REPORT ON

SOCIAL ACCOUNTABILITY PRACTITIONERS CONFERENCE

HELD FROM 27TH TO 29TH AUGUST 2013

AT WHITE SANDS HOTEL

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List of Abbreviations

AcT – Agricultural Council of Tanzania

CEDAW – Convention on Elimination of Discrimination Against Women

CSOs – Civil Society Organizations

DED – District Executive Director

FDCs – Focal Development Centres

GRB – Gender Responsive Budgeting

HRBA – Human Rights Based Approach

IBP – International Budget Partnership

LGAs – Local Government Authorities

LGTI – Local Government Training Institute

MS TCDC – MS Training Centre for Development Cooperation

NGOs – Non Governmental Organizations

NSGRP – National Strategies for Economic Growth and Reduction of Poverty

PRM – Public Resources Management

PMORALG – Prime Minister's Office Regional Administration and Local Government

PETS – Public Expenditure Tracking Surveys/Systems

O&OD – Opportunities and Obstacles to Development

RBA – Rights Based Approach

SA- Social Accountability

SAPT – Social Accountability of Tanzania

SAMC – Social Accountability Monitoring Committee

URT – United Republic of Tanzania

UDHR – Universal Declaration of Human Rights

URT – United Republic of Tanzania

VEOs – Village Executive Officers

WEOs – Ward Executive Officers

Part one

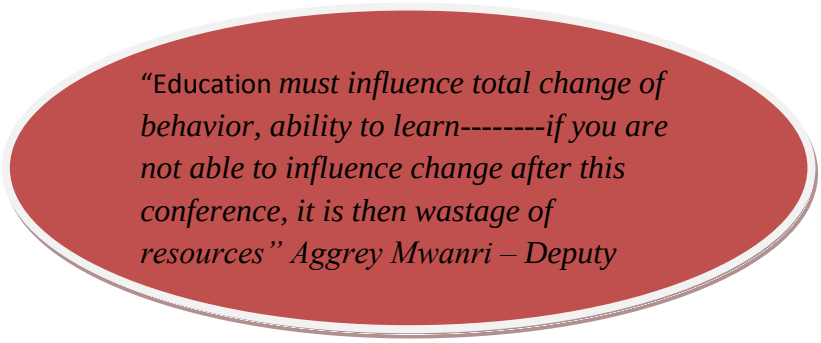
1.1 Introduction

Social Accountability practitioners from Southern Africa met in Dar es Salaam at White Sands Hotel from 27th to 29th August 2013 to share information and to dialogue on the best ways to monitor public resources for the interest of communities in the region and to learn from one another on different ways of advocating for changes that lead to improved service delivery to the people.

The conference was organized by Policy Forum[1], MSTCDC[2], Forum Syd[3], Actionaid Tanzania[4], the Swiss Agency for Development Cooperation in Tanzania and the Public Service monitor (PSAM)[5]. It was attended by 149 men and women from the Government, constitutional oversight bodies, academics, researchers, donor agencies and media professionals.

The official opening of the conference was marked by a very inspirational and political speech from the Deputy Minister PMORALG Hon. Aggrey Mwanri. He commented the efforts of Policy Forum and the entire team of the conference organizers for convening the conference to dialogue and share best practices for the purpose of ensuring that social accountability is used to promote human rights and social justice at all levels. He reiterated that,

[1] It is a network of over 100 NGOs working in Tanzania aims to make policies work better for people in Tanzania particularly the excluded
[2] It is a Training Centre for Development Cooperation in Eastern and Southern Africa.
[3] It is a Swedish development organization working to reduce poverty, strengthen organizations' development projects and information projects on global issues
[4] Action aid Tanzania works with local partners to fight poverty and injustice
[5] It is part f the school of journalism and media studies at Rhodes University, South Africa. It has a vision to ensure that the right to social accountability is universally realized.



the Government of Tanzania supports Civic organizations' right to monitor whether these rights are being delivered to communities by duty bearers. He assured the participants that, the Government takes seriously cases of the abuse and/or misuse of public resources and commended the efforts of the civil society organizations for the advocacy they have done to highlight the impact of corruption and mismanagement of funds have on service delivery.

The deputy minister for PMORALG concluded by promising his commitment to expedite process of ensuring that public information is provided to the CSOs whenever needed and the entire public in general. He urged the CSOs to discuss and come up with valuable conclusions and solutions that will go a long way towards addressing issues of poverty and promote human rights in the country.

The Deputy Minister's speech was preceded by welcome remarks from the Policy Forum Board chairperson and the Ambassador of Sweden who both urged the crucial role of the CSOs to engage in policy making processes, assess the effectiveness and hold the duty bearers accountable through social accountability interventions.

1.2 Methodology:

The conference facilitation deployed a number of adult learning principles to allow interaction among the participants for the purpose of learning and sharing. The methodology used includes presentation from the Speakers, audio materials, plenary and panel discussions broadcasted in a form of webinar to share different approaches, success stories as well as challenges. In order to ensure focus to the issues, there was a facilitator throughout the workshop.

1.3 Report structure

This report present what transpired in a three day conference held at White sands Hotel, Dar es Salaam. It is written with consideration of a number of practical issues, insights and recommendations that were made by participants during the conference. The report will also be used as a basis for follow up of the commitment made by the Deputy Minister – PMORALG Hon. Aggrey Mwanri, donors, Policy Forum partners and other stakeholders for the need to increase accountability as a means to fight poverty, promote human rights and bring about social justice. It is thus written not only as a report but as a learning document that can be used even to advocate for policies that work for people (especially marginalized) in Tanzania.

In terms of structure, the report starts with the introduction, and summary, which is part 1 of the report. Following then is part 2, which summarizes presentations from different resource persons and the last part include conclusion and the way forward as discussed and agreed by the conference participants.

Part two:

Themes covered and key lessons learnt were as follows:

2.1 Interrogating Social Accountability in Tanzania – by Gertrude Mugizi.

An Overview

The Public Service accountability Monitor (PSAM) embarked on a partnership to better understand and ultimately influence the service delivery dialogue between citizens and the state in Tanzania. This initiative was premised on the assumption that an improved understanding of the public resource management framework within which services are delivered by the state, when

combined with improved access to and use of evidence from within the public resource management processes, would empower citizens to have a greater influence over service delivery decisions and how they affect their communities.

Presentation

- The Speaker highlighted the vision, mission, objectives and activities of both Policy Forum and PSAM. They are committed to promoting a culture of social accountability across Sub-Saharan Africa. In this view, PSAM has developed the approach to monitoring social accountability and it offers a combination of 3 programme areas namely Monitoring and Advocacy Programme, Regional Learning Programme and Advocacy Impact Programme.

- The presentation defined the concept of social accountability and what must the State deliver with regards to PSAM. It is paramount to note that Citizens are not passive users of public services; they are active holders of fundamental rights so they must be empowered to understand and demand for the same.

- The presentation described the approach of PSAM looking at the 5 key aspects namely Strategic Planning and Resource Allocation; Expenditure Management; Performance Management; Public Integrity Management and Oversight. In view of this, PSAM framework on accountability is designed to address issues in all five management processes due to the fact that in order to deliver services, states need to implement each of the five public resource management processes and to account for all their decisions and actions to citizens.

- In addition, the Speaker explained importance of the partnership between the PSAM and Policy forum and partners with special reference to the 4 cases conducted in Mwanza and Mbeya on public resource management. This resulted into strengthened capacity of the citizens to renegotiate fish Market levy structure after realizing their significant contribution to the City Council Revenues; Use of evidence from a comparison between O & OD plans, Council Budgets, disbursements and expenditures enabled for advocacy and access to health services in one of the districts

Discussing on the key Public Resource management, she highlighted lessons learnt from the process as follows:

- Needs are identified without having access to reliable expenditure ceilings.
- Poor management of outsourcing of revenue collection
- Participatory planning at village level not reflected in aggregated plans and budgets at higher levels.
- Late disbursement of funds and irregular disbursed amounts not in accordance with annual cash flow plans and annual procurement plans.
- Implemented activities often different from those articulated in council strategic plans.
- Unspent funds at the end of the year often not re-budgeted in the following year's budget.
- Budgets developed from unrealistic resource projections.

Following this, discussion was held on importance of raising awareness to the citizens about existence of laws, regulations and guidelines for accessing public information and monitor public resources.

She concluded that there is a need for Strategic use of evidence from government documents in a rights-based manner to evaluate the effectiveness of the PRM system; it is important to ensure that SA tools have ability to change the nature of discourse between citizens and the state as well as ensuring sustainability for systemic improvements to PRM.

2.2 The importance of taking a Rights Based Approach to delivering public services – Panel discussion moderated by Richard Angelo

Panelists were a team of four human rights experts and activists namely: Dr. Suma Kaare – Principal MS TCDC; Judge Maneto – Commission for Human Rights and Good Governance in Tanzania; Florence Rugemalira - Forum Syd and Hussein Khalid – Executive Director, Muslims for Human Rights in Kenya.

The purpose of the plenary was to learn the importance of the rights based approach to service delivery both locally in Tanzania and internationally.

Presentations and discussion points cited the key concepts, underlying principles of RBA as well as practical examples of achievements and challenges in applying the approach at both local and national levels. Presentations made by the panelists, analyzed the relationship between the duty bearers and Right holders and how effectively the approach can be used to deliver quality public services. Mr. Khalid emphasized on the theory of social contract that is binding between the rulers and those they rule. The social contract provides that those being ruled will offer a certain portion of their personal resourcess to the rulers and in return, the rulers will use those funds to not only take care of their personal matters (pay themsleves) but also make available services that are grand in nature and which are necessary for the betterment of the society in general such as security, education and infrastructure (roads etc). This was echoed by Dr. Suma Kaare who reflected on various practices within and outside the country on how effective public services delivery can be done within rights framework. She manifested the fact that public services are tangible manifestations of rights. Therefore, any service in which the government/state has public responsibility for them and citizen has claims over as part of the social contract.

Public services within rights framework go beyond normative discussion on public services as a right. In this case, it is important to broaden discourse from limiting rights to taxes and votes. The focus should be beyond entitlement to prescribing standards for enhancing the processes rights. It should include budget

monitoring – how policies are operationalized in services delivery, elements of equity, respect and promotion of social justice.

When discussing the opportunities to advocate for human rights, Honorable Judge Manento made it clear that, in Tanzania Human rights is enshrined in the constitution of the URT of 1977 particularly under articles 12 to 29 and Tanzania is a signatory to many International conventions that promote human rights such as CEDAW, the African Charter on Human rights and UDHR that provide greater opportunity for RBA compliant public services delivery in the country. Judge Manento emphasized the importance of taking HRBA in delivering the public services. The rationale being as follows:

- It is an international legal obligation which lays down obligations which states are bound to respect, to protect and to fulfill human rights. Tanzania is signatory to many conventions and therefore it is obliged to ratify and domesticate the laws
- It is a Constitutional obligation particularly highlighted under article 9 (a), (c), (f), (g) and (i)
- Effective use of public resources for the benefits of the community
- It improves quality of the service delivery
- It improves access to service delivery to all members of the community
- Avoidance of conflicts in the society
- Promotes sustainable development

In discussing how practical RBA can be used to enhance quality public services, Dr. Suma, gave examples from Kenya and Australia on various social accountability interventions which led to the accessibility of quality education and health service. In Tanzania, reference was made to Forum Syd through SAPT. It was explained by Rugemalira that SAPT has been able to Increase Social Accountability awareness, increase attendance in Village/Ward Level Public Meetings, holding government accountable to improve service delivery at local community through SAMCs activities in 26 villages as well as enforcing rights of the citizens through paralegal services at the community resource centres. SAPT work with both demand and supply side for a purpose of enhancing capacity and create good working relationship between the citizens and LGAs in three districts of Ukerewe, Karagwe and Magu. SAPT has

also established SAMCs at community level in order to enhance ownership & sustainability, facilitate formation of Youth Shadow Councils which are non political and non religious. Moreover, the program has established Community Resource Centres - 4 corners to facilitate accessibility to information among the community members and provide forum for meetings. In addition, the program collaborates with LGTI & FDCs to transform the government officials/local leaders, with strategic partner organizations to build capacity of civil society as well as empowerment of marginalized right holders. All these are very important aspects of promoting human rights.

The panel concluded that Rights Based Approach is an important because it is an essential element in the promotion of good governance, citizen's empowerment and effective development which results into poverty reduction and promotion of wellbeing of the people in delivering public services. The governments are supposed to adhere to the following principles of Participation, accountability, non discrimination and Empowerment. Last but not the least, linkage is important to ensure that in planning, there is an analysis of which human rights are relevant, who the right holders are, and who is responsible for ensuring that those rights are protected, promoted and fulfilled. Governments must therefore develop policy guidance on how to integrate human rights more consistently into practice.

2.3 Social Accountability Approaches: Experiences and Lessons learned

Panel moderator: Semkae Kilonzo, Coordinator – Policy forum

Panelists Ali Lala – concern Universal Mozambique; Aida Kiangi – Actionaid Tanzania; Kimata Yoichiro – JICA Tanzania and Philipp Schattenmann – GIZ Tanzania.

The sessions focused on sharing experiences, challenges ad lessons learned in regards to the different approaches used by different practitioners in monitoring public resources.

Mr. Ali Lala – Concern Universal Mozambique

The paper underscored the experiences of Municipal Social Accountability Monitoring in Mozambique. Key issues pointed out were as follows:

- Institutional and political arrangements of the state can only succeed in producing services that progressively realize human needs if underlying public resources management processes are efficient and effective

- Public Resource Management (PRM) should respond to the needs and the organization must be socially accountable

- Public participation in public resource management is crucial. There is a need to provide capacity building and support to established Social Accountability Monitoring Committees in target municipalities (both supply and demand side)

- Access to information is crucial for governance work

- Inclusive and collaborative approach engaging all actors from both supply and demand side

- It is important to combine citizens rights with citizen's duties in SA programs and trainings

- Implementation of the SA is context dependent

Aida Kiangi – Action aid Tanzania

Aida's presentation based on experience of PETS in two districts namely Bagamoyo and Kilwa. The process resulted into two responsible District staff on the DADPs implementation held accountable with immediate Bank accounts freezing and still facing charges at the court of the law on misappropriation of

funds. Moreover, District Executive Director and Treasurer were transferred to another District and three village leaders were thrown out of power due to their involvement into the scandal and the new ones elected from different party of the initial leader.

She also highlighted challenges on doing PETS as follows:

- Transparency; lack of transparency by the District official on financial information
- Inadequate support from the District Authorities especially on securing some key information on the projects that could enhance the effectiveness of the PETs
- To some corrupt district staff PETs created a bad relationship and hatred to staff at SHIVIWAKA and Actionaid to the extent of threatening their lives
- Propaganda and suspicion by the corrupt leaders that AATZ and Partner are the agents of the opposition party, to some extent confused citizens
- Threatening to ban SHIVIWAKA's operations in Mbeya by the DED
- Sometimes PETs is frustrating especially when the citizen are not listened to by the District officials

The facilitating factors are as follows:

- Thorough mobilisation on the issue and empowerment of the villagers on their rights , policy and legal instruments
- Sensitized councilors who understood the matter and decided to champion
- Involvement of the media.

Mr. Kimata Yoichiro – JICA Tanzania – experience in strengthening participatory planning and community development cycle for good local governance

Key lessons:

Participation of people in the planning process is an effective methodology towards achievement of real local governance through participatory local social development process.

- In Tanzania, the current O&OD process does not necessarily promote citizens participation and local governance due to the fact that most decisions are still top down.
- In order to strengthen community's participation, it is important to strengthen the function of Ward Facilitator for better facilitation of community development process
- Involvement of functional groups in the community is important
- For effective management of the resources, it is extremely important to understand the experience and capability of local people in terms of organized actions
- Horizontal learning network among the LGAs is important to share their experiences and insights

Mr. Philip Schattenmann – GIZ Tanzania:

He provoked participants to think about to which extent Social Accountability practitioners are abide to the local structures and analyse how effective are they? Issues raised up culminated the importance of the social accountability practitioners to clearly understand the Government structures and systems when interrogating social accountability. He also urged the CSOs to use the available spaces or create space to advocate for changes according to the needs and priorities of the people.

He further emphasized the importance of the development organizations to be aware about their organizations' mandate to conduct PETS and to whom are they accountable to? The findings should be presented in the public meetings, validate the information and let the communities to set the way forward.

It is paramount important to promote democratic structures, Involve authorities at the local levels such as VEOs, WEO and chairpersons

PETS should not be considered as a one activity off but rather taken/designed on a longer basis and train community authorities on a regular basis on issues which are practical and make sense to them is essential.

The experience sharing presentation and discussions noted different approaches and tools used by different practitioners. There are successful stories and also challenges. A conclusion was drawn that different approaches could be used to promote social accountability depends on the context. Therefore, it is important to understand political, social, cultural and economic environment for appropriate design of the approach.

2.4 Breakaway sessions: How best to adopt a framework to suit your context?

This was an inter country discussion to share approaches used, lessons learnt, and how the various approaches support affect the incentive structure for learning. A summary presentation of five minutes each was done to explain how PSAM has been adopted in each context in Tanzania, Mozambique, Zambia and Zimbabwe. Moreover, there was a presentation from Southern Africa Parliamentary Support Trust on how the PSAM approach can be used to build capacity for better parliamentary oversight of public resource management in the SADC region.

The panelists were: Mr. Semkae Kilonzo – Policy Forum; Mr. Paulo Gentil – concern Universal Mozambique; Mr. Edmond Kangamungazi – CARITAS Zambia; Ms. Esther Sharara – Community working Group on Health Zimbabwe and Mr. Rongai Chizema – Southern Africa parliamentary Support Trust

Moreover, the session was broadcasted in the form of a webinar to enable active online participation from members of a global community of practice on Transparency, Accountability and Participation.

Key points were as follows:

- Social accountability should be implemented in a holistic manner in order to touch and influence all aspects of governance

- Design of the SA intervention should be demand driven taking into account needs and priorities of the local people.

- It is important to build capacity of the CSOs so as to enhance their confidence and ability to take action by using findings from local level to influence policy changes at the national level

- Using PSAM framework, it is important to build capacity of the legislature to ensure that executives deliver accordingly in the budgetary process. Parliament has a crucial role in the budget process. The Speaker cited examples from Zimbabwe that currently there are major public reforms because parliament is actively involved in planning, implementation and performance management of public resources

- There is a need for clear strategies in formation of community monitors, train them and ensure that are able to actively participate in resource allocation and policy making. In Zimbabwe, the community members were facilitated to participate in budget process of health sector where they were able to give their view on the implication of the budget for men, women and children. This was done through public meetings and decisions were taken by responsible authorities. Similar approach was used to monitor and advocate for HIV responsive measures.

- PSAM approach could be linked with social teachings of the church to ensure that leaders perform well their obligations and they are accountable. An example was given on how CARITAS Zambia (a faith based organization) used all five aspects of PSAM to influence accessibility of public services to the poor and marginalized people in Zambia.

- It is important to work with both demand and supply side and facilitate good working relationship whereby citizens and duty bearers can meet and dialogue for better design and implementation of the development interventions. A question was asked if working with public officials did it hurt or make SA sustainable? Different answers were given

that is important to work with them although sometimes is difficult. You need to understand procedures, make clear of your mission, explain the advantage of it and build a good rapport. SIKIKA, a local organization in Tanzania shared their successful experience of working with supply side in Singida district.

- Sustainability mechanisms should be designed through ensuring that there is buy-in of the communities and the organization set good plans for monitoring the progress. In this case, there is a need for the SA practitioners to analyze different contextual factors that influence the sustainability of an intervention

"When working with the Government officials, we should make sure that we are not too close to fail question or too far not to get information" – conference participant

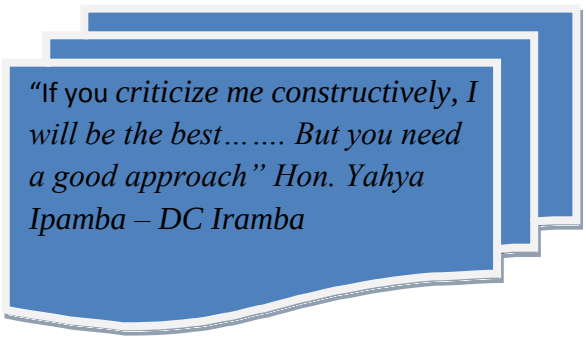
- Challenge ownership of the process – buy in of the process
- In order for RBA to be effective cooperation, collaboration is important
- Whatever small intervention is important and will make changes
- Different actors should co-operate, we should focus both on process and outcome. Think systemically
- SA is also about roles and responsibilities – need to see functionality of the structure, systems
- Development is about rights – participation of the people is critical – in order to promote ownership by the people when the organization is not there

- How do we use provided spaces where citizens can participate – as NGOs how do we send this information to the citizens count most.

- The government should not only remind people that paying tax is patriotism but getting public services is also patriotism

2.5 How can CSOs and Government collaborate to enhance good Governance and Accountability?

Contributions, comments and critiques on different ideas of how CSOs and Government can collaborate to enhance good governance and accountability. The purpose of this session was to *discuss the best ways Government, CSOs and other actors can engage together in strengthening accountability and governance. Also, to learn from experiences from CSOs from the SADC region on the ways they engage with their governments in influencing accountability.* The Panel was moderated by Mr. Hebron Mwakagenda, Executive Director - The Leadership Forum. The panelists were Yahaya Nawanda– Iramba District Commissioner, Israel Ilunde (Policy Forum Board member) and Itai Rusike (Community Working Group on Health – CWGH).

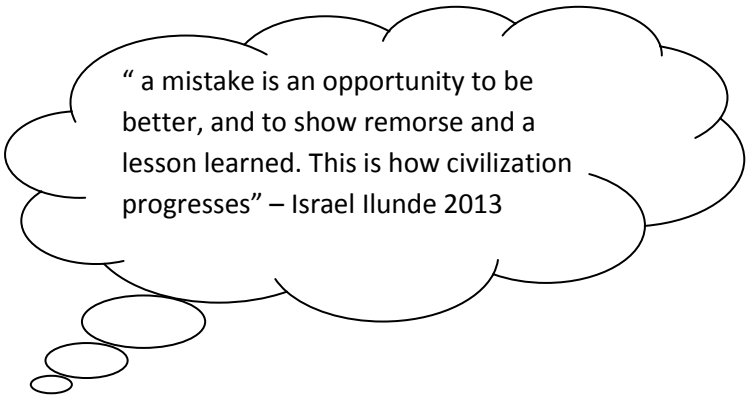


Hon. Yahaya Nawanda – District Commissioner for Iramba district emphasized the need to collaborate with the Government in a subjective manner when conducting Social Accountability in the districts. SA is about building good relationship, follow rule of laws, dialogue on issues affecting people and together set the way forward for sustainable development

The Honorable District Commissioner gave an example of mobilizing citizens for sustainable development through income generating projects (poultry keeping) in order to improve their health and livelihood. This example was challenged by some participants that in terms of human rights, then what should be the role of the duty bearers to promote people's health. This is not to

deny the obligation of the citizens to generate income but SA should be looked in a bigger picture rather than just small specific project pyramids.

Moreover, the District Commissioner challenged the CSOs for their approach to development which creates gap amongst them instead of complimenting each other. He called for a joint planning and more synergy in designing and implementing development programs. He urged for more transparency, openness and commitment in meeting their obligations.



Another presentation on how CSOs can collaborate with Government in SA was done by Israel Ilunde. He pointed out strategies and tips on effective stakeholders' engagement for CSOs-Government collaboration to enhance Good Governance. He emphasised on Transparency Accountability and Participation arguing that Good Governance cannot be exercised where CSOs are politically passive concentrating only on service delivery, Not turning up in invited spaces -public meetings, village assemblies and other public forums. CSOs are better placed to make sure they meaningfully participate in organized national consultative sessions and local public meetings organized by their local leaders so as to be informed and take a step ahead by contributing ideas and asking accountability questions .Through this active engagement CSOs can collect evidence and build up advocacy cases to hold their government accountable for their daily responsibilities

Necessary social skills such as lobbying, advocacy, negotiation and policy and budget analysis skills must be developed so as to have meaningful and informed participation when engaging local and central government policy makers and bureaucrats.

However CSOs should be aware that while planning to promote Good Governance in public offices, a deliberate effort must be done to first of all make their organizations transparent, accountable and participatory. He noted it.

Mr. Itai Rusike – Community Working Group on Health – (CWGH) Zimbabwe

In Zimbabwe, health has long been one of the most important social concerns of Zimbabwean people. People have just expectations to live healthy lives and to obtain a reasonable quality of care when they fall ill.

Over the 1990's, the combined impact of AIDS, the structural adjustment programme, a falling health budget and declining household incomes affected health conditions of many Zimbabweans especially the rural communities. In 1997 the CSOs came together to review the current state of affairs in the health sector, and look at ways in which communities could achieve greater control over their own health.

Working at the community level: The engagement of the CSOs followed the following steps:

- Formulation of the communities to enquire about the actual situation including getting perceptions of the both duty bearers and right holders on what was happening
- Analyze issues which among them are inadequacy of public funds for health, the declining quality of public health services, the negative attitudes of providers and the weakness of current mechanisms for expressing community participation in health.
- The report of the community research was presented at a meeting of about twenty five national membership based organizations, the participating organizations decided to form a network of organization called the Community Working Group on Health (CWGH) which worked with other stakeholders and allies and advocate for changes
- Key learning from this process include, getting right information from the right people, community participation throughout the process, monitor impact and work with the Government responsible.
- Social Accountability should be part of the organization strategic plan and the organization should strengthen community voice and actions, keeping alive consultation and involvement of people in communities, stimulating local action and tapping various institutional channels to bring their views to national level.

2.6 Social Accountability and Gender Mainstreaming

Discussion related to gender and how it can be mainstreamed in SAM activities was facilitated by two panelists who provoked discussion by first sharing their experience of advocating for the national gender responsive budgeting. Panel moderator was Joost Noordholland. Panelists were Ms. Lindiwe Ngwenya – Zimbabwe Women's Resource Centre Network and Edward Mhina – TGNP.

Ms. Lindiwe shared their organization's experience in advocating for gender responsive budget. She said that although the the Government of Zimbabwe is signatory to several gender equality commitments including national policies for promoting gender equality but many interventions are seldom matched with the necessary budgetary allocations that actually translate the signature into transformation of women's lives.

ZWRCN has been implementing programs to strengthening the supply side of the budget process through building capacities of Government technocrats at both local and national government level. This has involved training in gender and gender budgeting as well as technical support in gender mainstreaming and financing for gender equality. Crucial to the success of the 'in government' process was the strategic partnership entered into in 2007 with the Ministry of Women Affairs, Gender and Community Development through a Memorandum of Understanding (MOU). All gender budgeting activities are being coordinated through the Ministry of Women Affairs, Gender and Community Development and this has created government ownership of the GRB programme and recognition of GRB as a policy issue in the national development process in Zimbabwe. The Ministry of Finance has also engendered the Budget Call Circular mandating all line ministries to submit gender sensitive bids. As a result of these capacity building initiatives, the national budget has since 2007 been more gender sensitive with specific allocations to women and other marginalised groups.

Moreover, Lindiwe added that the gender budgeting initiative has also had success in local government which is a crucial institution for change as this is where service delivery occurs, public decisions are made and resources allocated, directly affecting the daily lives of

impoverished communities. Budgeting for service delivery has improved as technocrats and policy makers are able to identify the needs of different target groups, particularly the vulnerable and allocate resources to finance these needs.

Focus has also been placed on Members of Parliament in their oversight role so that they can ensure equitable resource allocation and appropriate expenditure. She also urged that building the demand side of the budget process and strengthening civil society to demand accountability from government has also contributed to the success of promoting gender responsive budgeting.

She emphasized that strengthening communities and fostering the spirit of participation in decision making processes is key to the success of the GRB initiative as the women and men affected by the use of public resources are given a voice and made visible. She recalled that budget monitoring and expenditure tracking work has been instrumental in strengthening ZWRCN's evidence base for promoting accountability by government to citizen's rights using the budget lens.

When explained key lessons learnt from the GRB initiatives, Lindiwe emphasised that political will is crucial for the success of the GRB initiative, not just the will to accept the concept, but also the will to actually do something to ensure its success. The challenge is how to move our government from rhetoric to action. Several commitments have been made, through policy documents and strategic plans with very little financial backing.

She also noted that GRB is a process that Government officials need to learn over time and for which they need technical and financial support. It is very important to pace the initiative and to work within government structures for officials to take ownership of the process.

Finally, the greatest lesson is that the power to change the operations of government and to influence gender mainstreaming in the budget, lies within the women themselves. A lot has to be invested to capacitate women and other marginalised groups to participate in the budget process.

Edward Mhina from TGNP echoed what Lindiwe suggested that it is important to institutionalize gender budgeting so that it can be mainstreamed in policies, programs and resource allocation. He explained TGNP's experience of advocating for gender responsive budget in Tanzania through GBI. He pointed out the major outcome of the Gender Responsive Budgeting which among others include government recognition and political commitment, increased openness and transparency, adoption of NSGRP as well as inclusion of pro poor and gender equity measures in different sectors.

He further explained challenges facing GRB which include both structural and social constraints such as inadequate civil society engagement or consultation in decisions affecting their lives; capacity gaps among the CSOs to advocate on strategic gender needs, gender blind/neutral policies at various levels from the Macro to micro levels as well as mechanisms for tracking impact. Besides this, there are opportunities for influencing gender budgeting include focus on demand for public services such as water, health, education etc. GRB should be influenced and monitored at National, district and local levels. Civil society Organization should engage in public review budgets with gender lens in order to ensure gender issues are taken into consideration.

During discussion, participants raised concerns on the existing stereotypes of addressing petty issues instead of thinking at a bigger picture in order to address both policy and thematic issues. Both panelists concurred with the idea that GRB should be used to address gender inequalities in resource allocation at both macro and micro level. The panelists reiterated the importance of analyzing and advocating for gender responsive policies which are prerequisite for resource allocation. CSOs should use both invited and created spaces to influence gender responsive budgets.

2.7 Advocacy Techniques and Approaches that lead to success

The session focused on sharing experiences on different approaches and techniques used by actors in conducting advocacy in their monitoring activities. Also the experience of collaboration between civil society and academia for social accountability purposes in South Africa

Panel Moderator - Mr. Alex Modest, Manager Communication and Advocacy – Policy Forum

Panel Speakers: Ms. Isabel Mukelabai – Civil Society for Poverty Reduction, Zambia; Nyanda Shuli– Manager, Media and Advocacy and Prof Hannah Thinyane – Mobi-SAM Project (Rhodes University) South Africa.

Advocating for improved service delivery in Zambia – the case of the Budget executive and service delivery barometer - by Isabel Mukelabai

"Linking issues from the grassroot to the National level is crucial for enhancing sustainable transformation….." Isabel Mukelabai

- The paper attempted to examine socio economic status in Zambia particularly looking at the inequalities, unemployment rate, and AIDS status as well as illiteracy rate.

- The paper discussed the advocacy agenda which the organization (CSPR) is using to enhance good governance to influence pro poor policy formulation; implementation and monitoring that can significantly impact men and women at all levels. Moreover, the presenter explained the tools used for SAM. The most exciting one was the use of Barometer which measure atmospheric pressure, measure government's commitment to citizens, promotes debates between duty bearers and citizens.

- The key point was the difference between Barometer and PIMA Card and how practically is applied in different countries. It was learnt that PIMA Card uses the same principle as a community score card. It uses the community as the unit of analysis. Whilst, the Barometer uses information generated from the field assessment through PIMA or

community score card and is subjected to an independent process of scoring using indicators already defined by a panel of experts. The scoring is based on the following:

- The legal framework
- The institutional framework
- Policy environment

Barometer is used at the National level while, PIMA card is used at the community level.

Emphasis was made on the need to link the process of advocacy from data collection at the local level to the National level. PIMA card should be used to establish evidence which can be used to advocate for changes at the higher levels.

Advocacy Techniques – Hakielimu

In sharing techniques for effective advocacy, the presenter reiterated importance of doing evidence based advocacy which responds to the needs of the people. He also talked about rationale of advocacy, linkage with policy issue, how is it and setting the goal and strategy for advocacy.

Important issues to remember wherever advocacy is done include:

- Understand the problem through a critical and evidence based research and analysis
- Establish barriers for change
- Understand how policies and decisions are made
- Identify allies, neutrals and opponents
- Power Mapping *(Targets/change agents)*
- Knowing your capacity and weaknesses
- Plan strategically: objectives, activities, messages, outreach strategies, timeline, results/impact

Can mobile phones increase effective citizen participation in local government processes? Mobi-SAM Project (Rhodes University) South Africa

The project is using mobile phones as one of the advocacy tools. Mobile phones are used to gather information, collate, visualize as well as enable to engage in an informed manner. The tool has been efficient, immediate, contemporary, cost effective, real time data and analysis, valuable to municipalities and civic actors.

Lessons learnt from the discussion were as follows:

- Using cell phones and media is crucial to create public pressure and increase local government accountability for addressing community needs
- There is a need to train, encourage and motivate citizens to use the technology
- Opening up ways to communicate (not just 'monitor') is important for effective service delivery

2.8 Strategic use of Media as a way of Advocacy

The discussion focused on the strategic use of media in relation to social accountability intervention. Speakers outlined ways in which the media can be used by demand and supply side actors and what can be learnt. The panel was moderated by Nyanda Shuli – Hakielimu.

Summary of papers presented were as follows:

The Role of Media in Promoting Accountability by Dr. Ayub Rioba, Lecturer School of Journalism and Mass Communication – University of Dar es Salaam

***"W*atchdog** controlling the power holders; **Lapdog** serving the master and **Guard dog**, looking after vested interests. What kind of dogs do you want to be?" Dr. Ayub Rioba

Dr. Rioba discussed Media landscape, Role of Media in Democracy, Media and Accountability as well as Challenges to media. Key lessons were mentioned as follows: In Tanzania, **space** for SA engagement has been expanded through increase of number of media outlets, varied ownership, freedom of expression among the citizens, use of **Phone-in** programmes, 'tell us your worries'; increase of le**tters to the editor**, commentaries; t**alk shows**, Discussion or Interview programmes; **Opinion surveys; Social media:** (traditional media often pick news from social

media. Social media does not have censorship. Moreover, there is a great improvement of c**ollaboration** between civil society and media (e.g. HakiElimu and others) in PETs, **Public Awareness/Information** mechanisms (creatively made TV and Radio spots); **Features and Analyses** on accountability issues as well as l**ive coverage** of public meetings on accountability (TBC). Following this, the SA practitioners were advised to understand the context and use effectively the available space of media for awareness creation, community mobilization and advocacy.

Similarly, Ajibola Amzat – journalist from Nigeria and Rebecca Stringer from BBC Media Action Tanzania emphasized the importance of evidence based advocacy. Journalists have great role through investigative research where evidences can be drawn. Both invited and created spaces should be properly utilized to ensure good flow of information between citizens and service delivery.

2.9 Documenting CSOs work:

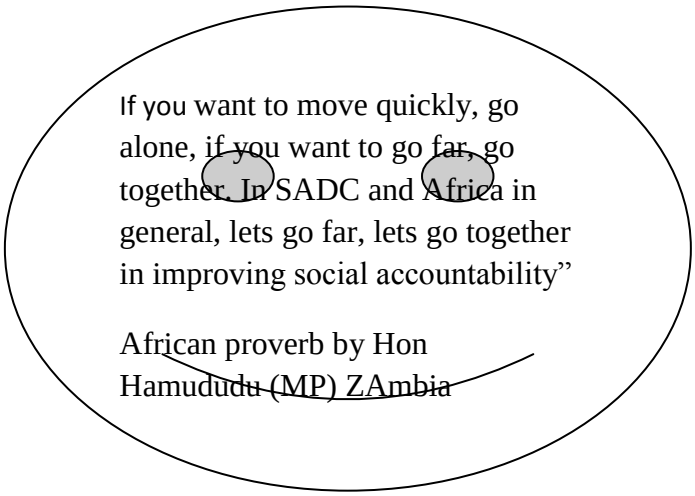
The purpose of the session was to share experiences on how social accountability interventions can be documented and information disseminated to others. This was done through documentaries done by SDC partners on the case of Ileje District – Chabu dispensary, SIKIKA on how SAM has contributed to improve the health sector – the case f Iramba Singida and ANSAF on irrigation scheme in Minepa village-Ulanga. Key lessons noted were the importance of involving people from the beginning of the intervention to the end, capacity building of the committee members is crucial and a good relationship with the right holders (executives and politicians) is key to dialogue and find out solutions. It was also noted through political structure and evidence advocacy, citizens can take action of recalling back the councilor.

2.10 Assessment of Oversight role in Public Resource Management

The session on assessment of Oversight Role in the Public Resource Management was moderated by Hussein Khalid from MUHURI Mombasa - Kenya The session purpose was to deliberate on how oversight bodies play their role in overseeing the accountability of the government to citizens and assess their institutional capacities.

Presentations and discussions about the role of the oversight bodies made it clear that the Members of parliament should be accountable to their constituents on performance of their roles namely Oversight, representation and legislation. When citizens understand well the roles of their MPs they will be in a position to hold them accountable. According to Zito kabwe (MP) for Kigoma South, many citizens do not know the core roles and responsibilities of their MPs so as to hold them accountable accordingly. This gives loopholes for some MPs not to adhere to their commitments. This was echoed by Hamududu (MP) the **Chairman of the Estimates Committee** National Assembly of Zambia. (the paper was presented by Rongai Chizema) who emphasized on clear understanding of the roles and responsibilities of the MPs. Specifically, the MPs are responsible for:

- ensuring that the **estimates of revenue and expenditure are in line with the underlying policies, plans and commitments that the government has outlined**;,
- conducting Budget Hearings through receiving oral and written submissions from CSOs, Business Associations, professional bodies and general citizenry to get their views on the estimates of revenue and expenditure;
- Conducting hearings and get views from stakeholders and the general citizenry on tax proposals to support revenue raising by the government.
- Presenting consolidated views of the aforementioned witness, in form of a report for the plenary for the government to take into account stakeholders views on the budget estimates;,
- conducting budget implementation reviews by summoning controlling officers to present expenditures reports to ascertain adherence to approved budgets;



It is also important to note challenges that are facing oversight bodies in carrying out their roles. Experience from Zambia, it was observed that the result of the collaboration between oversight bodies and CSOs was as follows: A joint advocacy for a comprehensive Planning and Budgeting legislation to be put in place. The draft Planning and Budgeting Policy is out for comments from various stakeholders. This is a precursor to the envisaged Planning and Budgeting Bill to be presented to Parliament soon for enactment; a Parliamentary Budget Office (PBO) is being set up at Parliament to provide parliamentarians backup for evidence - based oversight capacity; Zambia is undertaking a Constitution Review exercise in which good governance is to be enhanced e.g., the separation of powers through creating an independent Parliament to enhance parliamentary oversight on public resource management;
•Platform to share experiences and best practices in budget oversight in the region.

Benjamin Mashauri from the National Audit Office of Tanzania emphasized that in order to enhance proper accountability of public resources, oversight bodies such as Government Audit Offices, Parliamentary Accounts Committees and law enforcement organs should be strengthened and enhanced. Moreover, relevant laws which hinder oversight bodies to execute their mandate in ensuring proper accountability of public resources should be reviewed.

2.11 Legislative Framework that Promotes Social Accountability

The session focused on how legislative frameworks enable/impede social accountability (locally, regionally, and internationally). How is the legislative framework used to enforce social accountability by demand side actors some success/challenges/lessons)? What would be the elements of good facilitative legislation for effective social accountability?

The presentation from the Executive Director at the Equal Education Law Centre – Dmitri Holtzman discussed on how Social Accountability, in a democratic society, is necessary for the protection and advancement of fundamental rights; and in promoting the development of the

state's capacity to discharge its obligations; the role and functioning of the state and civil society and key features of legislative frameworks which promote social/public accountability. He also shared a case study regarding the provision of school infrastructure in South Africa – Equal Education's Campaign for Regulations for National Minimum Norms and Standards for School Infrastructure. The author noted that the state is primarily responsible for the protection and advancement of human rights (and the provision of public/social services). Arguably, fundamental principles of democracy require that the state fulfils the role of protecting its citizens in a manner which promotes public accountability and participation. This requires mechanisms to maintain accountability between the different organs of state (checks and balances) as well as processes aimed at facilitating constructive and accountable interaction between state organs and civil society.

The legislative framework is central to promoting accountability throughout these interactions. It is instructive to also note that an organized civil society is essential to ensuring that legislative (and other) mechanisms are properly accessed and utilized in order to promote effective social accountability. While the state is primarily responsible for the provision of basic services and the protection and advancement of fundamental rights, it must do so with limited resources and capacity at its disposal. Under such circumstances, effective social accountability is crucial in promoting the most efficient use of the (limited) resources available to it, and in driving the development of its own capacity.

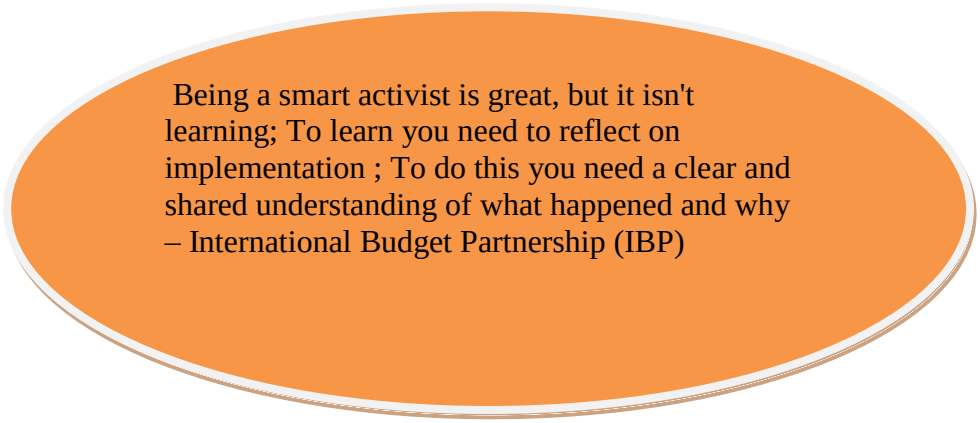
Moreover, the legislative framework provides for the rules of engagement (between different organs of the state, and in the state's engagement with civil society). South Africa's founding values of a system of democratic government, which seeks to ensure 'accountability, responsiveness and openness.' Legislative frameworks must seek to provide for and ensure the following: checks and balances between different organs of state; specific content of rights and corresponding obligations; and the promotion of access to information and public participation in democratic governance (including planning, decision making, implementation and reporting) processes.

With regards to right to education to all citizens, Dmitri shared a case study which reflected on the reasons behind Equal Education's campaign aimed at compelling the Department of Basic Education (in South Africa) to adopt legislation stipulating the minimum infrastructure standards to be applied to all schools. The primary objective of the campaign was to force the establishment of a legislative mechanism which would promote public accountability around the state's provision of school infrastructure by providing for, inter alia, specific infrastructure standards and timelines (to be met by the state) and that these standards are legally binding. Together, these elements of the legislation would promote accountability between the different organs of state, as well as mechanisms to empower civil society actors to hold the state accountable to achieving the objectives (relating to the provision of school infrastructure) outline in the legislation. The case study provides a good example of the way in which *organized* civil society to be able to make use of democratic principles, and a rights based perspective to compel the adoption of a legislative framework that facilitates social/public accountability.

During panel discussions, the list of panelists composed of Abongile Sipondo from PSAM South Africa and Godfrey Mpandikizi from LHRC and the panel was moderated by Jay Kruuse from PSAM South Africa, different cases on how legislative frameworks have been impeding social accountability were observed, discussed and alternatives suggested. There is a lot of manipulation especially when the citizens remain passive on issues affecting their lives. It was noted that if the citizens understand their rights, then alternatives and spaces for engaging with duty bearers can be broaden.

2.12 Monitoring Impact and Learning lessons

The session focused on how CSOs can institutionalize systematic learning for organizational effectiveness, including best practices. The presenters also highlighted the methodologies used for monitoring the impact of their work.



It was argued by the International Budget Partnership (IBP) that the SA practitioners work is about convincing government to do things that they wouldn't have done otherwise. In this case, learning through monitoring of the social accountability work should be about how to do this better as well as finding out what convinces government under which circumstances.

IBP also noted that many people hate learning because they think they will be judged. But Monitoring and Evaluation is about whether you did your work and whether you had impact whereas learning is about understanding why you succeeded or failed and what to do next time. Mr. ALbert van Zyl emphasized that learning is not about the tool you use but rather the information you get and your ability to analyze and use it. In this case, there is a need to design simple tools which are also friendly to the users. Last but not the least, he called for a participatory learning process in the organization since "Nobody learns if the Boss isn't learning" Albert van Zyl. This was echoed by Kate Dyer when presenting experiences from AcT program in Tanzania. She observed that CSOs should define and be clear on their theory of change at the beginning of any intervention to enable them monitor the progress and measure results at the end. She also discussed features of outcome mapping by maintaining that there is no **linear** approach to understanding how change happens. The focus on **attitude and behavior change** as basis of achieving 'higher level results'; Realism' in **focusing on influencing those you work directly with** since they are your Boundary Partners. Moreover, there is a need for Measurement

of change in behavior of individual Boundary Partners through **'Progress Markers' and More accessible approach** to monitoring.

Kate Dyer concluded her presentation by emphasizing that there is no 'golden bullet' sometimes our tools become rigid and stuck therefore, Don't run after every innovation – see what works for you and ensure you have time to reflect and think through what works and what doesn't and finally, Share, learn and communicate.

Presentation made by Jimmy Luhende gave some reflections on how *CSOs can institutionalize systematic learning for organizational effectiveness, including best practices. He also highlighted methodologies* Actions for Democracy and local Governance (ADLG) is using in *monitoring impact of social accountability work at the local level.* In addition, he shared their approach to animation which has significantly enhanced solidarity and cooperation among the citizens. They are increasingly seeing animators moving from querying and questioning to following up on happenings in their villages and, a more recent phenomena, calling their leaders rather than waiting for their leaders to come when they need, communities are directly and more frequently demanding for village executives and councilors to attend village meetings.

> Learning, --- is a process and an endless process, let's monitor and learn towards improving social accountability monitoring work!" *Jimmy Luhende*

Luhende also noted that many communities have taken the necessary steps to ensure that village meetings are happening more frequently and that income and expenditure reports are being submitted to the village during those meetings. From observations made during the last two rounds of mentoring sessions, around 80% of animators visited have been able to push for regular village meetings.

Moreover, he explained on the mentoring and coaching work which forms big part in strengthening the animation approach. This is done through organizing regular and ad-hock visits of the animators where discuss about what they are doing, challenges, successes and help

them to cast away fear. Through this, they are able document success stories and share with other.

Part three

3.1 The way forward

The purpose of the session was to look at the learning from the event, discuss the potential for setting up a "community of practice" and agree on responsibilities and commitments to take things forward.

It was agreed to establish a community of practice to involve all SA practitioners in order to strengthen solidarity, unity and mutual learning. Modalities on how to establish and coordination will be done by Policy forum and PSAM.

Group 1:

Question 1: How can the legal and institutional frameworks be improved to enhance social accountability work:

Group feedback:

Legal framework:

- The new constitution must provide maximum room for accountability
- Oppressive laws should be abolished
- Access to information act should be enacted

Institutional framework

- Strong and independent parliament
- Accountable and responsive executive
- Independent judiciary

- Unrestricted, active and vibrant civil society
- Strong and independent oversight bodies

Question 2:

How can we effectively engage with duty bearers?

Group feedback

- Open a two way communication with duty bearers
- Focus on evidence based advocacy
- Training of elected representatives
- Organize consultative meetings

Group 2:

Question 1: Which innovations should we promote in conducting social accountability work?

Group feedback

Innovations to promote include the use of new technologies such as phones, social media and other digital platforms e.g. sms, facebook, twitter etc. Furthermore, the SA practitioners can also use score cards, barometer and ensure active engagement of media in the SA work.

Question 2: How can gender budgeting be effectively integrated in social accountability work from National to grassroot level?

Group feedback

- Gender analysis should be prerequisite to all social accountability interventions
- Budget analysis should be done from the grassroot to the national level in order to see implications of the budget at various levels

- Wide consultation with the people at the grassroot level to the national level. SA should be done in participatory manner
- Benchmarking at all levels is important to ensure that we don't get out of the track

Group 3:

Question: how can SA practitioners effectively engage with media?

Group feedback

- Develop an advocacy strategy for engaging with media
- Do our own framing through bringing stories to the media so that they can be broadcasted to the public
- Use media to kick open closed doors and not ones that are already open
- Expose journalists to SAM approaches and build their capacity to understand different aspects of SAM
- Show solidarity/allies with the media which suffer consequences of covering some controversial accountability issues

Question 2: How can we make social accountability fundamental human rights?

Group feedback:

- Advocate for enactment/enforcement of the laws as well as effective oversight bodies to enhance checks and balances
- Use media strategically
- Design and carry out smart, innovative advocacy
- Use of litigation when necessary
- Ensure that SAM practitioners are trained in human rights/gender responsive approaches

- Be deliberate about learning as we go
- Embed our choice of approaches in the local/national context
- Seize opportunities around constitutional reforms
- Ensure that the SA work is centered on communities i.e. community driven
- Keep assuming that we have reached only 1% of those we intend to reach
- Begin introducing the term “social accountability” in the government circles

Group 4:

Question: how can we adopt and apply the PSAM approach?

Group answers:

- To sensitize, create awareness and train communities on social accountability aspects
- Engage with both demand and supply side to advocate for accountability and transparency and promote good governance
- Translate PSAM into Kiswahili to broaden understanding and applicability for the benefit of majority Tanzanians.

Question 2: How can SA work be conducted in politically sensitive states?

- Use evidence for advocacy
- Avoid political sidelines. CSOs work can be political but not partisan

Question 3: how can we promote continuous learning about social accountability work?

- CSOs should design effective documentation strategies
- Enhance more sharing of experiences

3.2 Closing remarks by Action Aid Tanzania

She extended her sincere gratitude to the speakers, organizers, facilitators and all participants for their time, commitment and contributions made during the conference. She admitted that the conference was quite interesting, informative, and educative and has broadened our scope of networking and collaborating. She emphasized to implement all resolutions made during the conference in order to promote good and democratic governance that will eradicate poverty and bring about sustainable development.

3.3 Conclusion and recommendation

The conference was well organized and conducted. A clear mechanism to follow up commitments and resolutions made during the conference is crucial. Policy Forum should develop a clear follow up mechanisms to ensure that CSOs walk the talk by putting into practice their commitments