are factors that will need to be taken into account if a social accountability lens is applied to these two fields?

## Learning Path

10. How did your relationship with PSAM/partner organisation commence and develop?
11. What interventions shaped the relationship between your organization and PSAM/partner organisation?
12. What were the strengths and pitfalls of these interventions?
13. What has contributed towards whether a partnership flourishes or whether it fails to materialize into a collaborative working agreement?
14. What factors do you think will determine the sustainability of the social accountability method/approach within your organization and in your country context?
15. What mechanisms are considered as instrumental in enabling learning within partner organizations?
16. Has your organization taken steps to increase the knowledge and skills of the staff team in social accountability methods and tools for public resource monitoring?

## Country-level shifts

17. What country-level successes have materialized with the adoption/adaptation of the PSAM method and tools?
18. What challenges have occurred in adapting/adopting the PSAM method in your country context?
19. Are other social accountability methodologies adopted within the country? If so, how do these relate to the approach adopted by your organization?
20. What have been some of the unintended consequences of the social accountability work in your organization as well as your country context?
21. Have organizations/individuals within your network requested assistance and support in developing their knowledge and skills in social accountability monitoring of public resources?

## Regional Shifts

22. What platforms do you utilize to learn and exchange experiences on social accountability within the region?
23. What are the strengths of facilitating exchanges among /between countries?
24. What factors hinder the potential for regional exchanges?

## TOOL 5: Interview guide for Fundamentals Training Course participants

### INTERVIEW GUIDE: PARTICIPANTS FROM FUNDAMENTALS TRAINING COURSE

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1. What do you recall about the Fundamentals Training course on social accountability monitoring of public resources?
  2. Prior to attending the course, how would you describe your knowledge and skills with respect to social accountability monitoring methods/approaches i.e. non-existent, limited, satisfactory or strong?
  3. After attending the course, did you consider yourself to have attained an improved knowledge and skills set? Please elaborate
  4. Were you able to use the skills and knowledge acquired at the training course? Please explain how you have used the skills and knowledge. Also indicate

- whether you have used these skills and knowledge continuously since receiving the training.
5. Were the skills and knowledge gained at the training course easy to apply within your organizational context and also within your country context? Please elaborate.
  6. Have you/do you share the skills and knowledge with other colleagues, and/or those within your local and regional networks? Please elaborate and include what factors facilitate or impede the sharing of this knowledge and skills.
  7. Have you/do you update your social accountability monitoring skills and knowledge? If so, how.
  8. Did the participants on the course come from various sectors i.e. civil society organisations, academics, oversight committees/bodies? What were the value and/or shortcomings of the mix of participants on your course?
  9. In your opinion, what was the highlight(s) of this course for you? What do you consider as the strengths of this course?
  10. What do you consider as the significant shortcomings of this course? Please explain.
  11. If you could think of at least three ways in which the course could be strengthened, what would you suggest

#### **TOOL 6: Electronic questionnaire for past FTC course participants**

### **ELECTRONIC QUESTIONNAIRE: FUNDAMENTALS COURSE PARTICIPANTS**

As a past participant in the PSAM Fundamentals Training Course hosted in Grahamstown, we would like your feedback as to the skills and knowledge attained at this course. We understand that it may have been some time ago that you attended such training, however, your feedback will provide invaluable insight as to the effectiveness as well as impact that this course was likely to have generated. When answering the questions, please simply note the appropriate letter(s) (a – f) which is/are most reflective of your reaction to the questions.

- 1. Prior to my participation at the Fundamentals Training course, my knowledge and skills of social accountability monitoring methods/approaches was:**
  - a) Non-existent
  - b) Limited
  - c) Satisfactory
  - d) Strong but needed a fresh perspective
- 2. The knowledge and skills provided at the training course, gave me improved understanding of:**
  - a) Resource allocation
  - b) Strategic planning
  - c) Expenditure management
  - d) Performance management
  - e) Public integrity management
  - f) Oversight

3. **Since attending this training course, I have used the skills and knowledge attained for approximately:**
  - a) 0 – 6 months after the training
  - b) 6 – 12 months after the training
  - c) 12 – 24 months after the training
  - d) 24+ months after the training
4. **Since attending this training course, the skills and knowledge acquired has been**
  - a) Used it in relation to my work
  - b) Shared with colleagues in my organization & networks
  - c) Updated subsequent to my participation in this training course
  - d) Lost and forgotten
5. **The skills and knowledge gained at the training course**
  - a) Was easy to apply in relation to my organizational work
  - b) Needed to be slightly adapted to suit my organizational work needs and country context
  - c) Needed to be significantly adapted in order to suit my organizational work needs and country context
  - d) Not possible to apply to my organizational work and country context
6. **The fundamentals training course on social accountability monitoring of public resources is something**
  - a) I recommend to others in my organization
  - b) I recommend to others in my local networks
  - c) I recommend to others in my regional networks
  - d) I never recommend

**TOOL 7: Electronic questionnaire with recent FTC participants (June 2013 course)**

**ELECTRONIC QUESTIONNAIRE: FUNDAMENTALS COURSE  
PARTICIPANTS**

As a participant in the recent PSAM Fundamentals Training Course hosted in Grahamstown in June 2013, we would like your feedback as to the skills and knowledge attained at this course. When answering the questions, please simply note the appropriate letter(s) (a – f) which is/are most reflective of your reaction to the questions.

1. **Prior to my participation at the Fundamentals Training course, my knowledge and skills of social accountability monitoring methods/approaches was:**
  - e) Non-existent
  - f) Limited
  - g) Satisfactory
  - h) Strong but needed a fresh perspective
2. **The knowledge and skills provided at the training course, gave me improved understanding of:**
  - g) Resource allocation

- h) Strategic planning
- i) Expenditure management
- j) Performance management
- k) Public integrity management
- l) Oversight

**3. The skills and knowledge gained at the training course**

- e) Is easy to apply in relation to my organizational work
- f) Needs to be slightly adapted to suit my organizational work needs and country context
- g) Needs to be significantly adapted in order to suit my organizational work needs and country context
- h) Not possible to apply to my organizational work and country context

**4. The fundamentals training course on social accountability monitoring of public resources is something**

- e) I will recommend to others in my organization
- f) I will recommend to others in my local networks
- g) I will recommend to others in my regional networks
- h) I never recommend



## 5.2. Annexure 2: Detailed outline per country using the 4 analytical prongs that informed the evaluation

### 5.2.1. Malawi

#### *Programme approach*

With respect to Malawi, PSAM conducted a workshop on social accountability mapping and then developed a mapping report and presented this to a meeting in Malawi during 2009. However, beyond the discussion generated following the presentation at the workshop, no further engagement occurred. The relationship with Malawi has remained one in which representatives from different civil society organisations attend the PSAM courses. No further information was obtained in interviews with the identified country stakeholder.

### 5.2.2. Mozambique

#### *Programme approach*

The most prominent findings within Mozambique relates to the programme approach of Concern Universal (currently not a country partner but has a history with PSAM<sup>15</sup> and recently expressed interest in re-establishing a formal relationship).

- Concern Universal has created a culture of 'social accountability monitoring' that is embedded within the overarching organizational framework (strategy). The practices are aligned to this framework by means of varying opportunities for the staff team to learn, namely: participation in PSAM fundamentals courses, honing their skills and knowledge through specific organizational activities and obtaining technical support from Colm Allan (SDC-Mozambique) with the development of framing SAM interventions.
- Concern Universal approach is one whereby staff members work directly at municipal level to promote and support SAM interventions (Munisam). The approach comprises of parallel processes and joint training/collaborative workshops. Parallel processes – one with local advisory committees and the other with the municipal/provincial assembly – involve awareness raising to garner interest and buy-in for the establishment of local level SAM Committees (reps from local advisory committees) and to identify municipal assembly representatives in SAM initiative. Further parallel processes also occur to provide support to strengthen the specific needs of the SAMComms as well as the municipal assembly representatives, thereby ensuring

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<sup>15</sup> Concern Universal previously had a formal relationship with PSAM. This was a country partnership that involved two Mozambican organisations – Concern Universal and AMODE – and focused specifically around the provision of training by PSAM to Mozambican organisations. However, within AMODE there appeared to be no organisational 'buy-in' but rather support from a single AMODE staff member. The dynamics within AMODE affected the partnership with Concern Universal as well as overall relationship with PSAM. The dynamics among the civil society organisations was a significant factor in hindering the progress of SAM and the relationship with PSAM. Furthermore, PSAM itself faced significant capacity challenges at a time and thus building and maintaining relationships with Mozambican partner proved particularly challenging. An influential person within CU also forged close relationships with the then leader of PSAM and this relationship then formed the basis for the way in which SAM work in Mozambique continued. Consequently, CU does not appear to consider PSAM as instrumental in the way in which they have adopted SAM work. While they acknowledge the value of PSAM fundamentals course and the training-of-trainers course, they primarily attribute the development of their work to the support from the previous PSAM director.

sustained involvement. Joint capacity building events bring together the community members and the assembly representatives to equip them with knowledge and skills pertaining to SAM and also to facilitate collaboration on the identified SAM initiative.

Identified strengths within the CU approach in light of the context are:

- Formulation of separate structures for communities (SAMComms) as well as separate structures for municipal assembly representatives, and also the provision of separate parallel processes enables empowering opportunities for community representatives (SAMComms) as well as for municipal assembly representatives to learn their roles and responsibilities in terms of SAM without judgement
- Provision of joint events at strategic stages facilitates engagement and addresses distrust between government/municipal assembly and citizens
- Conducting customized SAM trainings varying between a series of 2 day workshops to 5 day trainings determined by the needs of municipal assembly representatives as well as the SAMComms and providing an overview of SAM but allowing the groups to determine what component they wish to first commence with in terms of their identified issue.
- Development of materials specifically for Mozambique's municipal context and translation of materials into Portuguese<sup>16</sup>

Identified challenges/weaknesses with the CU approach pertained to:

- Threatening political context whereby promoting SAM is met with resistance and if deemed counter to ruling party, then victimization of SAMComm representatives occur (threats, labeling and denial of job opportunities). Also on the part of municipal assembly representatives, the inclination is to 'tow the party line', thus also making promotion of accountability difficult.
- Lack of capacity to provide consistent and intensive support within a political context whereby stakeholders need constant reassurance and encouragement to remain committed to SAM work.

### *Learning path of individuals and CSOs*

In determining the scope of capacity building opportunities:

- For CU staff, over a six year period, opportunities commenced with a customised in-country training by PSAM; and subsequently included regular participation of staff members in the PSAM Fundamentals training course and training-of-trainers course; formalized trainings provided by Colm Allan as well as structured SAM meetings facilitated by Colm Allan to share country-level experiences of Munisam<sup>17</sup>
- For SAMComms and representatives from the municipal/provincial assembly, opportunities entail customized trainings (jointly and separately) as well as

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<sup>16</sup> It appears that PSAM materials have been used, however, staff struggled to distinguish between what 'belongs' to PSAM and what does not, especially as the technical advisor for CU's MUNISAM programme, is referred to as the 'father' of PSAM

<sup>17</sup> It is likely that opportunities for collaboration will arise as this project/programme develops. However, while PSAM can engage CU in order to better understand the developments within the MUNISAM programme and explore areas for support, CU still needs to clearly articulate how PSAM can add value to the support currently at their disposal through SDC-Mozambique and the technical advisor Colm Allan.

regular separate meetings that involves sharing of information pertaining to SAM

With respect to the form & quality of knowledge and skills:

- For CU staff, the trainings on the content as well as training-of-trainers courses succeeded in establishing SAM approach within the work of the staff members, thus organization. Furthermore, training of all staff members and the breadth of training opportunities has enabled the team to each be equally competent to build capacity and provide support to SAMComms and municipal assembly representatives, particularly as team members are assigned responsibility for specific municipalities.

For SAMComm representatives as well as municipal assembly representatives, the awareness raising and training opportunities have increased their understanding of the value of social accountability and generated a keen interest to promote public resource management that is responsive to the local needs. However, the ability to use the knowledge and skills (on the part of both community members and municipal assembly representatives) is somewhat constrained within the existing political context.

With respect to sustained and improved use of knowledge and skills:

- At the current stage of the Munisam project (i.e. since 2011, working in a total of 4 municipalities and entering a further two), for both CU staff and municipal stakeholders, there are regular opportunities for reflection and learning, thus skills and knowledge of these stakeholders are continuously updated and monitored. However, there was no clear articulation as to the duration for which such support will be provided.

### *Country-level shifts*

Based on the reports from CU staff as well as the information shared by municipal partners, SAM has taken a while to develop within Mozambique. As an organization, CU has been introduced to SAM since 2009, as have other Mozambican organisations. However, only CU has adopted SAM as an approach to its work and over the past 3 years, invested in building its staff members' knowledge and skills to implement SAM initiatives. Other organisations that have been introduced to SAM are reportedly only focusing on one process (budget analysis), rather than the entire public resource management process.

On the part of donor agencies, the adoption of SAM has also been slow and/or ad hoc<sup>18</sup>. SDC-Mozambique has engaged with SAM methodology since 2006 in the form of a pilot strategy and supported a training initiative for civic organisations doing monitoring and spent some time building internal staff capacity. In 2011, engaged Colm Allan in developing the Munisam project and has since appointed him as a technical advisor for SDC-

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<sup>18</sup> CU had managed to secure Ford Foundation funding to support training on SAM. Based on the input the support from Ford Foundation arose more due to existing relationships with CU than from a clear commitment of this donor agency in social accountability monitoring. SDC-Mozambique had become involved in SAM work (based on a strategic objective from SDC head office) and initially taken on SAM work in the form of a pilot project.

Mozambique. Ford Foundation on the other hand has provided ad hoc support for a SAM training-of-trainers initiative in 2010, with no further reports of engagement with CU or other SAM work.

Even though the SAM work within municipalities commenced in 2011, there have been reports of improvements as a consequence of interventions:

- In a locality where plans to build a health centre has been in place for several years, the SAM initiative involving the SAMComm and collaborative engagement with municipal assembly representatives raised awareness of this failure to deliver and requested a response from government. Due to the consistent demand for accountability, the health centre was built.
- In a locality where the municipal assembly has recognized the value of SAM and the importance of oversight to improve public resource management, the President of the Assembly has spearheaded the SAM initiative in the municipality, even though it has meant he has had to go against the 'party line'. This has had a spiral effect on how the SAMComm also engages the municipal assembly representatives regarding the community needs.
- In a locality that had no funeral vehicles, the SAMComm placed pressure on the municipal assembly to address this problem and as a consequence of the actions, a decision was taken and the vehicle was purchased.
- Citizens who previously were not participating in discussions with the municipality, have begun raising their issues subsequent to their involvement in the SAMComms

Considering the level of fear that exists within municipalities and reluctance to raise concerns that could be deemed critical of the ruling party, the advances made within the above-mentioned municipalities are significant. However, the process is still in its early phase (with SAMComms operational for at least a year) and it is uncertain what municipal responses will be with persistent monitoring. In one locality, SAMComm members indicated that they have considered abandoning SAMComm as they are being labeled as 'traitors' and ostracized in their communities, merely because they are making community members aware of their rights.

As the project develops, SAMComm needs are going to shift and increase, as will the needs of the municipal assembly. CU will have to consider a strategy for dealing with these issues in a way that increases opportunities for sustained monitoring activities.

#### *Regional level collaborations*

According to CU staff, opportunities for regional exchanges have been facilitated by PSAM and CU has had opportunities to participate – sharing their experiences and learning from others in the region. Beyond these, no other opportunities were identified. CU staff did indicate the value of such exchanges, however expressed frustration with the language challenges faced in the absence of adequate Portuguese translation.

For municipal stakeholders, both municipal assembly representatives as well as SAMComms requested the possibility of being invited to forums where they

can learn and exchange experiences. Among community members, a concern expressed was that they fail to benefit from such opportunities and instead, their access continues to be via CU.

### 5.2.3. Tanzania

#### *Programme approach*

Policy Forum is a network comprising several organisations in Tanzania and this network is structured such that the Secretariat fulfills co-ordination responsibilities. As a network structure, decision-making and strategic planning occurs with the full participation of network members and implementation of the plan clearly defining the responsibilities of network members as well as those of the Secretariat. As a network structure, Policy Forum thus has wide reach within the country, but is also complex as it brings together a range of organisations, each with their own dynamics. Furthermore, even though in theory/concept, the network is considered a 'unit', in practice, as a consequence of responsibilities, distinctions are made between the PF Secretariat and member organisations.

The most prominent findings within Tanzania regarding the programme approach of Policy Forum, the country partner of PSAM is as follows:

- Policy Forum has created a culture of 'social accountability monitoring' that is intentionally embedded within the overarching organizational framework of the network (strategy) and incorporated within the practices of the Secretariat and member organisations (opportunities for the staff team members to learn and test the skills and knowledge, together with consistent technical support from PSAM and/or PF Secretariat).
- PF has adopted a three-pronged approach, namely (i) Provision of SAM training opportunities at the PSAM FTC as a means to extend the knowledge & skills among all the network members; (ii) Provision of localized trainings intended to equip members with the knowledge and skills to then integrate into their organisational activities; (iii) Establishment of formal relationships with district implementing partners, offering training and then supporting the implementing partner in the use of SAM methodology.
- The PF Secretariat has a close working relationship with PSAM and appears to apply SAM in a way that mirrors that of PSAM (and vice versa)<sup>19</sup>. The PF Secretariat team spoke of their involvement in (i) provision of localized trainings intended to equip network members with the knowledge and skills to then integrate into their organizational activities as well as (ii) the establishment of formal relationships with a

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<sup>19</sup> This is unsurprising considering (i) the closely-knit relationship between PSAM and PF, forged through a shared growth process as well as shared leadership; as well as (ii) the position of PF in co-ordinating a network of organisations, thus access to influence broad spectrum of organisations within the country.

district implementing partner (SAM team), offering training and then supporting the implementing partner in the use of SAM methodology.

- Representatives from PF network organisations spoke of (i) provision of localized trainings to SAM teams to raise their awareness of the methodology & (ii) supporting the SAM teams apply the methodology within their local areas

Identified strengths within the PF approach in light of the context are:

- Provision of the 14 day SAM training delivered in two parts, with part 1 focused on processes and concepts while part 2 focuses on tools for analyses within each process
- Inclusion of civil society, Council Officials as well as representatives of oversight bodies within Local Government Authorities in the training, providing CSOs with a better understanding of the environment in which councilors work. An unanticipated consequence which arose from the joint training was the building of much needed capacity for both civil society & councilors; minimizing tensions between these sectors and facilitating collaboration
- Keeping the content but incorporating local examples to more clearly illustrate concepts, processes and tools as well as regularly updating the content to meet changing demands and needs, and reflecting any changes within the accountability system
- Accurate translation of the materials into the local language to increase its accessibility and understanding
- Establishment of district level SAM teams that include representatives from civil society, Council Officials and oversight bodies at the LGAs, thereby creating opportunities for improved access to information<sup>20</sup>, further enhanced through the use of journals that assist with reflection<sup>21</sup>.
- PF has attempted to link their local work with a national level advocacy agenda, thus focusing on institutionalizing processes that are essential in facilitating SAM work, such as access to key documents and inclusion of social accountability in the guidelines issued for Local Authorities in Tanzania.

Identified challenges/weaknesses with the PF approach pertained to:

- Lack of capacity to provide consistent support in a way that is responsive to the ever-evolving and increasing needs of local partners
- Sustainability and consistency of SAM interventions beyond the 2-year PF partnerships with the district implementation partners, especially when long-term funding for continuous SAM interventions is

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<sup>20</sup> SAM team members have different roles to play during the implementation which are defined with the formulation of the team

<sup>21</sup> SAM team monitoring of all 12 districts consists of 2 people, thus completing the journals in a timely manner has been a challenge. Currently, strategy journals do exist for at least half of the districts that have been monitored.



challenging to obtain<sup>22</sup>. Furthermore, as local organisations often lack capacity and internal mechanisms to manage and report on funds in a manner required by donors, better and more funding is not secured.

- Sustainability of monitoring gains of national level advocacy efforts, for example, the inclusion of the right to social accountability within guidelines for the Association of Local Authorities in Tanzania has not been consistent over the years.
- Threatening political context whereby promoting SAM is met with resistance that ranges from lack of access to information<sup>23</sup> to victimization, thus thwarting the efforts of SAM as an empowering tool

### *Learning path of individuals and CSOs*

In determining the scope of capacity building opportunities:

- For PF Secretariat staff, over a six year period opportunities encompassed formalized trainings and technical support by PSAM
- For PF member organisations, opportunities entailed formalized trainings for representatives through PSAM as well as localized training provided by T-o-T from PF Secretariat & a network member organisation<sup>24</sup>.
- For district level partners, opportunities entailed formalized training as well as technical support by PF Secretariat & some network member organisations<sup>25</sup>

With respect to the form & quality of knowledge and skills:

- For PF Secretariat staff, trainings on the content as well as training-of-trainers courses were intended to inculcate the SAM approach within the work of PF Secretariat staff members as well as increase the pool of SAM trainers. The former was achieved, but the latter (when considering the situation within the PF Secretariat) was not fully achieved. Undoubtedly, the number of persons exposed to trainings and who have successfully completed the T-o-T have increased in the Secretariat (currently 6 T-O-Ts are PF Secretariat staff members), the reality is that the same two trainers<sup>26</sup> are primarily responsible for training, as varying work responsibilities do not enable all staff members to regularly conduct training sessions on SAM and

<sup>22</sup> PF reports on more focused efforts to support non-urban CSOs doing SAM work & for this undertaking to be done together with better-resourced NGOs within the network e.g. Forum Syd, ActionAid Tanzania, MSTCDC. Donors such as Foundation for Civil Society as well as SDC-Tanzania are also providing support for non-urban organisations to undertake SAM work. The support to PF partners has reportedly stemmed from the linkages PF creates for their partner organisations.

<sup>23</sup> A collaboration between PF/PMORALG has resulted in a circular being issued to all LGAs to direct them to avail all the required documents/information to CSOs when conducting public resource management related activities. However, in the absence of ongoing monitoring, ensuring this is adhered to does become challenging.

<sup>24</sup> PF provided 3 trainings so far since 2010 (excluding the training scheduled for July 2013)

<sup>25</sup> 12 district level trainings have been conducted by PF thus far

<sup>26</sup> While 6 of the 20 trainers who had successfully completed the T-O-T are PF Secretariat staff members, the staff interviewed indicated that they are not regularly involved in training and are not as confident to take full responsibility for conducting SAM training. As understood from staff input, the two main trainers fulfill significant responsibilities for coordinating and conducting the training provided by PF Secretariat, even though there is some support from other trainers within PF Secretariat and its network member organisations.

subsequently the ability to facilitate training with confidence and competence is not assured.

- For PF member organisations, the trainings provided by PSAM and PF T-o-Ts were intended to encourage the adoption of SAM approach within the organizations' work and increase the pool of trainers beyond PF Secretariat and the one member organisation. While 3 of the organisations interviewed have implemented SAM interventions<sup>27</sup>, the nature of the collaboration with PF Secretariat and other SAM trained organisations appeared undefined, particularly with respect to how closely PF Secretariat is involved in the trainings of the partner organisations<sup>28</sup>. Consequently, the scope and quality of the knowledge and skills used and transferred is difficult to monitor. Furthermore, the pool of SAM trainers within this network expanded in terms of participants who were trained, but did not increase in practice. As PF members have their own organizational commitments, it is not evident that there is consistent involvement of trainers from these member organisations<sup>29</sup>. Inevitably this raises questions about the extent to which the skills and knowledge of a recognized trainer is updated in order to ensure that s/he is equipped to provide high quality SAM training.
- For district level partners, who are trained and supported to implement SAM within their communities, the knowledge and skills gained has not only built their awareness of SAM but also the importance of their role in promoting and upholding accountability. Both civic and non-civic actors made specific reference to the sense of empowerment they feel since gaining knowledge and skills about their rights, how they go about accessing information as well as who the key role-players are within the various stages of SAM. Civic actors expressed a renewed urgency to alert other community members of their right to demand better services. The local councilor expressed a similar sentiment but was guarded.

With respect to sustained and improved use of knowledge and skills:

- Among PF Secretariat staff, member organisations as well as district partners, the issue of sustainability was raised, with each making reference to the need for continuous updating and sharing of information on SAM, especially on related focal issues. Each stakeholder attributed the responsibility for generating opportunities to share and update SAM knowledge to that of the perceived 'mentor' organization, all the while acknowledging that such an exercise is labour intensive and costly.

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<sup>27</sup> The interviewees from partner organisations indicated that other organisations have also implemented SAM interventions, but the number of organisations was not specified. PF has however reported collaborating with 12 organisations in Tanzania as of 2013, and indicated that the nature of the relationship is defined through MOUs.

<sup>28</sup> Of the partner organisations interviewed, mention was made of the implementation of SAM involving SAM training with local stakeholders and examples were provided of the way in which organisations restructured the delivery of the training (even to that of how PF delivers trainings)

<sup>29</sup> PF reported that there are 3-4 district level SAM trainers and 5 trainers for the localised training.



### *Country-level shifts*

Based on the reports from PF Secretariat as well as member organisations and local partners, SAM has grown substantially in Tanzania, with member organisations readily adopting SAM<sup>30</sup> and donor agencies<sup>31</sup> supporting or expressing interest in supporting the implementation of SAM initiatives.

In considering the nature and duration of interventions on the part of PF Secretariat/PSAM relationship, it is noted that building awareness and establishing 'comfort' with SAM has required an investment of at least 2-3 years (per relationship) in order to arrive at a point whereby the implementation of SAM generates some local-level evidence to inform advocacy for improved public resource management. The local-level evidence generated is based on the expressed needs of local partners.

District level interventions involving SAM teams are at most between 18-months to two years in existence. These interventions have yielded improvements that include reports of:

- A local level SAM initiative that led to a dispensary, which was non-functional yet reported as being utilized, becoming functional.
- A local level SAM initiative within the Education sector, whereby corrupt practices of charging teachers' rent for poor accommodation, while they are entitled to housing, was stopped.
- A district level SAM initiative secured a meeting with the Local Council and convinced them to have a budget directed towards the community's expressed need to protect the surrounding forests.

These examples of success (by no means exhaustive of the achievements of SAM work in Tanzania<sup>32</sup>) could appear slight, but the magnitude of their significance is appreciated when considering the contextual challenges outlined by SAM teams (including victimization)<sup>33</sup>. However, PF Secretariat staff team, representatives from member organisations and the local partners do caution against an assumption that once a shift towards improved public resource management occurs, it will remain. In the absence of ongoing monitoring, certain steps initially identified as gains, have yet again become setbacks<sup>34</sup>.

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<sup>30</sup> PF member organisations have sent staff members to the PSAM training following recommendations from PF, and they have also incorporated SAM into their organizational activities. The SAM activities outlined included training local stakeholders within a specific sector and supporting these stakeholders to implement SAM initiatives. While content of the training draws heavily on the localized PF materials, adaptations to the way in which the training is conducted were also mentioned.

<sup>31</sup> Support from a cross-section of donors has often been the only means of ensuring that a SAM initiative can be fully implemented, especially as processes often involve lots of unexpected/hidden labour intensive activities e.g. expanding a training course to include journalists in order to optimize attention during an opportune time

<sup>32</sup> In response to the first draft of the external report, additional examples of success were also mentioned, some of which are provided in Box 1

<sup>33</sup> With respect to each example cited above, interviewees observed that SAM yields results in a context where there is somewhat of a collaborative relationship between government and civic actors.

<sup>34</sup> The specific example highlighted was that of the abattoir, which has reportedly deteriorated despite the initial improvements that were recognized as a consequence of SAM interventions in the specific area

### Box 1: Additional examples of successes of SAM in Tanzania

- One of the finding was on the Community Health Fund, whereby it was found that most villagers are not aware of the fund, and also to the villages into which the villagers have started to contribute, the fund has remained unused. When the matter was presented to the Ukerewe district official – and to the District Medical Officer, they have now developed a plan to educate and sensitize the community on the importance of CHF.
- Moreover it was revealed that, there was incomplete of many project funded by TASAF, after the feedback meeting, the TASAF department in collaboration with the Department of Works has evaluated all projects in progress and request an amount Tshs 24 for the financial year 2012/13, also the District Planning Office has prepared a plan to visit all the projects which were not completed for the 2010/11 Financial year.
- SAM processes has awakened communities in Kisarawe district particularly of Sofu and Kola villages that communities have all the necessary resources and capacity to address issues of illegal harvesting. It was noted that after the SAM team visited Sofu village and raised a concern on illegal logging a community meeting was called to develop collective action to reduce forests degradation. During the meeting it was noticed that some government staff are involved in those illegal actions and thereby Villager's selected a small committee to support the Village Natural Resource Committee (VNRC) to undertake patrol to evict forest criminals. So far sustainable patrols have been established by villagers where seven forest criminals were caught and fined. The patrol confiscated 312 bags of charcoal which were sold and generated income to the village

The growth of SAM in Tanzania has generated debate about the relationship between PETS and SAM. While pros and cons for PETS/SAM regarding time and costs were shared by interviewees, there did not appear to be a clear understanding of the differences between these approaches. Instead, the understanding of a specific model appeared to be derived from the model for which organisations were funded to implement.

### *Regional level collaborations*

There have been some opportunities for regional level collaboration specifically relating to SAM<sup>35</sup>, either through a formal event or through electronic exchanges of information. According to PF Secretariat staff and relevant stakeholders, regional level collaborations have been hosted and/or initiated by PSAM, and more recently other international donor agencies such as SDC-Tanzania (most notably the upcoming event in August 2013). Reference was also made to regional level collaboration on focus areas such as Health and Education, but not specifically on SAM, however, still being a platform to profile SAM work.

<sup>35</sup> Events identified by PF included an October 2012 event that involved participants from Mozambique, South Africa and Zambia

Among all relevant stakeholders, the need for further opportunities to learn from other countries in the region was expressed, more especially to gain ideas and also to fuel sustained actions. District level partners (civic actors and those on oversight committees) in particular raised the need for cross-country exchanges and expressed the desire to learn what others are doing. An expressed concern among some stakeholders was that the regional level collaborative opportunities, while few, tend to be confined to the co-ordinating organization rather than those involved in local level implementation.

#### 5.2.4. Zambia

##### *Programme approach*

While the work in Zambia is recent, having only commenced with a mapping of the PRM framework in 2010, the approach that PSAM adopted with country partners is one that:

- Involved a strategic assessment of the context in a way that is sensitive to the organisational dynamics and ensures the PSAM staff member is positioned to positively shape the relationships within the country
- Invested significant effort in formulating a MOU whereby each partner defines the value-add of the relationship and the way in which they can each individually contribute towards the realization of a common goal, and openly addressing funding constraints.
- Developed baseline data and indicators to monitor and carefully capture lessons generated from this in-country

##### *Strengths of the approach*

- Through gathering baseline data and indicators, contributes to generating evidence on SAM within a specific country as well as enables future comparative country analyses.
- Facilitated buy-in and established trust through careful consideration and handling of the MOU process
- A localized training course will be developed and presented jointly with the 3 partner organisations in 3 selected provinces, thereby affording partners the opportunity to further strengthen their knowledge and skills in SAM
- Reflection workshops will enable opportunities to deepen the understanding of SAM among the country partners

##### *Identified challenges/weaknesses with the approach:*

- The pace of processes<sup>36</sup> (such as developing localized training materials, organizing local communities for SAM trainings, managing dynamics among key stakeholders) within a country does not necessarily favour the 3 year timeframe of the MOU

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<sup>36</sup> Through discussions with staff members, mention was made of the fact that it is time-consuming to translate materials and also to facilitate buy-in before commencing any actual SAM interventions. There was also specific mention made of the extent to which these processes are affected as a result of dynamics within organisations, sectors, and communities.

### *Learning path of individuals and CSOs*

In determining the scope of capacity building opportunities:

- For country partners, exposure to the PSAM fundamentals training course as well as involvement in the development of localized training materials. In addition, the exchanges as a consortium also provide a platform for learning.

With respect to the form and quality of skills and knowledge:

- The fundamentals training course was considered informative and effective in providing an understanding of SAM, with practical activities enabling opportunities to reflect on how to apply this approach to the country context.

No other aspects of the learning path can as yet be determined.

### *Country-level shifts /Regional level collaborations*

This is not possible to determine as yet.

#### **5.2.5. Zimbabwe**

##### *Programme approach*

While PSAM has engaged with various Zimbabwean organisations for several years, the relationship has been largely limited to participation of organizational representatives in the Fundamentals Training course. However, the relationship is shifting and the approach PSAM is embarking on with Zimbabwe involves:

- Establishment of a formal relationship with a consortium of 3 organisations, two of whom have had a longstanding relationship with PSAM
- The shift towards formalizing the relationship stems from the Zimbabwean organisations and is a consequence of the growing demand for SAM training from local organisations
- The motivation for engaging with SAM also stems from the identified need among local partners for strengthening public accountability in light of the challenging political context

While there is expressed excitement about the potential partnership with PSAM, concerns were raised (specifically by the new organization ZWRCN) with respect to:

- The absence of existing relationships between PSAM and all the consortium partners and the implications that there is not a shared sense of buy-in and much skepticism (on the part of ZWRCN) due to the unfamiliarity of the local organization to PSAM
- The internal organizational politics (within ZWRCN primarily due to staff turnover) were also identified as a shortcoming in that none of the organizational representatives who initiated the discussions with the consortium are still employed at the organization. Instead, a previously uninvolved staff member is being drawn into this process and feeling overwhelmed

### 5.3. Annexure 3: List of individuals consulted from partner organisations (per country), Rhodes University & PSAM

#### Malawi

Name	Organisation
Mike Banda	Malawi Economic Justice Network

#### Mozambique

Name/Position	Organisation
Helena Skemper	Concern Universal
Imbwanga Mapoko	Concern Universal
Paulo Gentil	Concern Universal
Aly Lala	Concern Universal
Laura Bott	SDC-Mozambique
Nobre Canhanga	SDC-Mozambique

#### Tanzania

Name/Position	Organisation
Semkae Kilonzo	Policy Forum
Priska Kowa	Policy Forum
Nuru Ngailo	Policy Forum
Christina Jacob	Policy Forum
Josephat Mshighati	Sikikka
Nasson Konga and Koga Laurent	Tacasode
Director	ANSAF
Marcelina Biro	SDC-Tanzania
Sonya Elma	SDC-Tanzania

#### Zambia

Name/Position	Organisation
Hon. Highvie Hamdudu	Chairperson, Committee on Estimates, Parliament of Zambia
Musonda Kabinga	Jesuit Centre for Theological Reflection

#### Zimbabwe

Name/Position	Organisation
Rongai Chizema	Southern Africa Parliamentary Support Trust
Itai Rusike	Community Working Group on Health
Chipiwa Chifamba	Zimbabwe Women's Resource Centre

#### PSAM

Name	Position/Status within organization
Jay Kruise	Director
Abongile Sipondo	Head AIP
Gertrude Mugizi	Head RLP
Eric Matambo	RLP team member
Sandra Matatu	RLP team member
Laura Miti	RLP team member
Colm Allan	Former Director of PSAM between 1999 - March 2011
Thoko Madonko	Former staff member of PSAM between 2004 – 2008

#### Rhodes University

Name	Position/Status within organization
Dr. Peter Clayton	Deputy Vice Chancellor – Research and Development
Prof. Herman Wasserman	Deputy Head – School of Journalism and Media