UTILISATION OF MONITORING AND EVALUATION FINDINGS AND RECOMMENDATIONS TO INFORM POLICY IN SOUTH AFRICAN GOVERNMENT DEPARTMENTS

M Ntuthuka

College of Law and Management Studies

School of Management, Information Technology and Public Governance

PROFESSOR P.S. REDDY

College of Law and Management Studies

School of Management, Information Technology and Public Governance

First Received on 29/01/2019

Accepted for Publication

ABSTRACT

The concept of monitoring and evaluation has been incorporated in the policy domain of larger organisations and donor agencies for many decades. Although the African continent is currently endorsing monitoring and evaluation, there is an acknowledgement that convincing government to utilise monitoring and evaluation reports is still a challenge This research intended to determine the utilisation of monitoring and evaluation recommendations to inform policy in South African Government Departments.

The research objectives are as follows:

- To determine the extent to which M&E recommendations have been implemented in government Departments in an attempt to improve projects, programmes and policies.
- To ascertain the benefits being realised by government Departments that implemented M&E recommendations.
- To identify challenges M&E practitioners and programme managers are experiencing in implementing recommendations.
- To make recommendations on the best strategies to ensure that M&E recommendations are implemented during planning, project, programme and policy reviews.

A quantitative approach was chosen as the research method. It provided insight into the subject matter and trends in selected government Departments. The study is based on theory from a wide range of literature reviewed. A structured questionnaire was designed and circulated to the participants. A total of 46 participants completed the questionnaire. The highest number of participants were from the Department of Rural Development and Land Reform (23), followed by the Department of Social Development (17) and lastly, the Department of Basic Education (6).

The study found that M&E recommendations in the selected government Departments are utilised, although to a limited extent. There were contradictions noted in some of the responses within each government Department, which raises concerns regarding coordination in those government Departments.

The study made the following recommendations; development of a training calendar; advocacy sessions on activities that are related to M&E and the inclusion thereof as a standing item in management meetings/session such as programme review, policy review, and budget review. The Department of Planning Monitoring and Evaluation as the coordinating Department must source information from government Departments regarding the areas that need support or intervention.

DECLARATION

I, Mazisi Ntuthuka, declare that the research report was conducted by me without having been assisted by anybody. The report is submitted as fulfilment towards the qualification in a Masters in Administration. I also confirm that the report has never been handed to any of the institution for purposes of research or any other purpose. I attest that all sources utilised in the report have been acknowledged.

Mazisi Ntuthuka

ACKNOWLEDGEMENTS

I wish to extend my sincere gratitude and appreciation to my Supervisor Professor Purshottama Sivanarain Reddy for his guidance, patience, knowledge of research and motivation through the research.

I also wish to acknowledge the Department of Rural Development, Department of Social Development and Department of Basic Education for authorising the research and allowing their staff to share the information with me. I also extend my gratitude to all the respondents who sacrificed their valuable time and completed the questionnaires and provided useful information and feedback provided.

I wish to extend a special word of appreciation to Mr Tebogo Lobaka and Mr Masete Letsoalo from the Department of Social Development, and Ms Mabasa Sasabona from the Department of Basic Education, who coordinated the completion of the questionnaires.

I also want to extend a special word of appreciation to my Chief Director,, Ms Mmakgomo Tshatsinde for allowing me to take study leave when there was a high shortage of staff in the office.

A vote of thanks to my family and friends for being a pillar of strength to me when I was facing difficult life challenges that almost made it impossible to complete the study.

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LIST OF ABBREVIATIONS/ACRONYMS

AGSA	Auditor General of South Africa
AFRIEA	African Evaluation Association
ANAO	Australian National Audit Office
APP	Annual Performance Plan
CIMES	Country Integrated Monitoring and Evaluation System
DBE	Department of Basic Education
DANIDA	Danish International Development Agency
DSD	Department of Social Development
DRDLR	Department of Rural Development and Land Reform
DG	Director General
DIFID	Department of International Development
DPME	Department of Planning, Monitoring and Evaluation
EGYDEVAL	Egyptian Development Evaluation Network
FAO	Food and Agriculture Organisation
GOU	Government of Uganda
IDASA	Institute for Democratic Alternatives on South Africa
IPDET	International Program for development Evaluation and Training
JAR	Joint Annual Reviews
JARD	Joint Annual Review of Decentralization
KEA	Kenya Evaluation Association
MDG	Millennium Development Goals
MGNREG	Mahatma Gandhi National Rural Employment Guarantee
MTR	Mid-Term Review
MTSF	Medium Term Strategic Framework
M&E	Monitoring and Evaluation
NARYSEC	National Rural Youth Service Co-op
NGO	Non-Governmental Organisation
NHSP	National Health Sector Plan
NIMES	National Integrated Monitoring and Evaluation System
NORAD	Norwegian Agency for International Development
PAA	Public Audit Act
PAF	Performance Assessment Framework

PFGWM&E	Policy Framework for Government-Wide Monitoring and Evaluation
PFMA	Public Finance Management Act
PFMS	Physical and Financial Monitoring System
RDF	Results Framework Document
RBM	Results-Based Management
SAINET	South African Evaluators Network
SAMEA	South African Monitoring and Evaluation Association
SIDA	Swedish International Development Authority
SIEMPRO	System of Information, Monitoring and Evaluation of Social Programmes
SMEAN	Society of Monitoring and Evaluation in Nigeria
SSDC	South-South Development Co-operation
UEA	Uganda Evaluation Association
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United State Agency for International Development
ZEA	Zambia Evaluation Association
ZES	Zimbabwe Evaluation Society

CHAPTER 1

1. INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

The concept of monitoring and evaluation has been incorporated in the policy domain of larger organisations and donor agencies since the early 1980s. The notable examples of such organisations are Food and Agriculture Organisations (FAO), United Nations Children's Fund (UNICEF), the Salvation Army, the Red Cross, the Swedish International Development Authority (SIDA), the United States Agency for International Development (USAID), the Norwegian Agency for International Development (NORAD) the Danish International Development Agency (DANIDA), United Kingdom Department for International Development (DIFID), and the World Bank (Estrella and Gaventa, 2000:3). All these organisations are international and have often done some work on the African continent. It is justifiable that through the work and support they provided, they would require some level of assurance that the services, projects or programmes that they have implemented have changed the lives of the communities. It is obvious that there has been an influence on the African continent to start professionalising monitoring and evaluation. Although the African continent is currently endorsing monitoring and evaluation, there is an acknowledgement that convincing government to utilise monitoring and evaluation reports is still a challenge (Barber, 2008:78).

The year 2014 marks twenty years of freedom from an apartheid regime into a democratic state for South Africa. The apartheid era was characterised by the lack of transparency and accountability on the implementation of programmes and projects. This was made more complex by the segregation of people according to race. The policies implemented by the apartheid government also ensured that service delivery was according to racial disaggregation. Monitoring in that era was not a priority.

During the apartheid era, there was limited information on monitoring of government activities. In trying to address challenges of inadequate accountability, the government under the new democratic dispensation intensified efforts on establishment monitoring and evaluation systems.

However, it was only in 2007 that the Presidency developed an over-arching Monitoring and Evaluation System. Since then, a variety of systems have been implemented by the government in an attempt to correct the inefficiencies of the past regime. One of the significant changes was the institutionalisation of Monitoring and Evaluation (M&E) in all spheres of government.

This is evident in the establishment of the Planning Commission and Planning, Monitoring and Evaluation (PME) Ministry within The Presidency. The establishment of PME and the Planning Commission and their location within the Presidency shows the seriousness of government in measuring performance.

Over the last decade, a significant change has been observed within governments across the globe to reshape and reform the way they function (Kusak and Rist 2001). South Africa has also followed suit and to date the majority of government Departments in the country have a monitoring and evaluation component although currently it differs with regard to the levels and branches in which the M&E is located. The institutions such as the National Planning Commission, have made a significant contribution to the country (Republic of South Africa, 2015-2020:10).

Despite the progress the government has made since democracy, the establishment of the National Planning Commission and the Department of Planning, Monitoring and Evaluation, service delivery protest have not decreased. A steep increase in service delivery protests from 74% recorded in 2004 to 94% in May 2018 has been observed (https://www.timeslive.co.za/news/south-africa/2018-05-14-service-delivery-protests-increasing-and-most-are-violent/). This is an indication that the systems currently in place are not yet yielding the desired results. Karamoko and Jain (2011:34) also concluded that, community protests are as a result of system failure.

According to Kusak and Rist (2001:2), a monitoring and evaluation system must be able to produce credible and useful information. Also important to note is that it is still unclear at this stage whether planning, monitoring and evaluation in government Departments is making an impact contributing to the empowerment of communities.

This study will attempt to determine the utilization of M&E recommendations in an attempt to contribute towards ensuring that M&E makes an impact by improving project/programme implementation.

1.2 THE RESEARCH PROBLEM

Since the inception of the Policy Framework on Government-Wide Monitoring and Evaluation System (GWM&ES) in South Africa in 2007, government Departments have been left to implement M&E systems without any guidance from the lead Department (Republic of South Africa, 2009). This has led to different interpretations and implementation of the Framework, creating a system that cannot be integrated and give a clear indication of how government Departments are performing.

There is an indication that government Departments that have implemented M&E systems have not been able to convince the Departments or programme managers to take into consideration the M&E reports during planning, policy review and budget allocations. M&E in the Department of Rural Development and Land Reform is not implemented in a way that helps to shape the programmes of the Department (Impact Economix, 2013:10). Also, no research has been conducted in South Africa specifically focusing on determining whether M&E has made an impact in influencing government planning, projects and policy review. There is an assumption that once M&E systems are in place, there will be an uptake and management will use the information generated by the systems, however this is often not the case (McDavid & Huse, 2012:08).

Although the Department of Planning, Monitoring and Evaluation and National Treasury as oversight bodies have put systems and guidelines in place, there is no accountability enforcement on the Departments that do not follow policies and guidelines to the latter. Inadequate monitoring and evaluation systems are evident in the Department of Basic Education. This is based on a qualified audit opinion that Department received in the 2017-2018 financial year (Republic of South Africa, 2013:184). Although the Department received a qualified audit opinion, however, there is no evidence of actions taken against management.

The Departments of Rural Development and Land Reform and Department of Social Development received an unqualified audit opinion although there were areas of improvement that were identified. Also in the two Departments, there is no evidence of strengthening of the monitoring and evaluation systems.

1.3 BACKGROUND TO THE PROBLEM

The elections held in South Africa on 27 April 1994 marked a new era in government. A Government that was elected through a democratic process came into power. The word 'democracy' is said to have its origins from the Greek word, 'Demo, which means people and 'kratos', which means power (IDASA, 2009).

This means a country that is practising democracy is governed by the will of the people (Daniel, 2010). In the context of M&E, this means that a democratic state must be accountable to the people that put it in place.

The shift to focus on monitoring and evaluation by government was an attempt to ensure that there is sustainable development through good governance and accountability. Accountably and good governance are enforced by legislation such as; Public Finance Management Act, The Public Audit Act, The Constitution of South Africa etc.

In 2007, the Presidency released a Policy Framework on the Government-Wide Monitoring and Evaluation Framework (PFGWM&E) as a guideline for measuring performance in the public sector. This framework was developed because of a lack of accountability and basis for revising policies, projects and programmes in the public sector (Republic of South Africa, 2007). The framework instructed government Departments to develop their own M&E systems. To date, about 45 government Departments already have some level of M&E System in place although they differ from Department to Department. The challenge was that during M&E conferences, and interacting among M&E practitioners it was common to hear about lack of implementation of M&E recommendations.

This was a cause for concern because if recommendations are, indeed, not implemented, what informs policy review and programme modification by management or even abandon some of the projects and programmes that are currently being implemented? Furthermore, if the extent of this problem is significant, it means the PFGWM&E failed to achieve what it intended to achieve.

To add to the above-mentioned challenges, there was also an observation that management disputes some of the findings on monitoring and evaluation during presentation of the M&E findings in senior management committee meetings. The assumption was that management disputed the findings because they have the power as programme managers and funders of the projects. It could also be the fear that during performance assessments, the managers could score low due to issues raised by the M&E reports and a worst-case scenario could result in job losses. More often than not, managers were shocked by the results of the monitoring and evaluation because they did not monitor and evaluate their own projects.

There was also a perception that monitoring is all about the policing or inspection function and this has a negative connotation. The negative perception of M&E poses a risk in the sense that managers do not do it for the benefit but rather as a malicious compliance function (Republic of South Africa, 2013).

This study focused on determining the extent of the utilisation of M&E recommendations to inform policy changes, accountability, project termination and programme review or development. The intention was to flag the Departments that are utilising the recommendations.

The study also ascertained the reasons for non-implementation of recommendations and make proposals. At the end of the study one will be able to ascertain the extent to which M&E recommendations are implemented and the impact on government processes.

1.4 RESEARCH OBJECTIVES

The research objectives are as follows:

- To determine the extent to which M&E recommendations have been implemented in government Departments in an attempt to improve projects, programmes and policies.
- To ascertain the benefits being realised by government Departments that implemented M&E recommendations.
- To identify challenges M&E practitioners and programme managers are experiencing in implementing recommendations.
- To make recommendations on the best strategies to ensure that M&E recommendations are implemented during planning, project, programme and policy reviews.

1.5 MAIN RESEARCH QUESTION

To what extent are recommendations of M&E reports able to influence projects, programmes and policy review in the public sector?

Following from the main research question are the following sub-questions:

- To what extent are M&E recommendations implemented in government Departments?
- What are the benefits to government Departments that implement M&E recommendations?
- What challenges are M&E practitioners and programme managers experiencing in implementing recommendations?
- What strategies could be implemented to ensure that M&E recommendations are implemented during planning, policy review and decision-making?
- Are government Departments compliant to the Policy Framework on Government-Wide Monitoring and Evaluation System that serves as a guide to ensure standardised M&E of performance in the public sector?
- Is the lead Department of Planning Monitoring and Evaluation rendering support to different government Departments to ensure that they are able to implement the Government Wide Monitoring and Evaluation Framework in their Departments?

1.6 RESEARCH METHODOLOGY

The study was based on a quantitative research approach. This approach was preferred method over the qualitative approach due to its descriptive nature. The population targeted was made up of 9 monitoring and evaluation managers and 37 managers responsible for implementation of programmes within the selected Departments namely; Department of Basic Education (DBE), Department of Social Development (DSD) and Department of Rural Development and Land Reform (DRDLR). A total of 23 officials from DRDLR, 6 from DBE, and 17 from DSD completed the questionnaires. A purposive sampling described as non-probability sampling was utilised as a method of choice. The reason for using the purposive sampling was because the targeted population was known to the researcher and had the characteristics that are suitable for the study (Patton, 2002:161).

The structured self-administered questionnaires were implemented during the process of collecting data. The structured questionnaire was chosen to ensure that data was collected at different sites and levels in a similar manner to reach conclusions and to be able to generalise the findings (Imas and Rist, 2009:291). The questionnaires were emailed to the respondents together with the approval letter from the gatekeepers and a consent form for ethical reasons. Once all the questionnaires were received, data was captured in excel, and cleaned to eliminate errors and to determine its completeness. A clean set of data was imported into the analysis tool to run the analysis. The results were presented and analysed through the use of tables and graphs for quantitative data and thematic analysis on open ended responses.

It is important to acknowledge that research by its nature will have some limitations (Ioannidis, 2006). There were some limitations that were encountered during the study such as refusal by some of the government departments that were initially earmarked for the study. The use of a non-probability sampling itself is considered to be a limitation as it associated with the element of being biased. The research found that recommendations as outlined in M&E reports are utilised and implemented in the government departments that were part of the study.

The research made the following findings; there are standard reporting templates, there was a standard set of indicators that is being monitored in each government department. On a negative side, the research found that there is limited understanding of M&E by managers from the core business, there was inadequate support from the DPME. The following recommendations were made; the departments must develop a training plan with clear M&E related modules, there must be advocacy/marketing sessions conducted in to ensure that M&E is well understood by line officials, M&E reports must be distributed to all so that all officials can be able to understand the status of their projects and programmes.

It is envisaged that the research will provide additional and new information on the utilization of monitoring and evaluation recommendations to inform policy. This is due to the fact that there have not been many studies done in this regard. The search will serve as an information hub and basis for future research.

1.7 CHAPTER OUTLINE

The research presentation will be as follows:

Chapter 1: Introduction

This chapter outlines the research background and context which is the basis of the study. It outlines the basis for the research, objectives of the research, problem statement and research questions. It further provides the research justification and definitions.

Chapter 2: Monitoring and Evaluation: Conceptual and Theoretical Framework, International Trends and Developments

This chapter provides a discussion on the literature reviewed from the books, journals, publications, presentations, internet etc. The literature provides the foundation and the justification of the research. It describes what has been researched in the past and current studies by various academics, and identifies gaps in the knowledge base. It also outlines schools of thoughts and theoretical perspectives, underlying the utilization of monitoring and evaluation recommendations to inform policy in South Africa.

Chapter 3: Monitoring and Evaluation in South Africa: Legislation, Policy Framework and Guidelines

This chapter describes the legislation, policy framework and guidelines that are applicable to monitoring and evaluation in South Africa. It also presents an overview of the monitoring and evaluation systems that are implemented by the Departments that are part of the study.

Chapter 4: Research Methodology

This chapter presents the strategy implemented during the research process. It outlines the research approach employed as well as the design of the study. It also describes the research technique and methods utilised to collect and process the data. Furthermore, it outlines what was done to avoid ethical, professional, reliability and validity challenges that could arise. Finally, limitations of this study are illuminated.

Chapter 5: Data Collection, Presentation, Analysis and Discussion of Findings

This chapter presents the results of the study. The findings are presented in both statistical and narrative form. The use of narrative assisted in applying in-depth understanding of the utilisation of monitoring and evaluation findings to inform policy in government Departments in South Africa. This chapter also presents the analysis of the findings of the study, with trends of utilization of monitoring and evaluation findings by the Department identified and analysed.

Chapter 6: General Conclusions and Recommendations

This chapter concludes the research by providing recommendations and strategies that should be considered by government Departments in utilisation of monitoring and evaluation findings to inform policy. The recommendations contribute to the body of knowledge on the solutions that could be available to address this problem in the field of monitoring and evaluation.

1.8 CONCLUSION

In conclusion, this chapter outlined the utilisation of monitoring and evaluation recommendations to inform policy in government Departments in South Africa. The chapter outline provides the context to what informed the study. Furthermore, it refers to the literature that was reviewed to get an understanding of the body of knowledge that exists out there.

The chapter outlined the purpose of the research, questions to be asked, justification for the research and definition of concepts. It concluded by presenting the framework for the research, conclusions and recommendations.

CHAPTER 2

2. MONITORING AND EVALUATION: CONCEPTUAL, THEORETICAL FRAMEWORK, INTERNATIONAL TRENDS AND DEVELOPMENTS.

2.1 INTRODUCTION

This chapter outlines the material read by the researcher and the in-depth analysis of the findings from the literature reviewed. The section starts with the various definitions obtained from various sources. This is an attempt to bring the reader into the varying definitions that are utilised to explain the same phenomenon. The following section will provide an overview of monitoring and evaluation (M&E). The next section will outline perspectives of monitoring and evaluation around the world, and provide brief examples of countries that have adopted monitoring and evaluation as a management tool. This will be followed by a theoretical framework that forms the basis for the research and lastly, the conceptual framework.

The M&E System is a management instrument that everyone entrusted with the responsibility of service delivery, implementing projects and programmes, must adopt. The value of monitoring and evaluation is that an organisation, government Department, or institution is able to make informed decisions whether to change course, amend and even terminate projects, programmes, and policies. Many countries that are regarded as developing all over the globe are facing pressures from government, funding institutions, politicians to implement monitoring and evaluation as a management instrument for accountability (Kusek & Rist 2004:16). There is substantial literature on M&E; however, not much has been done to determine whether once an M&E system has been established and implemented, reports are generated by the system utilised for improvement of projects, programmes, policies.

Chapter Two outlines various perspectives on the utilization of monitoring and evaluation reports and recommendations. The information analysed and debated is on what was obtained through research on various documents such as journals, publications, and books on M&E.

There are varying definitions that are utilised to define monitoring and evaluation. However, the majority of definitions do not differ in principle but in semantics. The following section offers some of the examples of definitions utilised across the world.

Monitoring and Evaluation is defined as a process that improves performance and achieves results. Monitoring and Evaluation is also defined as two distinct concepts. The following are the examples of the definitions of each concept that were sourced from various literatures (https://en.wikipedia.org/wiki/Monitoring_and_evaluation).

2.2 DEFINITION OF TERMS

This section of the report outlines some of the definitions that are used in the report to provide an understanding of what each term means and also an outline of how different academics have defined the terms differently though they mean the same thing.

2.2.1 Monitoring

Monitoring is an uninterrupted activity that follows a scientific approach to the sourcing of statistics on selected set indicators that provides useful information to managers and stakeholders regarding the intervention on milestones and attainment of the set goals and the expenditure of allocated funds, (Public Service Commission, 2008:3). The Policy Framework for Government Wide Monitoring and Evaluation, (2007:1) defines monitoring as a system that is composed of gathering, analysis and dissemination of data on inputs, processes, outputs, outcomes, impacts as well as external influences to support the attainment and decision making by management.

Monitoring also entails providing progress regarding the implementation process of a progress and milestones to date. "*The resulting information is utilised for decision making for improving project performance*" (Bartle, 2007:17).

Monitoring is also defined as a methodical practice of collection, analysis and utilization of data to track progress towards reaching the objectives of a programme and to assist management to make decisions. Monitoring usually focuses on the process, such as when and where activities occur, who delivers them and how many people or entities they reach.

Monitoring can also be defined as an exercise that is ongoing with the main purpose of providing feedback to the sponsors, managers and key stakeholders on the progress of intervention in an attempt to prove early warning signs, or lack thereof, towards the achievement of results. It is a continuous process of monitoring a project, policy, funding or any other intervention towards the expected outcome (UNDP, 2002:6).

Monitoring is a well-planned system of gathering and analysing of information as a project progresses (Shapiro, 2007:3). It assists one to keep track of the work done and provide management with information to know when things are not on track. When done properly, monitoring is a critical governance and management tool that can provide useful information to serve as a basis for conducting evaluations.

LeMay (2010:8) argues that monitoring regularly track changes in indicators over time in order to manage the implementation of a project or programme. It measures progress towards attainment of results through gathering of data on inputs, activities, outputs and short-term outcomes.

On the other hand, Hobson, Mayne and Hamilton (2013:5) define monitoring as the collection and examination of evidence about the intervention (project/programme/policy) that was provided conducted while the intervention is being implemented.

In essence, monitoring is a critical tool that when implemented and utilised effectively, it can provide managers with early warning signs on whether a project, programme or any other intervention is on tract or is not on track. Management can be in a position to make informed decisions on whether the project or programme needs to be continued, modified or discontinued.

2.2.2 Evaluations

Evaluation is a scientific and independent investigation of completed projects or interventions, policies or programmes (https://www.sportanddev.org/en/toolkit/monitoring-and-evaluation/what-monitoring-and-evaluation-me). Evaluation assesses data and evidence that affirms strategic decisions in order to improve the interventions to be implemented in future. Evaluations assist in reaching conclusions in the following aspects of intervention (https://www.sportanddev.org/en/toolkit/monitoring-and-evaluation/what-monitoring-and-evaluation-me):

- Relevance
- Effectiveness
- Efficiency
- Impact and
- Sustainability

Evaluation can also be defined as a perceptive process that seek to methodically and empirically measure advancements towards the accomplishment of an outcome (UNDP, 2002:6). Unlike monitoring, evaluation is conducted at certain intervals. It is an assessment of different scopes conducted in specific periods in response and attempt to keep up with new developments, understanding evaluation and improvement towards the attainment of the envisaged outcome (UNDP, 2002:6).

Another definition is that evaluation is the systematic assessment of activities, projects, programmes, strategies, policies or performance of any organisation. It focuses on investigating the logical framework (inputs, activities, outputs, outcomes and impacts), contextual factors and causalities so as to get in-depth understanding of achievements or lack thereof (www.sportsdevelopment.org/wp-content/uploads/2009/12/Pamela-Mabazi_ME1). Similarly, in an article by Sport and Development mentioned above, evaluations assess the following:

- Relevance (meeting the objectives of the programme of project).
- Effectiveness (the impact of interventions on beneficiaries or participants).
- Efficiency (determining the cost of activities, ratios of staff to participants etc.).
- Impact (change in a community, institution or country), and

- Sustainability of interventions and contributions to the results achieved.

LeMay (2010:9) indicated that evaluation assesses the effectiveness and sometimes the cost of efforts to improve services and to prevent certain issues. Evaluation measures the outcomes and the impacts of the interventions. It also assesses the extent to which organisations has achieved the desired results and assists in providing insight on why results were or were not achieved.

Hobson, Mayne and Hamilton (2013:5) indicated that evaluation is a sporadic, reflective investigation of an organisation, project or programme that could be undertaken by the internal or external evaluators. The Policy Framework for Government Wide Monitoring and Evaluation (The Presidency, 2007:2) defines evaluations as a time-bound sporadic process conducted to provide reliable and useful information to answer specific questions and to guide decision making by staff, managers and policy-makers. The National Evaluation Policy Framework (The Presidency, 2011:8), defines evaluations as methodical gathering and investigation of proof on service delivery areas, organisations and functions to evaluate service delivery areas relating to (effectiveness and efficiency) returns on investment, change in the lives of the people, replicability, sustainability etc, and make recommendations as to whether such interventions have yielded the expected outcomes.

In essence, the literature review has highlighted the fact that evaluation is a critical exercise that any organisation needs to undertake to determine whether the interventions that have been put in are producing the expected outcomes and most important where there is a change (impact) in the lives of recipients.

It has been noted that although evaluation studies are important, it is vital to plan for the evaluation studies accordingly so that at the end, evaluations are able to produce credible results. The risk is that if proper planning is not done, resources will be wasted resulting in public protests due to inadequate delivery of services that are normally witnessed in our country.

Based on the literature on evaluation, another risk identified is that if evaluation studies are not conducted the project or programme outcomes, impact and value for money may never be known. Another import factor is that evaluation studies must not only be limited to internal evaluators; as these are normally subject to bias, there must also be external evaluations conducted especially for large scale projects.

Table 2.1 below presents the advantages and disadvantages of contracting the internal and external evaluators. The table also provides management with critical information that must be considered when deciding to undertake an evaluation study. It is observed that management must take into consideration advantages and disadvantages of each, and weigh options accordingly. It is also indicated that a good option after weighing all the options would be to have a combination of both teams so that they can complement each other. The advantages and disadvantages of using internal and external evaluators can be accessed onhttps://www.evaluationtoolkit.org/resources/11/original/125_sam_whyhire.pdf?1231730905.

Table 2.1: Advantages and disadvantages of using external evaluators

Advantages	Internal	External
	Timely – Immediately the program/project has information that begins informing program/policy decisions.	**Perspective** – An external evaluation may provide a view of the program that is considered more objective by the intended users.
	Buy-in – Those involved have the opportunity to have their voices heard, and may want to contribute to the evaluation.	**Credible** – An external evaluation may be perceived as having more credibility for people outside of the program/project (funding partners, stakeholders, etc.)
	'Insider' perspective – An 'in-house' evaluator may be more familiar with the staff, community, issues, and resources associated with the project/program.	**Expertise** – An external evaluator or team may possess certain evaluation research skills and knowledge that the internal evaluator may not. S/he may also have exposure to a wider range of issues, methods, and practices that would be useful to incorporate.
Disadvantages		
	Time consuming – Internal evaluations involve staff time that may draw on limited personnel resources.	**Cost** – External evaluations can be more costly than internal evaluations.
	Bias – There may be a perception of bias if the internal evaluator is 'too close' to the subject matter; this may result in risking the credibility of the evaluation and hindering its use.	**Time** – It may be difficult to manage an evaluation conducted by an external evaluator.
		Expertise – It may be difficult to find evaluators who understand the region or programming area.

Source: Evaluation Toolkit for Managing School Programmes

This will therefore ensure that the team is strong and has the ability to succeed (https://www.evaluationtoolkit.org/resources/11/original/125_sam_whyhire.pdf?1231730905).

There are three types of evaluations depending on when they are conducted, namely: formative evaluation, summative evaluation and prospective evaluation. The difference between the formative evaluation and summative evaluations can be classified in the following ways (Imas and Rist, 2009:10):

- Formative evaluations are directed towards programme, project and policy application and enhancement.
- Summative evaluations are focussed more on results. They enable managers, implementers, sponsors or funders to make decisions regarding the continuity, replacement, increasing or terminating a particular programme or project or any other intervention.

A formative evaluation is implemented during the lifecycle of an intervention. A formative evaluation investigates the ways in which an intervention is being implemented. It examines whether or not the planned activities relate to the actual operations and identifies the inconstancies in the implementation process (Imas and Rist, 2009:9). The formative evaluations are often referred to as process evaluations because they examine the processes. The examples of formative evaluations conducted by the Department of Rural Development and Land Reform are Implementation Evaluation of NARYSEC Programme, Implementation Evaluation of Comprehensive Rural Development Programme and Implementation Evaluation of Recapitalisation and Development Programme.

On the other hand, summative evaluations are occasionally referred to as outcome evaluation or impact evaluations. Summative evaluations are conducted once the project has been completed or programme to measure the degree to which expected results were accomplished (Imas and Rist, 2009:10). Summative evaluation includes the following: impact evaluations, cost effectiveness assessment, quasi-experimental designs, randomised experimental designs and case studies. Summative evaluations are mostly utilised to answer questions of significance, impact, external utilisation, performance and lessons learned (Imas and Rist, 2009:10).

A potential evaluation investigates the likely outcomes of an intervention. According to Rossi et al. (1993), a prospective evaluation is an evaluation that assesses the potential impact of an intervention. The approach utilised by the prospective evaluation is similar to that of an evaluability assessment (Imas and Rist, 2009:10). The prospective evaluation examines whether a policy, programme or project is worth to be evaluated. It connects with the evaluation findings from the studies conducted previously by assessing the likelihood of success of a proposed policy, project or programme.

The above definitions were sourced from various literatures and present a perspective of academics whom we believe to be monitoring and evaluation experts. The listed definitions reveal a variety of concepts drawn from various disciplines such as planning, risk management, research, and project management.

However, it could be argued that there is no harm for a discipline to evolve from other already established disciplines; however, there is a danger of less realisation of value adding that was brought to the fore as a new discipline adds; other than that, it is a recycling of existing knowledge (Molapo, 2015:5).

2.2.3 Performance Reporting

This is a formal mechanism of accountability and communication of progress that is used by mostly government departments (Canadian Comprehensive Auditing Foundation, 2002).

2.2.4 Performance Information

Performance Information indicates how well a government department, organisation or any institution is progressing towards the achievement of the set strategic objectives, which policies and programmes are working or are not working (Republic of South Africa, 2007:1). This means that performance information provides management with the information that allows them to make informed decisions. It also serves a management tool that managers and implementers can be able to use to monitor progress and note early warning signs of implementation challenges.

Performance Information also has a critical role in the allocation of budget; for example, in South Africa, the National Treasury expects reports on performance information from the government departments on quarterly and annual basis. This is to account the amount of budget that has been allocated and whether there was value for money and whether it yielded the anticipated results (Republic of South Africa, 2016).

2.2.5 Performance Indicators

Performance Indicators are signs that gives implementers and managers the status of progress regarding the projects or programmes they are implementing. The criteria for good performance indicators have been defined as follows (Republic of South Africa, 2007):

- Reliable – the indicator must be accurate and measure what it is supposed to measure.
- Well-Defined – the indicator needs to be well defined and unambiguous so that it is not misinterpreted and is able to collect information consistently.
- Verifiable – the processes that led to the indicator or performance on the indicator must be validated.
- Cost effective – the cost of collecting the indicator must be justified by its usability. It is not necessary to continue collecting information that is not used for any purpose but only a waste of the public resources.
- Appropriate – the indicator must encourage service delivery and avoid any unintended consequences.
- Relevant – the indicator must be directly linked to the mandate of an institution or government department.

2.2.6 Performance Targets

Performance Targets are an expression of what a department, organisation or institution aims to achieve at the end of a specific period (Republic of South Africa, 2007). It is important that performance targets are elaborated in the strategic plans of the public sector for accountability and to communicate progress. Performance Information assists government departments, organisation or institutions to be able to assess whether they should increase or decrease the targets in the forthcoming financial year.

2.2.7 Performance Audit

Performance Audit is an objective activity aimed at assessing the controls put in place by management or identify a lack of controls implemented in an attempt to they are applied efficiently, effectively and there is reporting to management on the use of such resources (South African Institute of Chartered Accountants, 2016:4). Performance audit is a compliance-driven exercise that looks into whether during the implementation of their tasks; institutions are implementing and are in line with legislations, policies and frameworks.

2.3 HISTORY OR ORIGINS OF MONITORING AND EVALUATON

The historical development of Monitoring and Evaluation is difficult to trace because of lack of definition or describing it as such in the previous years (Hogan 2007). Griffin (2005:42) argues that evaluation is a new profession although it has been implemented for many years. For example, the world's earliest known forms of measuring and counting originated in Africa; (http://www.taneter.org/math.html). For thousands of years beginning 30 000BC, Africa has been counting and measuring performance.

Africans are known for living a nomadic life and had herds of cattle and other livestock. Africans learned to monitor the livestock through the animal waste (poop). The shape of the poop can indicate what type of an animal was there, which direction was it heading and how long has it passed the place where the poop was found, (Welsh 2015). In South Africa, Africans have been using stones to monitor their livestock. Whenever there is a new calf born, the head of the family will search along the river for a unique stone. The stone will represent the addition into the livestock family. Should the cattle for example be slaughtered or die, the stone will be thrown away. The head of the family will in each afternoon when the livestock arrives at home, take out the bag of stones and for each cattle that goes into the kraal a stone is put in the bag. Should there be missing cattle there will be a stone left and the shape of the stone will determine which cattle did not come home. Although they were not educated, Africans always ensured that their livestock was did not get lost. This is evidence of monitoring tools that was utilised in ancient Africa.

The following serves as examples of some of the earlier instruments of measurement utilised by Africans:

- Lebombo Bone: the bone was utilised dating back to 35 000 BC. The instrument was named after the place called Lebombo in Swaziland in which it was discovered. The instrument had 29 marks made on it. It is said that the instrument was utilised to measure the menstrual cycle and also as a general measuring stick for the lunar cycle (moon), (http://www.taneter.org/math.html).

- Ishango Bone: this instrument dates back to 20 000 BC. It was discovered in a country now called Democratic Republic of Congo. It is currently housed in the museum in Brussels. The instrument has inscriptions that are clearly separated in different clusters. The markings on the instrument double those of the Lebombo Bone. It is, however, not clear as to what the instrument was utilised for, (http://www.taneter.org/math.html).

- Mancala Game: this instrument dates back to 700 BC. It was discovered in Yome in Ethiopia. The instrument was utilised as a game board. The purpose of the game was to capture greater numbers of the stones than the opponent's (http://www.taneter.org/math.html).

Although Africans began monitoring BC, although the system utilised served the purpose, they were not as advanced as the systems that were utilised in the West and Europe. The period of European Colonialization saw a new era of measurements instruments.

Internationally, the origins of monitoring and evaluation can be traced to countries such as United States of America, Canada, United Kingdom, Germany and Sweden, (Lomen-Glenis, 2013:2). However, as indicated earlier monitoring and evaluation has spread to the African continent. In Africa, there has been evidence of the existence of monitoring and evaluation since the early 90s. Before 1995, only five evaluation organisations existed in the world.

Mudaus et al. (2000) argue that M&E has evolved through the years and came up with seven different stages that describe the evolution, namely:

- The period of 1792-1900 known as the age reform. This period was associated with the invention by William Farish, which focused on quantitative marking to score examinations. This replaced the qualitative assessment of students. This was also a period of industrial revolution and economic growth. There was a shift in the health, social life, social agencies etc. In Britain, there was a need to reform the education system. This required annual evaluation studies to be conducted. In the United States of America, the first attempts to evaluate schools took place in Boston in 1845. The first education evaluation programme was conducted in 1898. The study concentrated on a comparative study on the value of the drill in spelling across a number of schools.

  It was concluded that the amount of time spent does not have a bearing on the improvement in spelling among those who spent 200 minutes a week studying spelling and those that spent less than 10 minutes (http://education.stateuniversity.com/pages/2370/Rice-Joseph-Mayer-1857-1934.html).

- The period 1900-1930 was known as the age of efficiency. The focus of this period was systemization, standardization, and efficiently. The studies that were conducted in this period were on education focusing on the teacher learner relationship. Although these studies yielded positive results that influenced policy, they were perceived as "Muckraking". This means that the intention was to expose corruption in the system rather than what the evaluations are meant for, which is to determine whether results have been achieved or projects have made a difference in the lives of communities. Another identified problem was the lack of objectivity. The studies were utilised to collect data to be utilised against the tide of criticism.

- The period 1931-1945 was known as the Tylerain age. This period was known for the "Great Depression", which saw a lot of poverty. It was also known for the independence that South Africa got from the British (Stufflebeam et al., 2002).

- The period 1946-1957 was known as the age of innocence. Stufflebeam et al. (2002), this period was named due to the lack of purpose for the evaluations. This is because it was not designed to look at the needs of the beneficiaries. However, there were a number of standardised scientific tests that were conducted in this period especially in the field of mathematics, psychology and education.

- The period 1958-1972 was known as the age of development. Stufflebeam et al. (2002) mentions that this period was characterised by a technical growth in the evaluation practice. This involved capacity building on the importance of establishing objectives.

  The objectives were perceived to be the core that provides basis for the evaluations. A number of evaluations were introduced in schools. The evaluations were conducted using the Tylerian Approach.

  However, the Tylerian Approach could not be implemented in full due to its limitations. For example, it recognised and encouraged differences in objectives within locale to locale Stufflebeam et al. (2002). There were also issues with the lack of information regarding the needs of children that could provide a guide for developing meaningful behavioural objectives for the learners.

- The period 1973-1982 was known as the age of professionalism. Stufflebeam et al. (2002) suggest that this period was characterised by the professionalization of evaluations. Evaluations became a stand-alone profession that was different from that of scientists, researchers, teachers and philosophers. A number of journals on education and policy analyses were published. There was also an emergence of professional monitoring and evaluation associations and many universities introduced a module on evaluations.

- The period 1983-2000 known as the age of expansion and integration. Stufflebeam et al. (2002) indicate that this period saw the increase and integration of evaluations from numerous fields. Another interesting area was the escalation in the practise of mixed methods compared to the previously clearly defined methods which either focuses on qualitative approach or quantitative approach.

Today, M&E has evolved to incorporate the use of technology which has made the lives of M&E specialists easy and technology has contributed to decrease in budget utilised for in M&E processes.

Monitoring and Evaluation was not received very well by most governments in Africa. This resulted in a very slow uptake and was mostly driven by the foreign funders/donors. However, by the year 2000, there was about 400% increase within a five year period. The rapid uptake of M&E was taking place in developing countries, predominantly in Africa. Mofolo, Mkuyana and Skade (2014:5) indicated that in recent years, there has been an upward trajectory in the implementation of evaluations and use of evaluation reports by governments and researchers. This suggests that the trend will continue as more and more countries are becoming democratic states and more tolerant to criticism.

The growth of monitoring and evaluation on the African continent has also resulted in the increase in number of M&E Societies, Associations, and Forums. The following are a few examples of associations and or M&E forums that have been established, formalised and registered in Africa.

The oldest evaluation association for example was established in Ghana in 1997 (Basheka & Byamugisha, 2015:76). It was established in order to provide support in monitoring and evaluation. It was also established to ensure that there was a data repository and knowledge bank in the country. It also was an attempt to professionalise M&E in Ghana. Currently, there is also a monitoring and evaluation forum.

The forum provides support to M&E practitioners and also sets strategies, frameworks, policies and standard operating procedures, which M&E practitioners can follow. The Ghana Evaluation Association has developed to a level where it was nominated to host the 6th African Evaluation Association Conference that was held from 09 – 13 in January 2012 under the theme "Rights and Responsibilities in Development Evaluation".

The second oldest M&E association is found in Zimbabwe (Zvoushe & Gideon, 2013:72). The Zimbabwe Evaluation Society (ZES) was established in 1998 and is currently registered as a non-profit organisation. The society was established to provide guidance in M&E practise of and also to improve the development discourse in all sectors of Zimbabwe. It is based on the following values:

- Long life learning
- Excellence and
- Integrity

To date, there is an indication that M&E in Zimbabwe is no longer having the value and respect it used to have ten years ago. This is due to the current political challenges in the country it is hoped that one day things will go to normal again.

The year 1999 saw the establishment and formalisation of the African Evaluation Association (AfriEA). The association was established to provide a platform for debate, share information and lessons learned and also benchmarking. AfrEA was established as an overarching association for national evaluation associations, benchmarking and as an information hub for evaluations in countries that did not have such networks (http://afrea.org/history/).

It was also established to deal with the following challenges that were common within monitoring and evaluation (http://afrea.org/history/):

- Evaluators in Africa were not working in unison and working together.
- There was inadequate training provided especially on the areas of M&E speciality and expertise.
- There was inadequate mobilisation of resources to be able to conduct large scale evaluations
- There was a lack of information hub that evaluators can be able to tap into for studies conducted previously.
- Large scale evaluations were periodic and mostly spearheaded by international organisations.
- Demand for evaluations was slow and use of M&E for decision making was limited.

The association is made up of national associations that comprise of professional evaluators, policy makers, development workers, researchers, academics, government officials and any other persons with an interest in evaluations (http://afrea.org/history/).

The other evaluation society that is in existence in Africa is called the Kenya Evaluation Association (KEA) (Republic of Kenya, 2016). The association was established in 1999 with the aim of building capacity in Kenya. One of the main achievements was hosting the first AfrEA Conference. KEA gave birth to the Evaluation Association of Kenya (EAK), which was established in 2008 under the current chairperson and founder with the support from the Department of Monitoring and Evaluation. The association was established due to the participation and capacity building received from the International Program for development Evaluation and Training (IPDET).

The IPDET participants came together and formed a stronger association that could provide capacity and support to the weakening monitoring and evaluation practise in the country (http://www.esk.co.ke/history-2/). Since the establishment of the association, there has been a significant improvement in the implementation of monitoring and evaluation in the country.

Another association is found in Uganda. The Constitution of Uganda of 1995 requires that there must be leadership and coordination from the Office of the Prime Minister (Republic of Uganda, 2006). This must across and government must play an oversight role on M&E processes. The Uganda Evaluation Association (UEA) was established in 2001, but became officially recognised in 2002 as a professional body and national chapter of the African Evaluation Association (http://ugandaevaluationassociation.org/about-uea/).The association was established to achieve the following:

- Establish a national network to coordinate a sharing of evaluation material, processes and everyday evaluation frameworks among evaluators who were in isolation.
- To build an information hub and strengthen capacity for evaluation, and
- To promote professionalism in evaluation practise.

This association started with a minimum of fifty members from several backgrounds such as NGOs, parastatals, public and private organisations. Since the establishment of the UEA, there has been growth in the Monitoring & Evaluation practise and also an increase in a number of studies conducted.

The Egyptian Development Evaluation Network (EgyDeval) was established in 2005.it was started by five members and currently has more than 20 members from various organisations, academic institutions, government agencies and private individuals. It was established to enhance efficiency and effectiveness of monitoring and evaluation in Egypt under the following (El Baradei et al., 2004):

- Support of Monitoring & Evaluation practice
- Provide professional technical support
- Conduct capacity building
- Serves as an information dissemination hub
- Provide a platform for networking and sharing experiences

One of the greatest achievements of the association was to translate all the M&E material into Arabic. This was to ensure that all the M&E practitioners in the country were having access to information that can improve their capacity. The translation has also been expanded to other countries in the Middle East and North Africa (El Baradei et al., 2004).

In South Africa, the first association was established in 2002. This was called the South African Evaluators Network (SAENet). The association was established after a visit by a well renowned evaluator Dr Michael Quinn Patton. The third African Evaluation Association (AfriEA) conference on evaluations held in 2004 in South Africa (Cape Town), resulted in an expansion and elevation of the then SAENet to the South African Monitoring and Evaluation Association (SAMEA), (SAMEA, 2009).. However, it was only in November 2005 that the South African Monitoring and Evaluation Association was established formally (SAMEA, 2009).

The SAMEA was established by South African professionals who were involved in the M&E activities. In this association, members appoint a board of directors that will be responsible for management and coordination of SAMEA activities. It is currently registered as a non-profit company with regards to the South African Companies Act (Act 61 of 1973). The main aim of SAMEA is to promote professionalism in M&E (SAMEA, 2009:2).

In Nigeria, the Society of Monitoring and Evaluation (SMEAN) was established in 2007. The main purpose for the establishment of SMEAN was to provide a platform for information and knowledge sharing to all the M&E practitioners in Nigeria. The expected outcome was the exchange of ideas, increased capacity and elevated profile of M&E as a vocation and to fast-track its institutionalisation. SMEAN was established as a result of a diagnostic study on M&E Systems that was conducted in 2006 (https://www.ioce.net/download/national/Nigeria_SMEAN_Presentation.pdf).

The study found that there was a limited capacity in M&E, and that the use of inappropriate tools and reports produced were not of quality to enable the sponsors and management to be able to make informed decisions. Following are some of the achievements by SMEAN since its establishment (https://www.ioce.net/download/national/Nigeria_SMEAN_Presentation.pdf):

- Collaboration with the National Planning Commission to provide training to staff the Departments and agencies of government.
- Advocated for appropriate funding of M&E processes by government.
- Campaign for the use of evaluation results to inform policy options and programme prioritization.
- Promoted collaboration between government and non-government sectors during evaluations.

The following are the challenges that are encountered by the SMEAN (https://www.ioce.net/download/national/Nigeria_SMEAN_Presentation.pdf):

- The M&E results and recommendations were utilised to a limited extent especially in government. However, there is utilization of M&E results and recommendation in private and donor funded organisations.
- There was limited capacity to implement evaluation since it was still a new concept.
- There were misconceptions that M&E was a “witch hunt” exercise and not a system to assist managers.

In Zambia, the Monitoring and Evaluation Association was launched in 2015, (Njovu, 2015). The establishment of the association was to increase capacity of monitoring and evaluation within Zambia. In the past, the country relied mostly on external evaluators who were very expensive. The association recognised M&E as a profession in its own right. One of the important milestones by the Zambia Monitoring and Evaluation Association was the development of a standard and ethics to which all ZEA members were subscribers (Njovu, 2015:3).

The latest Monitoring and Evaluation Society was established in Liberia in 2017 by a team of visionary M&E practitioners. The society was established for educational purposes and to serve as a national network for the practitioners interested in M&E and research. The main objectives of the society are as follows (https://www.facebook.com/liberaevaluationassociation):

- To initiate the development and exchange of ideas, knowledge and resources regarding the matters of common interest related to M&E.
- To embody the evaluation profession of Liberia at relevant regional and international events and forums.
- To plan and examine the status and future directions for evaluations research, capacity building and development in Liberia.
- To inform strategic association with other public and private sector organisations that is conducting evaluation activities.
- To coordinate the establishment and effective operation of a national and international network for information exchange relating to evaluations.
- To inspire and coordinate research and development initiatives and publications associated with evaluations, subject to the prior approval by the authorities concerned, as required.
- To provide support and guidance on evaluation of policy issues and development of a reliable statistical system at all levels.
- To represent members on evaluation policy matters affecting them.

The number of evaluation associations that are currently in existence on the African content bares testimony to the rapid growth of the evaluation practise. The above description of M&E associations in the African continent has indicated that there is seriousness of issues relating to accountability, service delivery and value for money.

The African countries are beginning to understand the importance of ensuring that that implementation must be done according to plans, there has to be indicators that must measure performance, there must be reports produced on any intervention whether it is at a project/ programme or any other level, there must also be feedback provided not only to the management or the funders but beneficiaries or communities as well. However, it is yet to be determined as to whether they have been able to influence the utilization of M&E reports and implementation of recommendations thereof.

It is important to note that all the associations, forums, societies etc described above are affiliated to the umbrella body called AfrEA. The main aim is to enforce uniform support, working towards a common goal of the M&E practice and lessons learned. Also observed is that all have the following in common:

- Capacity building
- Knowledge sharing
- Information repository and
- Strengthening of monitoring and evaluation practice.

However, it is a concern that there is also no literature that could be found on measuring of the outcomes or impact of the establishment of the associations. This is because, it is important that these associations add value to the M&E practice otherwise the members may feel that they are paying the membership fees for nothing and not gaining any returns on investment. There is a need for evaluations studies or researches conducted on the impact of the M&E associations to the members, funders or organisations.

2.4 PRACTICES, CONCERNS AND EXPECTATIONS TOWARDS MONITORING AND EVALUATION

2.4.1 Practices

A number of best practices have been identified, these include the following (Sherril, Anna & Amy: 2005):

- Linking M&E to Strategic Plans, Annual Performance Plans and Operational Plans of the organisations.
- Taking a participatory approach so that all the stakeholders are on board and feel that they are part of the process. This approach often minimises disputes and disagreements about the project or programme because everything is discussed openly.
- Triangulation of information. The information from various sources is utilised to determine its validity and reliability.

2.4.2 Expectation

Sherril, Anna & Amy (2005) argue that organisations embark on evaluation studies for a number of reasons, such as the following:

- To get timeous feedback, that will allow a project or programme leader and managers to make changes as per risks and challenges that have been identified during the implementation of the programme.
- To obtain information for preservation as a basis for learning or future interventions that could be implemented.
- To fulfil the requirements of the sponsors and to provide credible information on the impact the investment in a programme or project has made in the community.
- To meet regular demands for comprehensive evaluation findings considering that there is increased pressure for accountability from the Parliament, research institutions and oversight bodies.

Monitoring and Evaluation can be conducted by most organizations with the capacity they have and can be incorporated into day to day processes in a way that complements project or programme delivery. However, there is a need to ensure that there are also independent monitoring and evaluation experts that come to provide support even if it is once in every year.

Norman (2005) identified a good M&E system and expects will help in the following:

- Outline the impact of a project on beneficiaries.
- Make decisions of the means of measuring progress and impact.
- Ensure that the information collected is assessed against the quality aspects for tracking progress and impact.
- Provide comprehensive reports on whether the intervention has been successful or failed so that the management or sponsors are able to learn and to improve the future interventions.

Generally, Norman (2005) made it clear that for an M&E system to be effective and efficient, it must be able to;

- Provide managers with information so that they are able to make decisions based on evidence.
- Serve as a mechanism that detects issues early to minimise complications that may arise.
- Assist to empower primary stakeholders, especially programme or project recipients and users, and involve them more in the actions. This is what is referred to as participatory approach.
- Build an understanding and capacity between the programme or project stakeholders.
- Examine improvement and build accountability.

Identification of participants in your evaluation study is influenced by the structure of the organization and the programme to be evaluated (Sherrile et al., 2005). Some people to consider are: Programme Manager, Executive Director, programme staff, evaluation consultant, sponsors, programme recipients, programme implementers, etc. These individuals might express different viewpoints to the evaluation that could enhance the findings. However, different viewpoints articulated in the course of an evaluation may require being reconciled.

2.4.3 Benefits of evaluation

Sherril et al. (2005) lists the benefit of evaluations as follows:

- Planning for evaluation studies in institutions, government departments, and organisations encourages interaction between all the stakeholders from various levels. This aims to circumvent misinterpretation of what is being measured and how it should be implemented.

- Facilitates analytical thinking and accurate discussions about the programme. This is because the evaluation is meant to either improve the programme or provides information so that a programme can be terminated. This requires a certain level of skill.
- Affords a platform to reconsider the objectives of the existing programme, to counteract risks and clarify all the areas of uncertainty between conceptualisation and implementation. In most cases programmes are not well planned, they are often based or pushed by politicians who want to satisfy the voters. Government officials often find themselves having to meet unrealistic deadlines, having to shift budgets from other allocations so that the "Minister's Project "can get the priority and be completed within expected timeframes.

The rush in implementing such projects and programmes often have unintended consequences. For example, Duduzani Primary School in Kwa-Mashu in Durban is yet to be completed since the project started five years ago (www.news24.com). The Department spent R15 million for the construction of a school, however, the project had to be stopped due to challenges with the contractor.

The following are some of the challenges regarding programme implementation:

- Political interference in implementation of programmes. In an environment that is dominated by politics, this can be a challenge because politicians sometimes do not take advice and often do not consider the evidence contained in the M&E reports. The typical example is the issue of Life Esidemeni Hospital, where 94+ mentally challenged people lost their lives because of political decisions that were made to transfer them to non-governmental organisations (Makgoba, 2016). In the case of Life Esidimeni the MEC for Health and Social Development in Gauteng disregarded the advice from the technical team that resulted in the deaths of all these people.

- Lack of reliable information to support the replication of interventions. This is critical to monitor progress of the project or implementation of the programme. The data provide critical information that will serve as an early warning mechanism. Most importantly it provides baseline information for evaluation studies and research that can be conducted at a later stage. However, if the data provided is not reliable, management could make incorrect decisions. This will be in contradiction of the principle that integrated M&E systems are the basis for evidence based approach that encourages good governance based on quality information (Abrahams, 2015:6).

- A lack of consistent resources reallocation based on scientific evidence. Makgoba (2016) argued that evaluations play a critical role, as they; consider comprehensive concerns of resource allocation, enlighten public relations and marketing approaches, document the programme model to share with others and propose potential amendments or rearrangements in the affairs of department or institutions and approaches. This means that if the resources are not allocated sufficiently, programme evaluations may not be conducted and the benefits mentioned by Makgoba may not be realised.

The above challenges are an indication that M&E reports are often not considered. However, it is critical that, such reports must be use and recommendations be implemented otherwise evaluations are not going to be effective (Makgoba, 2016). High prominence of evaluation undertakings must be accompanied by consideration of the results and proof of use by decision-makers.

Too often, outcomes are not shared or reports are not considered, and are locked in the offices of managers (Sherril et al., 2005). The proof of implementation of evaluation recommendation is an Improvement Plant Plan. This means that an Improvement Plan based on evaluation recommendations are not developed.

2.4.4 Budgetary Constraints

Budgetary constraints are a major area of concern that could result in evaluation studies being abandoned. It is critical that M&E activities are well budgeted for so that a credible reports can be produced. This means that these activities must be planned for taking into consideration the budget that will be required. An evaluation budget for example will contain a number of classifications, depending on the type and scope of the evaluation. The most common classifications include the following (Sherril et al., 2005):

- Employees
- Benefits
- Operating costs including telephone, copying, supplies
- Equipment, including computers and printers
- Travel, with daily per diem if relevant to organization, and
- Indirect cost recovery (computed according to funder's or organization's policies).

Budget amounts will differ with the type of evaluation to be conducted. A commonly recognised rule among many evaluators is that, once a programme budget gets to a considerable size, then 10% should be devoted to evaluation (Sherril et al., 2005). However, organizations must also contemplate how evaluation could save time, cost, and human resources in the long term (Sherril et al., 2005).

2.4.5 Concerns about Monitoring and Evaluation

It is important that evaluations are conducted in a professional manner that will produce credible information that can be relied on. One of the considerations is that evaluability assessment is conducted to ensure that the Departments do not spend a lot of money on programmes, projects or policies that should have not been evaluated in the first place. Many organisations pursuing to implement evaluation have a limited staff capacity who have specific capability to design, lead and manage programme evaluations.

This means that some of the major evaluation studies may need to be outsourced and consultants can be very expensive Consultants can afford an autonomous and impartial methodology to programme evaluation (Sherril et al., 2005). However, the establishment of monitoring and evaluation forums in Africa and especially in South Africa, has seen a decrease in the utilization of consultants. This is because the forums provide a platform for sharing knowledge and lessons learned from some of the evaluation studies that have been implemented by government Departments.

The other concern is inadequate support of M&E processes by programme managers for one reason or the other. For example, fear of being dismissed should the outcome of an evaluation be negative. Programme Managers should be the champions of M&E processes because they are the heads of the programmes. For M&E system to be successful, a champion must be identified (Kusek&Rist, 2004). When the M&E processes are incorporated in the management function, these are likely to be supported and responded to (Rabbie, 2011:111).

Membership of the professional associations such as SAMEA is not increasing although the M&E activities have increased over the years (Abrahams, 2015: 6). This is a concern because the associations are there to provide support, to benchmark with other M&E professionals, to share experiences learned to improve the profession.

The other concern is a lack of incentives for those who have successfully implemented programmes/projects and consequences for who have failed Wongtschowski, Oonk & Mur (2016:9). Currently, in government, there are often no consequences for failing to implement programmes/projects. It is hoped that the new legislation that allows Auditor General South Africa (AGSA) to refer suspected cases of "material irregularities" for investigation by the relevant bodies. It is important that oversight Departments such as DPME, National Treasury and The Public Service Commission should hold annual awards ceremonies where the government departments that have performed well can be awarded with for example, rotating throphies and additional budget for M&E activities.

2.4.6 Evaluation Practices

A variety of methodologies were observed throughout the world when implementing M&E processes. M&E programmes have evolved to be a big business within the public sector, but practices seem less developed with regard to government sector interventions (Hulsebosch, Turpin & Wagenaar, 2009).

Hulsebosch, Turpin & Wagenaar, (2009) described terms such as, performance; results, impact and accountability have assumed a new reputation in monitoring and evaluation over the last five years. The urgency to demonstrate the effectiveness of projects and programmes does not seem to be felt at the same level of government office particularly the monitoring and evaluation interventions.

It is believed that non-government organizations (NGOs) have a good practice and experience on monitoring and evaluation systems as compared to Government organizations. This could be related to the fact that monitoring and evaluation was first implemented by the non-government organisation and then emulated by the public sector. However, monitoring and evaluation practices in the Departments that were part of the study show progress towards acceptable M&E practices. For example, they all have standard indicators, targets, planning documents, reporting guidelines etc. The literature reviewed also indicates that these Departments follow the National Evaluation Plan as required by the Department of Planning, Monitoring and Evaluation (DPME) (Republic of South Africa, 2013).

The M&E best practices should be composed of the process of how to implement a monitoring and evaluation system that is within the framework, and emphasises the importance of developing an indicator protocol (Norman, 2005). Once these have been done, it means the process towards implementing a monitoring and evaluation system for a project has begun. The current electronic systems that have been implemented to make administration easy, for example the financial management system, many of the essentials needed for tracking performance have not been included.

2.5 THE CHALLENGES OF MONITORING AND EVALUATION SYSTEM FOR GOVERNMENT ORGANIZATIONS.

There are many misconceptions and mythologies surrounding monitoring and evaluation it is challenging, expensive, needs high level skills, dedication, requires a lot of resources, conducted once the projects have been completed and it is someone else's responsibility (IFC, 2008). Although IFC is concerned that some of the evaluators face challenges and resistance due to expectations of monitoring and evaluation activities. This could be connected to the context within which M&E is designed and the identification of the stakeholders and what roles are they going to play is vital.

2.5.1 Limited Number of Monitoring and Evaluation Expects

Lack of satisfactory monitoring and evaluation expects or capacity is one area that has been highlighted by several scholars (Hughes d' Aeth, 2010). Monitoring and evaluation necessitate specific skills and expertise such as monitoring and evaluation design skills especially log frame design, indicator setting, and target setting. The expertise is also required on both qualitative and quantitative, design of instruments to be used to gather data such as questionnaires, interview schedules, and guidelines for conducting focus groups. Other necessary skills include data collection skills such as conducting in interviews, conducting focus group discussion, data analysis and report writing skills (Hughes d'Aeth, 2010).

A lack of expertise was also identified by Kelly & Magongo (2004:21). In their examination, they identified that some of the challenges encountered by monitoring and evaluation are related to a lack of expertise and competency particularly writing, data collection, analytical and reporting skills. Furthermore, it was discovered that the majority of HIV/AIDS NGOs and FBOs in Swaziland have invested in monitoring and evaluation but there is a lack of support from the executive and has never been conducted (Kelly et al., 2004). It was also observed that one third of NGOs/CBOs did produce reports on their HIV/AIDS undertakings (Kelly et al., 2004).

2.5.2 Lack of uniform implementation of monitoring and evaluation

Although the Department of Planning Monitoring and Evaluation in South Africa has a mandate to coordinate M&E systems, there seem to be challenges in ensuring that the implementation thereof is done in a uniform and systematic manner. This is supported by a finding in a study conducted in the provincial health department in KwaZulu Natal. The study found that different units have their own M&E staff and there was no buy-in into the overall M&E processes of the department resulting in confusion (Mngomezulu & Reddy, 2013:103). A lack of uniform implementation of M&E systems was also noted during the document review of the three Departments that are part of the study.

This is an indication that the department is not compliant to the Government-wide Monitoring and Evaluation Framework. This could be an indication of inadequate compliance monitoring by both the Department of Administration and the Department of Planning Monitoring and Evaluation.

2.5.3 Duplication of information

Various templates are required by different stakeholders and more often than not, these are required within limited timeframes and require similar information, although they are in different formats (Govender & Reddy, 2014: 65).

The examples of templates that are used in the departments that are part of the study are Quarterly Reporting Templates, Outcome 7 Templates; State of the Nation Address Templates (SoNA), Ministers Budget Speech Progress Reporting Templates etc.; although these templates vary in the format, ultimately the information required is the same. For example, these templates focus on jobs created, skills development, and poverty alleviation. The major challenge is that completing the templates is time-consuming and has a negative impact on the staff capacity. Most importantly, the various stakeholders that require the information often end up with information that differs from one report to the other. For example, the due date for Outcome 7 Reports is 30 days after the end of the quarter.

On the other hand, the due date for the Quarterly Reports is 90 days after the end of the quarter. This means that Quarterly Reports often differ from Outcome 7 Reports because they are validated and quality assured due to time available between the end of the quarter and reporting.

2.5.4 Inadequate Financial Resources

Another challenge relates to inadequate budget allocated for the implementation of monitoring and evaluation processes. This means that the little resources available are channelled to concrete implementation of project activities. Monitoring and Evaluation are looked at as an expenditure that the organisations cannot afford. If M&E is done then it is done superficially, meaning it is a mere recording of a few activities and is conducted irregularly (Hughes Aerth, 2010). Lack of sufficient budget was also identified as impairment in Provincial Growth and Development Plans in Eastern Cape (Mbanga, Nel and Raga, 2014:53)

A lack of budget means that organizations may not be in a position to source external evaluators. They may not be able to sufficiently gather all the necessary data. It may also mean that they may not be able to have enough money for computers and any other technology to serve the monitoring and evaluation function. Even in the case being researched, there is not enough consideration; if there is, it is only to visit the project sites at least once in a year.

2.5.5 Meeting the Requirements of the Funders

Muzinda (2003: 12) explains that organizations encounter a challenge of multiple monitoring and evaluation requirements in the case of the organizations that have more than one supporter or with one that has very strict requirements. This results in an extreme burden on the organizations to adhere to the strict needs of the funders. This also exacerbates the challenge of overextended capacity on the project in terms of manpower.

The inflexible sponsor funding requirements also propagate the practice of emphasis on upward accountability to the sponsors with minimum or no accountability to other stakeholders that are counterproductive because it leads to a lack of ownership of the project hence inadequate sustainability of the project when the sponsors withdraw the funding (Muzinda, 2003: 12).

The above statement is also supported during monitoring progress against the predetermined objectives in South Africa. Government Departments in South Africa report to the Department of Planning Monitoring and Evaluation on quarterly basis (Republic of South Africa, 2018:7). Non-compliance by the government Departments on quarterly reporting deadlines results in audit findings. This means that out of all the requests by other stakeholders such as Parliament, Research institutions, legislatures, etc are not given a priority and the focus will be on meeting the quarterly reporting deadlines.

In South Africa, according to the National Evaluation Plan (2016/17-2018/19:2), guidelines on how evaluations should be conducted in the country are provided. According to the plan, all government Departments must comply and prioritise an evaluation study that was submitted for approval by the Department of Planning Monitoring and Evaluation.
The reasons outlined for the strict criteria are outlined in the National Evaluation Plan as follows:

- The Department of Planning, Monitoring and Evaluation will become a fulltime partner in the evaluations and provide technical quality assurance.
- The Department of Planning, Monitoring and Evaluation will provide partial funding of about one million rand depending of the magnitude of the evaluation. In some cases, the Department will assist in sourcing funding from donors.
- The approval by Cabinet will afford a political emphasis on the issues and ensure that the findings are followed up and afforded political support.

2.5.6 Difficulty in Demonstrating the Long-Term Impact of Projects

It is not easy for the organization to demonstrate attainment of the long-term objectives. It may take a long time to reveal that the project achieved its objectives and even then, it is hard to reveal that the particular project undertaken by the organizations in the area is responsible for the observed impact in the community and not any other activity or concurrent intervention taking place (Muzinda, 2007).

In South Africa, for example, there have been continuous changes in priorities by government. The changes in priorities often result in government Departments changing the projects and programmes that are implemented and focus on the new mandate. The impact of this is that the projects and programmes that were implemented in the previous financial year or Medium-Term Strategic Framework (MTSF) period are forgotten.
This means that some projects disappear from the raider and their status is not known and the impact thereof may also not be known (Muzinda, 2007). The only time that some of these projects will come to the fore is when there are service delivery protests in the communities. The capacity to monitor the projects also contributes to this due to staff having to focus on the new mandates.

The above status is an indication of misuse and wasteful expenditure of public funds. This is because, when certain projects have not been completed, they become prone to vandalism resulting in higher expenses to fix them. For example, a R95 million abandoned housing project in Dube Hostel will cost millions to repair (The New Age, 2016).

2.6 THEORETICAL FRAMEWORK

The literature indicates that is no perfect framework that can be followed or implemented (Frankel & Gage, 2007). Different frameworks are utilised by depending on the environment in a particular organisation. The following commonly utilised frameworks are:

- Conceptual frameworks,
- Logic Frameworks also known as a Theory of Change, and
- Results Based Frameworks

Deciding on the framework that is best to follow is very difficult. There is a variety framework which can be explored or implemented by organizations and funders. Some Departments combine characteristics of frameworks in a customised method (Frankel & Gage, 2007). Other approaches do not include clear direction for programmes around the selection of a framework. Programmes must consider selecting the type of framework that is suitable for their approaches, activities and must respond to requirements of the organisations.

For the purpose of this research, the theory that is going to be utilised is called Theory of Change, also known as the logic frame.

2.6.1 Theory of change/Logic Frame

What is theory of change?

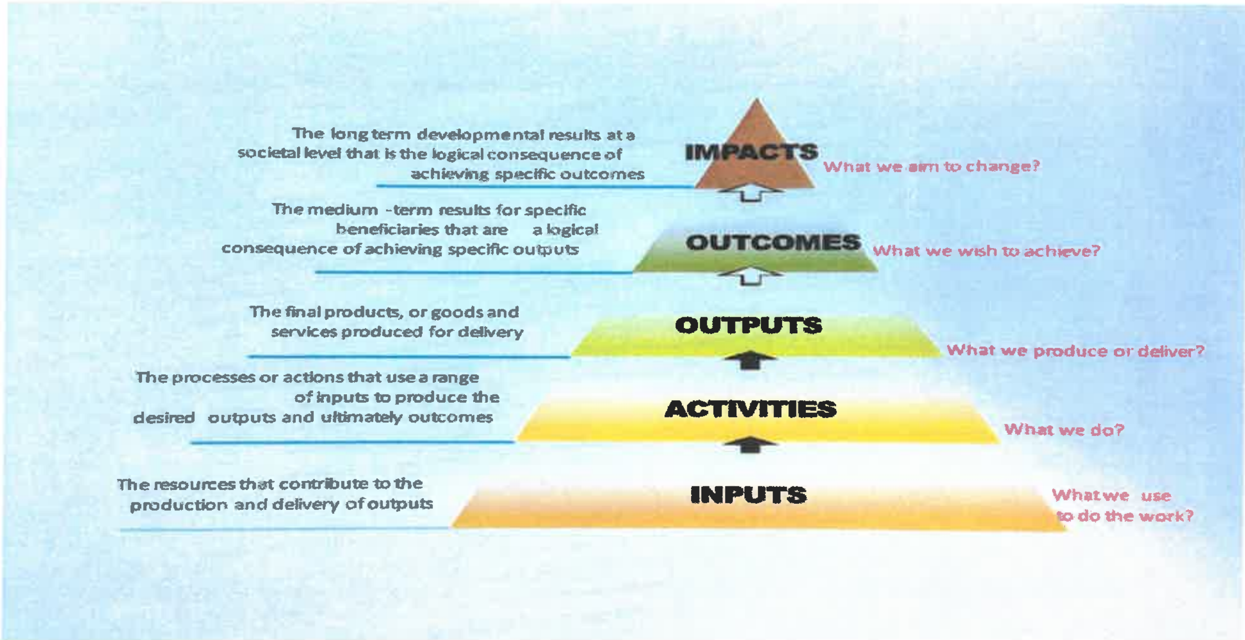
This theory presents a roadmap from identifying the problem and how the problem should be resolved. The theory of change is defined as a cause and effect type of relationship that links resources, activities, outputs, outcomes and, ultimately the desired impact of a particular programme or project (Jost, et al, 2014: 9). It is a way of working, a set of questions, new way of thinking and planning. It is not all about completing the form or is it a complicated diagram that no one can be able to understand after the initiators have left (Green, 2013). According to an organisation called Care International in United Kingdom (2012:3), "*A theory of change clearly articulates the intended activity (the 'if' part), and the expected change it will bring about (the 'then' part or parts). Articulating a theory of change offers a clearer picture of the intended result from an action, and explains how programme activities and results are connected with each other and contribute to achieving results at different levels. In other words, a well-articulated theory of change represents a testable hypothesis regarding how the planned activities will contribute to achieving the desired results for the programme*".

A Theory of Change describes activities in a sequence and how they link to each other and contribute towards attainment of results and the final anticipated impacts (Republic of South Africa, 2015). It is applicable to a various areas of service delivery such as implementation of projects, programmes, policies, strategies in an organization.

A theory of change is often implemented where inputs, processes, results can be identified and properly planned in advance, or modifications mostly to circumvent areas of concerns and to make improvements on interventions that have been implemented (Rodgers, 2014).

A Theory of Change can also be based on assumptions as to why a planned developed policy/planned programme/project will be successful (Auriacombe, 2011: 41). The key features in the theory of change are briefly outlined as follows:

Figure 2.1: Theory of Change check all for format



Source: Republic of South Africa, DPME Guidelines on M&E July 2013

Inputs: These are resources that are required to be able to perform activities such as budget, policies, training manuals, and terms of reference (Republic of South Africa, 2013). In line with the criteria of reference mentioned below, it is important that these are cost-effective.

Activities: These are the processes that when performed well will result in the achievement of outputs (Republic of South Africa, 2013). Examples of activities could be construction of roads, revitalisation of irrigation schemes or sourcing of markets for products.

Outputs: These are immediate results of an intervention. The majority of indicators in government Departments focus on output indicators such as number of jobs created, number of bridges constructed number of scholars who completed grade 12 and so on. Most importantly, National Treasury is output-driven and the Annual Report of all government Departments is based on outputs (Republic of South Africa, 2015).

Outcomes: These are consequences of achieving specific objectives. They can be measured through changes in behaviour, improvement in skills or changes in perceptions. In many instances, data on outcomes cannot be collected through routine monitoring, but through surveys or citizen score cards. Outcomes are critical to measure performance (Heinrich, 2002).

Impact: This is an overall change expected to be observed after an intervention (Republic of South Africa, 2013). An impact can be measured in a period for not less than five years. Poverty reduction is an example of indicators that are measured after a long period of time. Theory of change identifies the following criteria that must be met for programmes and projects to be successful:

- Relevance: This is the extent to which programmes and projects are relevant to the priorities of government. It is fruitless and may lead to M&E reports not being utilised if they are not talking to priorities of government (Republic of South Africa, 2013).

- Effectiveness: This is the test as to whether projects or programmes achieve their intended results. This can be obtained from M&E reports, which are a reflection on how the Departments have fared in the implementation of their programmes (Republic of South Africa, 2013).

- Efficiency: This emphasises that outputs of a project must be economic, meaning during planning, the costing of all activities that lead to outputs and, ultimately, outcomes must be costed to determine if the resources invested are economical (Republic of South Africa, 2013). It is fruitless, for example, to implement a bulk water supply project in a deep rural area where there are 10 households which are kilometres from each other. Also, the time factor is critical for the efficiency element because in the example of bulk water supply it is not worth to implement such hence it is costly and takes a lot of time. In such cases, one may opt for a borehole supply.

- Impact: These are the benefits of having implemented a particular project (Republic of South Africa, 2013). Benefits can vary from positive or negative, planned and unplanned. This means that during M&E, it is critical to determine impact. In South Africa, however, there is a limited number of studies that have been done on the impact of programmes and projects. This is because these studies are done a minimum five years after project or programme implementation. In most government Departments, M&E has not reached that level of maturity.

- Sustainability: This is the area where there is limited information on programmes and projects in South Africa. Government Departments are currently focusing on monitoring compliance, outputs and outcomes, but not yet at the level of measuring sustainability.

  It was only in 2009, with the introduction of the outcomes approach, that government Departments started to monitor outcomes (Republic of South Africa, 2013). The M&E system in the country is not at the maturity level where it could determine sustainability and currently measures impact to a limited extent.

Logic models are also defined as important tools for:

- **Programme Planning and Development:** The logic model arrangement requires M&E officials to think through the programme strategy to help to explain the status of the programme and where the programme should be (Republic of South Africa, 2013). This assist during monitoring and evaluation to determine whether projects/programmes have been implemented according to the plan.

- **Programme Management:** Because it provides a link between resources, activities, and outcomes. A logic model can be the basis for developing a more comprehensive management strategy. The use of data gathering and an evaluation plan, the logic model contributes in tracking and monitoring operations to manage results. It can serve as the foundation for generating budgets and work plans (Gage & Dunn, 2010:7).

- **Communication.** A logic model that is well established is a significant communication tool. It can demonstration to stakeholders at a glance what a programme is about and hoe has it fared towards achievement of results (Gage & Dunn, 2010:7).

There is no model that does not have flaws; however, the chosen type will depend on the needs of the organization, whereas the result framework modelling shows the fundamental relationship between programme objectives and expected results. It also outlines how the phases as stated in the logic framework relate to it and enables the accomplishment of the objectives (Independent Evaluation Group, 2012).

The third model is a logic model and it gives a chance to see the causal interaction between input, activities, output, outcome and impact and it is also a basis for monitoring and evaluation work (Corlazzol & White, 2013)..

Advantages of the theory of change

- The advantages of the theory of change are that it provides direction on programmes that have a weak programme theory.
- It outlines the expected outcomes of a particular programme and guides implementers towards the expected results.

- The theory of change assists programme managers, M&E officials to be able to have an insight into what the programme is addressing. This provides an opportunity to ensuring that indicators to measure performance are developed, monitored and reported on.
- The theory of change assists in determining if there is value for money and accountability on intervention made by government Departments (Corlazzol & White, 2013:09).
- It stimulates, supports innovation and improvement of programmes (Vogel, 2012: 17).
- The theory of change also encourages collaboration with all the stakeholders involved in the project because, the different levels of responsibilities and these are dependent on each other in order to achieve the end result (Vogel, 2012: 8).

- The theory of change stimulates rigorous observations of the system. This includes how power is distributed, how decisions are made, what are the likely risks for or against any given change, how are they are likely to happen in the system, (Green, 2013). All these enable all the stakeholders to be able to make adjustments prior to the implementation or introduction of an intervention.
- Managers are assured that their programmes are yielding as per planned processes for the anticipated outcomes. The theory of change makes it easier to track, assess and evaluate programmes. This is because the steps from the beginning to the outcomes are clearly outlined and the resources required are clearly defined within the theory (Allen, 2016).

Disadvantages of the theory of change

The environment that human beings live in is evolving. This means that the plans that government Departments have often change due to changes in the needs of communities. The theory of change is static and does not adapt to the changing environment. Another disadvantage is that, it oversimplifies concepts and fails to acknowledge complicated or complex aspects of the programmes (Rogers, Petrosino, Huebner and Hacsi, 2000).

Theory of change is also subjective in nature (Vogel, 2012:29). This means that it is often based on the influence and opinions of the funders, programme managers, politicians etc. In the Departments of Rural Development for example, theories of change were developed during the implementation of an evaluation study rather than during conceptualisation of a programme (Impact Economix, 2013). In this case, an element of subjectivity might have influenced the outcome of the study due to working backwards in developing a Theory of Change. Vogel (2012:23) also found that a theory of change is superficial, robotic and do not investigate issues at hand thoroughly. Rogers (2014:6) found that a Theory of Change has ethical limitations on areas where public disclosure of information could compromise future missions. This means that it will not work on areas that deal with confidentiality or sensitive information.

Theory of change is one dimensional and present a narrow approach although change can be influenced by many other factors (Corlazolli & White, 2013). For example, in Departments of Social Development, Basic Education and Rural Development and Land Reform, the types of programmes implemented are long term. This means that the outcomes and impacts can take a long time to be realised and when the impact evaluations are conducted, the environment would have changed so much that it becomes difficult to link the intervention of a programme to the changes.

Although the Theory of change is widely recommended in the M&E profession, the above mentioned challenges should be taken into consideration when M&E practitioners are following such an approach. A checklist of challenges and strategies to mitigate them is recommended.

2.6.2 Knowledge Utilization Theoretical Framework

Knowledge utilization, if understood well, can inform policies, develop theories and various models of evaluation utilization (Blake and Ottoson, 2009). Information can be used in the following ways:

Instrumental Use

This entails the direct implementation of findings. In South Africa, an example of instrumental use of information is the Auditor General's Report. The Auditor General's reports are presented in Parliament and Ministers and Director Generals of government Departments are called to appear in various portfolio committees to account (Republic of South Africa, 2014).

Conceptual Use

This entails use of findings that are not directly linked to the problem being investigated. In South Africa, in a study on Child Support Grant, one of the issues was that, the grant was that, shop owners were deducting money for loans mothers of children owed (Republic of South Africa, 2014). The Department of Social Development introduced a card system meaning that beneficiaries were allocated cards utilised to withdraw money anywhere.

2.6.3 Evaluating Within Validity Framework

According to evaluating within validity framework, evaluation must be true, coherent and fair. Evaluations that do not meet the above-mentioned criteria are invalid (House, 2014). Currently, government Departments are faced with the challenge of unreliable and invalid performance information. This is evidenced by the number of Departments that get audit qualifications.

This is where the theory becomes relevant in the context of monitoring and evaluation. According to this theory, there are three dimensions that must be take into account, namely, truth, justice and beauty for evaluation.
These can be analysed as followed in the South African context:

- The truth: in South Africa is that often a challenge to be objective for some of the evaluators due to the political influence. The funders often determine the direction the outcome of the evaluation. This influence goes against the purpose of conducting evaluations. It is important that evaluators remain objective and do not give into the persuasion by the funders to ensure the credibility of evaluations.

- Justice: some of the programmes and projects implemented by government Departments are often driven at a political level. This means justice will not necessarily be achieved due to the political influence.

- Beauty for evaluation validity: in the context of South Africa, there are a number of challenges that evaluators are faced with such as unclear data source and poor data quality. The challenges listed above dilute the beauty of evaluation impacting on the utilizations of results. This is supported by the findings that inadequate data quality control mechanisms affected the implementation of an Early Childhood Development (ECD) programme in the Gauteng Department of Health (Mtshali, 2015:82).

2.6.4 Strategic Framework Theory

Strategic Frameworks are sometimes called a results framework. It explains the direct relationships between the result outputs or the intermediate results of activities and the overall objectives of a particular intervention, project or programme.

The Strategic Framework forms the foundation for monitoring and evaluation processes at the objective level. The effectiveness of these activities can be measured at each step of the value chain as the project or programme progresses (Frankel & Gage, 2007:29).

Advantages of the Strategic Framework Theory

The following advantages have been identified (Robinson, 2005):

- Outlines responsibility the Board of Directors in any institution: the board of directors becomes are aware of what their mandate is and what objectives are set to be achieved by an organisation.
- Forces and objective assessment: use a scientific approach in decision-making based on assessments conducted.
- Provides a framework for decision making: it sets a clear boundary in which decision can be taken.
- Supports understanding and buy-in: it allows staff together with the board to understand decision-making through a participatory approach. This provides an opportunity for all involved to understand what decisions were made, why they were made and what are the advantages and disadvantages of such decisions.
- Enables an organisation to measure progress: performance measures are developed so that an organisation can be able to track progress and also monitor itself towards achievement of the objectives that were set.
- Provides an organisational perspective: this involves assessing the entire organisation in order to determine the areas of weaknesses and strengths.

Disadvantages of the Strategic Framework Theory

The following advantages have been identified (Robinson, 2005):

- The future does not unfold as anticipated: the theory requires that that management should be able to predict and develop plans based on the prediction so what the future could look like. This often does not happen as anticipated.
- The theory can be very expensive: the lack of skills internally to be able to develop strategic plans often results in hiring of consultants who are expensive.
- Long term benefit vs immediate results: the strategic plans are designed to be able to achieve long-term benefits; this means that the plans will not be able to address immediate challenges.
- It impedes flexibility: the process will result in the organisation not approving some of the opportunities that may be available. The disapproval may result in frustration and demotivation of staff. The entire process is also very formal and lacks creativity. This could be due to the frameworks that are provided for example by the National Treasury and non-compliance with those frameworks results in audit findings.

2.6.5 Campbellian Validity Typology Theory

The theory concentrates on evaluation concerns that could develop when evaluators assess the relationship between an intervention and potential outcomes of the intervention (Chen, 2009). Campbellian Validity Typology Theory has gained substantial interest in the field of evaluations. This is because evaluation studies are based credible evidence that can be attributed to the outcomes of an intervention.

This is also because it affords a framework to plan about possible evaluation approaches and identifies potential risks relating to the evaluation study to be conducted. It also identifies some of the strength and weaknesses that evaluators may use to address validity issues.

Chen (2009) describes three areas of the Campbellian Validity Typology Theory namely:

- The nature of validity
- The types of validity in the context of approximating treatment effects
- The ideologies and processes for prioritising evaluations across validity types.

The above three areas are described next:

The Nature of validity

This entails that the study must measure what it was expected to measure Chen (2009). Nature of validity argues that definitions of validity may take various approaches and these are: validity as the accuracy in an inference, for example, if a study has reached certain conclusions. However, it does not mean that these are suitable to the entire population and validity as a proper research approach. If randomised experiment is observed as having internal validity, then it means any other scientific study has internal validity.

Types of Validity

The theory has evolved since the 1960s. Campbell identified three types of validity with the first version outlined in 1963 Chen (2009). Campbell proposes a distinction between internal validity and external validity. The questions are asked are whether experimental treatments make a difference and in external validity, one raises the question of generalizability. This is in relation to issues of treatment variables, populations and measurement variables and whether these can be generalised.

Principles of prioritization

This is additional to the two validity methods identified above. The theory indicates that the evaluator and sponsor must weigh between internal and external validity as to which one is more important that the other. This means that on increase in internal validity may result in a decrease in external validity (Chen, 2009). According to the Campbellian Validity Typology Theory, internal validity is a priority although he later acknowledges that both are important.

However, if one needs to increase external validity, the integrated validity model and a bottom up approach is recommended (Chen, 2009).

2.7 HISTORICAL FRAMEWORK

The historical expansion of evaluation is not easy to explain or describe due to its informal utilization by humans for thousands of years; the main problem is M&E is different for different people. Kusek and Rist (2004:7) explained that in Egypt, monitoring was conducted frequently. This process started 5 000 years ago where the people were monitoring the growth and harvest of their crops and increase or decrease in the livestock. This is evidence to indicate that monitoring and evaluation has been implemented in Africa for many decades.

The governments of today are involved in the conventional ways of implementing M&E. They have pursued to track expenditure against the budget, income generated, resources, programme and project activities, production levels, and so forth (Kusek & Rist, 2004:4).

Kusek and Rist (2004:1) explained over the last few years, there has been a movement away from traditional implementation-based methodologies towards new results-based approaches. This is due to the idea that results are needed to ensure that indeed there is an observable change in the lives of the beneficiaries. For example, if there was training conducted on HIV/AIDS, the certificates of people trained are not enough. The people who have been trained must be able to demonstrate that they are able to implement what they have been trained on.

2.8 CONCEPTUAL FRAMEWORK

A conceptual framework is a graphical illustration of the factors thought to provide guidance on the challenge of interest and how these aspects relate to each other, (Frankel and Gage: 2007). Conceptual frameworks are illustrations that explain and demonstrate associations of appropriate organisations, isolated and other factors that could influence an intervention and the successful accomplishment of outcomes and objectives (Frankel and Gage, 2007: 81). They assist to determine which factors are related to each other like culture, economy, politics, beliefs and so many others could relate to and influence on the outcome.

They are not utilised as the basis for monitoring and evaluation; however, they can help to enlighten on the programme outcomes (Frankel and Gage 2007:89). The theories outlined the viewpoints of monitoring and evaluation and elaborated on the extent to which the recommendations are utilised to make decisions by managers in government Departments. Having assessed these, the relevant framework to be utilised in assessing the utilisation of monitoring and evaluation recommendations in government Departments is a participatory monitoring and evaluation. This framework will assess whether participants in monitoring and evaluation active participants as this could determine whether they will be more likely to utilize monitoring and evaluation recommendations. Participatory monitoring and evaluation is a methodical approach and sporadic analysis of data that has been recorded by the beneficiaries of the intervention with the help of external persons.

Participatory Monitoring and Evaluation can be utilised to achieve the following:

- <u>Organisational strengthening and learning:</u> the theory argues that the participants learn about their strengths and weaknesses. Participants such as community members get to learn the processes and systems within government Departments. Based on this experience the Departments are able to plan better programmes. For example, in a study on water and soil conservation in Kenya, the study revealed that strategies implemented by the local farmers in assessing impact of projects were working.

- <u>Public Accountability and Policy:</u> citizens through this approach are able to hold government Departments accountable because they have been part of the process and understand expectations (Parachini & Mott, 1997). Currently in South Africa, government Departments are not held accountable by the citizens. This is due to a lack of understanding of the functions of the Department. If for example a community member in the rural area does not have a child support grant, they do not know which government Department is supposed to assist them. If they have challenges, they do not know where to lodge a complaint or forward their queries.

2.9 OVERVIEW OF MONITORING AND EVALUATION IN DEVELOPING COUNTRIES OUTSIDE AFRICA

This section provides an overview of monitoring and evaluations in the selected countries that are on the same level of development as South Africa. These include countries in Africa, Asia and Latin America. The literature reviewed was an attempt to benchmark and provide information on the status of monitoring and evaluation in those countries.

2.9.1 Monitoring and Evaluation in India

The government of India established the Performance Monitoring and Evaluation System (PMES) in 2009 (Republic of India, 2015). The establishment of a monitoring and evaluation system in India was to a large extent as a consequence of deterioration in the economy, irregular expenditure and pressure from civil society, international donors, and government.

India is a democratic state with a vibrant media, which constantly demands accountability by scrutinising bureaucracies, parliament and civil society, ((Mehrotra 2013:17). The strongest drivers of monitoring and evaluation in India are the Ministry of Finance and The Planning Commission.

The Ministry of Finance mostly provide funding to the schemes and, on the other hand, the Planning Commission provides plans for the government of India to ensure that the government is able to achieve its mandate. The purpose of the PMES was to articulate the logic framework (inputs, activities, outputs and where possible outcome and impact) on the projects that are managed by the different ministries and Departments.

It is also meant to provide guidelines on how evaluations should be conducted and serves as an accountability mechanism. In the year 2011, a pilot of the system was conducted in 59 government Departments were selected for the pilot. The results of the pilot were utilised to improve the system.

The following are the critical components of the PMES:

- It determines priorities among the key objectives, success indicators and targets.
- It outlines the performance indicators to be measured.
- It describes the strategies put in place in order to attain the planned objectives.
- It also provides criteria on performance for all those that are trusted with the responsibility of services delivery.
- It ensures that all the ministries have a Results Framework Document (RDF) for tasks allocated to it and must ensure that all those are achieved.

Monitoring in India is in a form of social audits. The example of a programme where social audits have been implemented effectively is the Mahatma Gandhi National Rural Employment Guarantee (MGNREGA). The scope of work entails audit of both non-financial and financial performance information in order to administrative and management principles. Evaluations in India are formalised and conducted by professionals. The terms of references are written by the professors in the field of evaluations and are vetted by the stakeholders, (Mehrotra, 2013:21). This is done to uphold the level of professionalism and credibility of the evaluations.

The following are examples of evaluations that have been conducted in India:

- Community Citizen Score Cards which has been utilised to monitor government services;
- Public Expenditure Tracking Survey which has been utilised to track the government expenditure and whether the funds have received the intended beneficiaries, and
- Impact Evaluations that have been conducted to determine the achievement of outcomes and improvement in communities after the interventions.

During the reporting cycle of the year, progress reports are produced and submitted to the relevant coordinating government. Also, on an annual basis an evaluation of performance is conducted all the government Departments to determine performance in all the indicators that the Department is responsible for. One of the features of the PMES is the incentives that are provided to the government Departments that performed well.

Although this initiative is encouraging, however, there is no system in place to ensure accountability or reprimanding of the Departments that did not perform well. The challenges that were experienced during the implementation of PMES are as follows (Mehrotra, 2013:21):

- Lack of accountability for not delivering results. Although the incentives are there for the achievers, there is no penalty for not achieving the targets.
- The RDF framework which is an agreement between the minister and the secretary is implemented by civil service. The risk is that it is likely to lack the rigor of a "hands off" contract between the two offices.
- Personal accountability is compromised due to the average period of a senior civil service which runs for only 18 months.
- Currently, the implementation of activities and Monitoring and Evaluation Systems is not harmonised.

In conclusion, the literature reviewed in India indicates outlined a mature monitoring and evaluation system that is working well and produces information that it is supposed to be producing. However, there is a lack of accountability and coordination due to policies that require senior management to be employed for a period of 18 months. It is hoped that this policy will be removed and allow managers to be employed for at least a period of five years. The five years is aligned to the period it takes for one to be able to determine an impact in the context of monitoring and evaluation.

2.9.2 Monitoring and Evaluation in Brazil (South-South Development Cooperation)

The literature that reviewed Monitoring and Evaluation in Brazil is focused on South-South Development Cooperation (SSDC). The Brazilian SSDC is located and reported through the Ministry of Foreign Affairs.

The Brazilian SSDC is a mechanism of foreign policy put in place to reinforce political and economic relations with other developing countries (UNDP, 2016). The monitoring and evaluation by the SSDC has been gaining momentum since the past 15 years.

There has been a growing demand of the civil society, taxpayers, and citizens etc to ensure that there is accountability on the resources that have been allocated. Projects in Brazil are implemented through the South-South Technical Cooperation Management Manual (UNDP, 2016).

According to the manual, application of correct procedures, technical cooperation and co-management of projects are as a result of direct and vigorous participation of the collaborating organisations and partnership countries throughout the M&E value chain. The monitoring system focuses rates on two levels namely; operational and technical level. The following are the steps that are outlined as monitoring procedures:

- Monitoring of the Vision
- Preparation and analysis of progress reports
- Participating in the Monitoring Committee meetings composed of all partners
- Conducting programme/project reviews

Table 2.2: ABC's Proposed Monitoring Instrument.

Type	Definition
Report	Progress Report: A document where the progressive advances of the project in meeting its quantitative and qualitative targets should be reported. The Progress Report allows tracking and monitoring the impacts (changes brought about on behalf of direct and indirect beneficiaries), with emphasis on the latter.
	Various Management Reports: These are financial, budgetary and implementation reports used to show the progress of an initiative and serve to support planning and decision-making by the cooperation partners. The Management Reports are produced by an automated system of project management.
Mission	Sending technicians from Brazilian institutions in charge of technical coordination and implementation of the cooperation initiative for spot verification of the activities in the partner country as well as for conducting joint analysis of the degree of achievement of expected results
Monitoring Committee (CAP)	To review and discuss the progress of the project or the Preparatory Action as well as the occurrence of specific problems that require shared decisions between the parties. It is up to members of the CAP, during its mandatory periodic meetings, to analyze and occasionally approve (i) the Progress Report from the previous period (if applicable), (ii) the Work Plan for the next period and (iii) any revisions of the Project Document or Preparatory Action. CAP composition is defined on a project basis, but usually representatives from all partners' executing and coordinating institutions take part in it.

Source: ABC, 2013

Evaluation studies on the other hand are implemented following the guidelines as outlined in the South-South Technical Cooperation Management Manual. The evaluations are mostly conducted in accordance with the following:

- Evaluation of activities and outcomes as mentioned in the approved project documents.
- Consideration on the feasibility of the SSDC principles involved in the evaluation framework of 2013.

The following are some of the dimensions that are tracked, represented in table 2.3 below.

Table 2.3: Evaluation Dimensions of Cotton 4 Project

Approach	Dimensions
Processes and Results	Performance, efficacy, efficiency and sustainability.
Capacity Development	The effect of the project in capacity development: (i) individual – knowledge and abilities acquired and used in the project (ii) organizational – related to the strengthening of institutional processes and its capacities in providing goods and services; (iii) inter-institutional, related to the strengthening and structuring of sectors or policies.
Transfer of Technology	The success of the technology transfer is evidenced by the ability of the beneficiary to adapt it to its context and to maintain it after the end of the project.
SSDC principles	(1) Horizontality, related to the shared management; (2) ownership, which refers to the capacity of the exchange in generating endogenous sustainable solutions; and (3) mutual benefits to two or more partners, contributing to greater autonomy of countries' development.

Source: ABC, 2013

The following are some of the challenges experienced in monitoring and evaluation in Brazil (UNDP, 2016):

- Monitoring and evaluation has not proved to be useful in decision making in Brazil due to inadequate allocation of resources and inadequate support from the top management.
- Lack of institutional memory resulting in lessons learned lacking institutionalization.
- There is no criterion utilised to measure the impact of capacity building and technical cooperation.
- Lack of a clear theoretical framework with regards to monitoring and evaluation processes.
- Low, poor quality and incompleteness of data resulting in management being sceptical about the performance.
- Lack of capacity to implement and sustain the M&E systems.

In conclusion, the review regarding the monitoring and evaluation system in Brazil supports the perceptions that M&E finding, recommendations and information are not utilized to make informed decisions. A few reasons for this have been outlined. Although the M&E system in Brazil is experiencing challenges, there are initiatives that have been put in place in an attempt to overcome the challenges. The initiatives such as intensive capacity building increased resource allocation, development and approval of M&E policies etc are currently being implemented.

2.9.3 Monitoring and Evaluation System in Mexico

Programme evaluations were undertaken in Mexico from as early as the 1970s; however, they were not as strong and comprehensive as today. A comprehensive monitoring and evaluation system in Mexico became a conventional system in the 90s. The system is based on two streams firstly, monitoring progress of the implementation of projects, programmes and policies. Secondly it is composed of the evaluation system and plans. One of the strengths of the M&E System in Mexico was the establishment of the National Council of Social Policy (CONEVAL) in 2005.

The unique characteristics of CONEVAL are independence, technical capacity and the mandate which allows the council to approve the establishment of the social sector M&E System, and also advocate for a performance management in government at large (Independent Evaluation Group, 2009:1). The establishment of CONEVA saw an increase in the implementation of a results-based approach in Mexico.

As a result, Mexico established a comprehensive M&E system that can be utilised in all levels and spheres of government. The M&E System is coordinated by the Secretariat of Finance and Public Credit (SHCP) and is strongly linked to the implementation of performance budgeting.

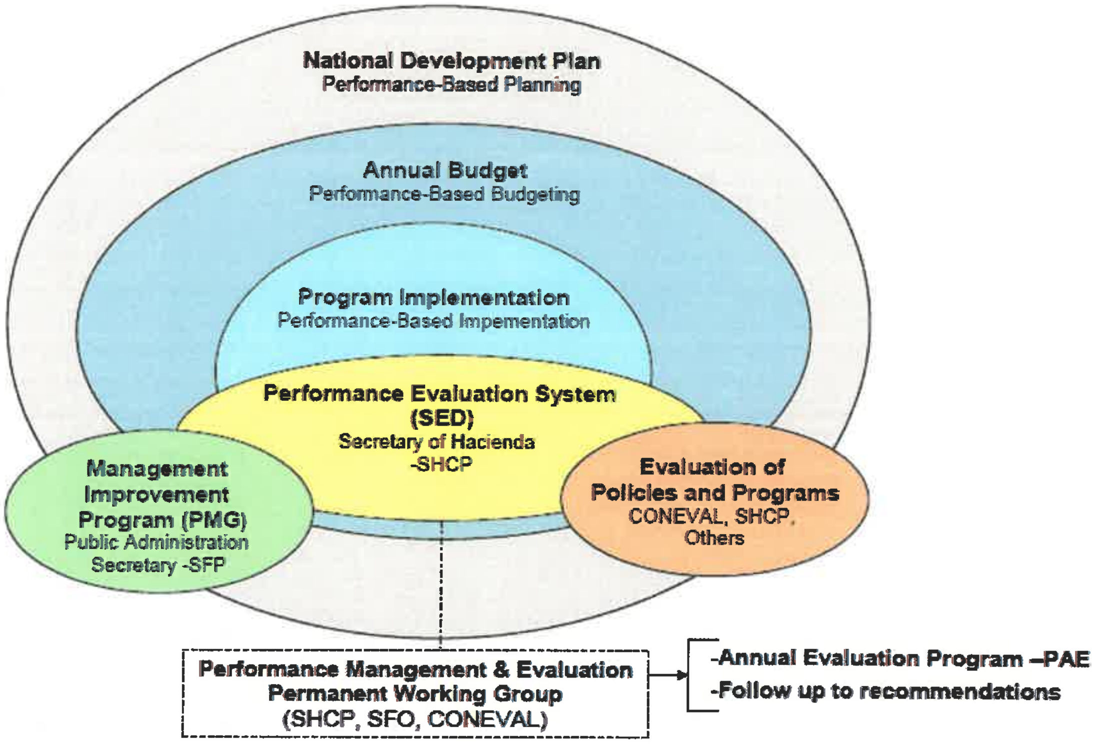
In 1996, a programme aimed at modernising public administration was established. The programme was composed of programme indicators that were utilised to track performance and internal evaluation studies. The M&E system developed in Mexico is an Outcomes Based system/Results Based system. Mexico further improved their M&E system in the year 2000, where international standards and practices in social policy were introduced through the social development laws were adopted.

The main objective of the M&E system in Mexico is to produce information to enable management to make decisions timeously, to ensure the policies are improved and accountability is enforced (Licona, 2007). Figure 2 below displays the Government Based Performance Management System. At the top is the National Development Plan which is the guiding document on the direction that the government of Mexico is going. This means that all the government Departments and public entities need to follow and implement the objectives, as outlined in the plan.

The second level represents the annual budget which is the core to ensure that the goals, strategic indicators and activities that are in the National Development Plan are funded so that results can be achieved. On the third level is the programme implementation. This is composed of all sets of indicators that will track performance towards the achievement of results. The fourth level represents the performance evaluation system. The system assesses the results whether positive or negative and determines if they can be directly or indirectly linked to the interventions.

At the centre of the performance evaluation system is the management programme improvement and evaluation of programmes and policies. To ensure that the M&E system was able to perform to the fullest, a performance management and evaluation working group was established. Some of the expectations and achievements of the working group were to compile annual evaluation programmes and to monitor the implementation of results.

Figure 2.2: Mexico's Government Based Performance Management System



Source: Independent Evaluation Group, 2009

The following are some of the challenges that are experienced by the M&E system in Mexico (Licona, 2007):

- The programmes were not fully prepared for the implementation of the system. For example, the data produced was not of quality, there were inconsistencies in the implementation of programmes and most of the programmes were not linked to the strategic objectives.
- The system produced information; however, there was evidence that the information was not utilised as it was the basis for developing an M&E system.
- There was a lack of emphasis on results also contradicting the initial basis for the establishment of an M&E system.
- The M&E system was not linked to the budget decisions giving an indication that the information produced by the M&E system was not utilised during budget reviews.

In conclusion, the literature review conducted on the M&E system in Mexico indicates that the recommendations and results of the M&E system are not utilised for decision-making. The decisions for budget allocations, programme review, policy review and future planning is not based on informed decisions. However, there are efforts in place to improve the system.

2.9.4 Summary of monitoring and evaluation practices in countries outside Africa.

Implementation of monitoring and evaluation activities in the countries whose literature was reviewed did not show any significant differences. The following are some of the observations:

- The majority of the countries follow the outcomes approach that is composed of inputs, activities, outputs, outcomes and impact.
- Most important to note is the use of indicators to measure performance against the set targets and objectives.
- In all the countries that were part of the study the reports produced as basis for decision making although the content of the reports vary from one country to another.

The literature reviewed from the above-mentioned countries also indicates common challenges that are encountered when implementing monitoring and evaluation activities. The common challenges are as follows:

- Lack of support from politicians and heads of Departments.
- Lack of utilisation of monitoring and evaluation reports.
- Lack of budget to conduct evaluation studies.
- Lack of baseline information to conduct evaluations.
- Lack of uniform set of indicators that are tracked by various counties, provinces, states etc.
- Poor quality of data produced by local and district offices.

The literature reviewed from these countries has laid a foundation and serves as lessons learned so that future monitoring and evaluation practitioners are able to use it for improvement. It has also laid the foundation for comparison with African countries.

2.10 OVERVIEW OF MONITORING AND EVALUATION IN A FEW AFRICAN COUNTRIES

The dawn of democracy in many African countries has pushed government to be accountable to its citizens. Many government Departments are currently grappling with the ideas on how they can ensure effective and efficient service delivery while upholding accountability and good governance.

One of the ways to uphold good governance is to ensure monitoring and evaluation of the government interventions. However, the burden of many governments in Africa is the utilization of the monitoring and evaluation reports. The implementation of M&E and utilization of the reports and so forth could have unintended consequences such as political survival of a ruling political party, upholding careers of the heads of Departments in government, and pure cover-up by corrupt government officials.

There are two broad foundations for a national monitoring and evaluation system, namely (Lahey, 2013):

- The political will for change within a country, and
- Technical factors that will influence the pace of M&E infrastructure development.

In addition, the following four building blocks have also been identified (Lahey, 2013):

- Vision of the leadership within the country. If the leadership does not have a vision with regards to which direction the country is going, it becomes difficult for M&E to provide the necessary information that can be utilised to influence policy. Also, it becomes a challenge for that information to be utilised by the politicians or leadership.
- An enabling environment for an M&E system to develop and function. It is important that there should be support from the highest office in government or from the head of the Department "champion". According to Kusek and Rist (2009:44), "*Champions in government are critical to the sustainability and success of a results-based M&E system. A highly placed government champion can be a strong advocate for more well-informed decision making, and can help diffuse and isolate attacks from counter reformers who will have vested interests in averting the construction of such a system*".

- The capacity to supply and analyse M&E information, the technical capacity to measure and analyse performance and provide credible and timely information, and
- The capacity within the government to demand and use M&E information. Information is produced so that it can be utilised, the following are the key users of M&E information; ministries, institutions, media, citizens, government, and other stakeholders.

The following are examples of countries that have monitoring and evaluation in government Departments:

2.10.1 Overview of Monitoring and Evaluation in Kenya

The Ministry of Planning in Kenya is responsible for the development and implementation of a comprehensive monitoring and evaluation system for the constitution of the country. The Kenyan Constitution requires adherence to principles of good governance, and transparency in the conduct and management of public projects and programmes (The Republic of Kenya, 2016).

The Country Integrated Monitoring and Evaluation System (CIMES) was developed in order to improve coordination of development planning, policy formulation, delivery of development and public services by improving performance management systems in the provincial level and national level. Its main focus is planning around results and takes a participatory approach where citizens (stakeholders) are involved in project and programme planning. The system is composed of two levels namely, National and County level. The two levels are very distinct but interrelated. Coordination of M&E is a responsibility of the Department of Monitoring and Evaluation. It is responsible for the leadership and coordination of National Integrated Monitoring and Evaluation System (NIMES). NIMES is an instrument that is used for tracking progress on projects and programmes that are implemented in the country (The Republic of Kenya, 2016:21).

The system produces the following reports:

- Medium-Term Plan Vision of 2030
- Annual Progress Reports
- Annual Public Expenditure Review

The NIMES is made up of commonly agreed and signed off indicators and targets that are utilised to measure performance (The Republic of Kenya, 2016). These are reported at county level, consolidated and sent to the national office for further analysis and comprehensive reporting. Although the system looks perfect, there have been a few challenges such as:

- The system has not been utilised in full during budget preparation session due to delays in the production of the Annual Progress Report.
- The M&E Framework and M&E Policy are currently at a draft level.
- M&E Units have not yet been established in some counties.
- There is also a shortage of skill and capacity to implement the system.
- M&E systems are not yet well integrated resulting in inconsistences in the implementation and interpretation.

In conclusion, literature reviewed indicates that M&E in Kenya seem to be with well institutionalised. This is evidenced by approved policies, frameworks, guidelines etc. Important to note is a standard set of indicators that is utilised to track performance against the planning documents. This is a major achievement considering that in other countries there are no standard indicators. The implementation of NIMES was a great achievement in ensuring that there is a tool utilised for reporting and the tool has been able to produce a number of reports. However, a number of challenges have been identified and it is hoped that with the current efforts and support from associations such as AfrEA, are going to assist in eliminating some of these challenges.

2.10.2 Overview of Monitoring and Evaluation in Uganda

"The Government of Uganda (GoU) is committed to achieving results through the efficient and effective delivery of key public services, maintaining law and order and in facilitating the transformation of the economy to enable the private sector to flourish, to expand enterprise and ultimately ensure the prosperity of Ugandans" (Republic of Uganda, 2011). Monitoring and Evaluation in Uganda came into existence in the past two decades (Ojok, 2016:26). The purpose of establishing the monitoring and evaluation in Uganda was to facilitate a robust basis for assessing budget expenditure and the impact it has on service delivery.

Monitoring and Evaluation in Uganda is structured in two levels of government composed of 22 central ministries 124 agencies and 115 districts (local government) and one city (Kampala) (Goldman et al., 2017:4). Monitoring and Evaluation in Uganda was enshrined in the National Development Plan and institutionalised in government reporting systems. The mandate to over-see the monitoring and evaluation function was given to the Office of the Prime Minister (Republic of Uganda, 2011:1).

A National Integrated Monitoring and Evaluation Strategy (NIMES) was developed with the purpose of boosting capacity and to ensure that monitoring and evaluation is institutionalised in all levels of government (National Monitoring and Evaluation Strategy, 2006). The NIMES was later supported by the development of the National Monitoring and Evaluation Policy which was developed in 2012 but approved in 2013. The main objective of the policy was to enforce use of centralised information to measure performance of government and to strengthen coordination of M&E activities. The policy enabled development partners, civil society, government, corporations to access reliable and valid information that can enable decision making, inform policy and hold the public sector accountable (National M&E Policy, 2013).

Through the implementation of the NIEMS, there have been a number of activities conducted related to monitoring and evaluation, such as;

- National Performance Assessment of Local Government
- Joint Annual Review of Decentralization (JARD)
- Monitoring and inspection of local Government Inspection Programmes
- Production of Quarterly Monitoring Reports
- Reports on the Annual Public Expenditure

Although M&E in Uganda seems to have gained a momentum since the last decade, there are challenges that need to be resolved, such as (Ojambo, 2012):

- Weak culture of seeking information to make informed decisions
- Inadequate incentives for the M&E practitioners that are working in the public sector
- Lack of demand and utilization of M&E results

The following are some of the findings based on the reports produce by M&E in Uganda;

- Determining causality and attribution between the stages of development were not part of the M&E in the public sector (Ojambo, 2012).
- Quality of service delivery was less than desirable due to the approach utilised by government which is compliance driven and not results based (Hauge, 2003).
- The Ministry in Uganda utilises the information produced by M&E to a limited extent although the reports produced have the capability to contribute towards improving performance (Ojok, 2016:55).

In conclusion, monitoring and evaluation reports are utilised in Uganda. However, the reports seem to be based on tracking the budget allocated to various Departments and expenditure thereof. The literature reviewed is not explicit on determining the outcomes and impacts of interventions made by the government. Also, the reports that are produced by the monitoring and evaluation system are output-driven rather that outcome and impact. Although there is a system in place, there are challenges that have been identified. Efforts have been put in place to turn around the current status core.

These include capacity building, quarterly sector meetings to discuss M&E related challenges, advocacy sessions to get by-in from all the stakeholders etc. however, there is no evidence that indicates the upgrading of the system to be towards measurement of outcomes and impacts.

2.10.3 Overview of Monitoring and Evaluation in Nigeria.

Monitoring and Evaluation in Nigeria is spearheaded by the Ministry of Budget and National Planning (https://nairametrics.com/wp-content/uploads/2013/06/nigeria-vision-20_2020_draftetb.pdf). The functions of the above-mentioned Ministry are as follows:

- To develop a framework for the reporting and accountability in various levels of government.
- To develop an M&E System that is composed of indicators, targets, data collection templates, data collection sources, frequency of data collection, frequency of reporting etc.

- To establish and distribute the Nigerian Country Report as the only reliable method providing performance information.
- To measure the performance government performance at sectoral, institutional and programme level.
- To build capacity in all spheres of government to guarantee effective and efficient implementation of the M&E systems.

The establishment of a Monitoring and Evaluation System in Nigeria was informed by the key outcomes of the National Vision 2020 Economic Transformation Blueprint and Development process that identified key success factors. One of the main guiding documents is a Monitoring and Evaluation Framework that was approved by the Federal Executive Council in 2010. The framework was to monitor and evaluate of public expenditure and investment with the National Planning Commission as the office responsible for the M&E function (https://nairametrics.com/wp-content/uploads/2013/06/nigeria-vision-20_2020_draftetb.pdf).

To ensure that M&E processes are implemented accordingly, there is a Committee on Managing Results that meets on the quarterly basis to review progress (Khemani, 2001). Monitoring and Evaluation in Nigeria follows the three-tied federal system of governance.

This means that responsibility and accountability are decentralised. At federal level, several institutions are responsible for the implementation of policies and programmes that are implemented by the Federal Government (Ministry of Budget and National Planning, 2016). The exclusive responsibilities of the Federal Government of Nigeria are broadly in accordance with standard practice. The responsibilities include the following: foreign affairs, defence, regulation and monitoring policy. The responsibility for service delivery is shared between states and local government.

In Nigeria, monitoring of government performance is conducted through various reports such as; Annual Reports, Mid-Term Reviews, Medium-Term Strategic Frameworks etc. These reports track performance through a standard set of indicators. All these reports have been developed to ensure that government performance against the set strategic objectives contained in the National Development Plan are monitored. The reports are produced quarterly, annually and during mid-term.

There is also a system called Rapid SMS that was introduced in 2011. Rapid SMS was implemented in various sector to monitor areas that required urgent interventions and provide them with the support they required in real time. Through the implementation of this tool, disparities in service output in the local and regional level are identified and enable the government to reach the deep rural areas that are not accessible.

Rapid SMS datasets count the number of children that are born and registered from each service delivery centre (hospital, clinic, homecare etc) across the country. Although the system was developed for health purposes, it is integrated to the overall system of the country (https://www.thenigerianvoice.com/news/129398/unicefs-rapid-sms-transforms-lives.html).

The following are some of the notable achievements by the Monitoring and Evaluations System in Nigeria (http://www.nationalplanning.gov.ng/2017/index.php/monitoring-evaluation):

- Monitoring and Evaluation Report produced in 2010
- Year MDA Score Cards 2011
- NPC Annual Monitoring and Performance Report of 2012
- Sure-P Projects Monitoring and Evaluation Reports of 2013-2014
- Annual Performance Monitoring Reports.
- Budget Implementation Monitoring and Evaluation Performance of 2016

Although the monitoring and evaluation system in Nigeria seem to be implemented successfully, there are challenges that have been identified such as (http://www.nationalplanning.gov.ng/2017/index.php/monitoring-evaluation):

- There is a limited understanding of the evaluation practise. This has resulted in many perceiving it as a "witch hunt "rather than as mechanisms that seek to assist them to improve.
- There is a skills gap that has been identified in Nigeria. This is due to the fact that evaluations in Nigeria are relatively new and there is no pool of experts where those who want to do evaluation can draw from.
- The use of evaluations in Nigeria is limited. It is mostly driven by the funders of the projects/programmes that are implemented.

In conclusion, the literature reviewed indicates a well institutionalised monitoring and evaluation system in Nigeria; however, the literature is not explicit on the utilisation of reports produced for monitoring and evaluation purposes. A few challenges have been identified as a potential risk to the system, but there are plans in place to ensure that the challenges are overcome.

2.11 AN OVERVIEW OF MONITORING AND EVALUATION IN DEVELOPED COUNTRIES.

2.11.1 Introduction

This chapter provided an overview of monitoring and evaluation in developed countries. It was important to include the developed countries to serve as a benchmark to some of the developing countries in order to determine if there are varying differences of whether other countries are in line in terms of principles with developed countries. This is because the traces of professional monitoring and evaluation are in the developed countries. The countries that were reviewed are Canada, United States of America and Australia. These countries were selected due to their long history of monitoring and evaluation and the easily available access to information. However, although the developed countries are leading the M&E practise and have implemented systems to improve accountability, there is an element of undermining the use of reports for performance management (MacDavid and Huse, 2011).

2.11.2 Overview of monitoring and evaluation in Canada

Traces of monitoring and evaluation in Canada dates back to the 1960s; the main idea of developing a monitoring and evaluation system was to let the managers manage. Canada is one of the countries that clearly distinguished between the "M" for monitoring and the "E" for evaluation. This distinction is still a challenge in many African countries. Monitoring and evaluation in Canada have evolved over the years. M&E policies have been reviewed more than three times to ensure that they are in line with the latest developments on the profession and also adapt to a changing environment.

The monitoring and evaluation system in Canada is based on the following approaches:

- Performance Monitoring
- Internal Audits
- Strategic Reviews and
- Evaluations

In the 1990s, M&E in Canada evolved from the traditional approach to focus more on performance monitoring. This was an attempt to make sure that performance information was useful (Lahey, 2009). The paradigm shift towards performance information resulted in all government departments expected to submit their information for accountability to Parliament on annually basis.

The year 2000 saw a resuscitation of the evaluation component. The shift to strengthen the evaluations could be linked to the fact that the performance information system had stabilised. Also important to note is the fact that the performance information does not answer the "why" question as it is based on the outputs. The government of Canada saw the need to get answers from the reports they were getting from the performance information system.

The following are the users of monitoring and evaluation (Lahey, 2009);

- <u>Operational Level</u> = this level is within the government departments that produce monitoring and evaluation reports. The purpose of the M&E reports at this level is for learning.
- <u>Government Wide Level</u> = this level cuts across government departments. The important stakeholder is the Treasury Board Secretariat which uses the performance information from government departments to determine budget allocations and government wide expenditure management.
- <u>Legislative context</u> = this level uses performance information for accountability to Parliament and Canadians at large. Good performance reports restore confidence to government and how the country is managed.

The following are some of the challenges identified in the implementation of a results-based management in Canada (Mayne, 2007);

- Fostering the right climate for performance information. Organisational culture plays a critical role in whether monitoring and evaluation systems will succeed in an organisation. Change management is very complex and requires highly skilled practitioners (Todnem, 2005). This is evident by 70% rate of failure by change management programmes.

  This then indicates that for an organisation to have a strong M&E system there has to be an organisation change first and officials should be prepared well in advance for the change and possibly be allocated roles and responsibilities to ensure that they are active participants. For example, Performance Management Systems ensure that supervisors allocate clear expected outputs, allocate roles and responsibilities with clear time frames in the job descriptions of staff (Dogarawa, 2011:214). This encourages staff to know what is expected and when is it expected.

- Setting realistic expectations of the role of performance information. It has been perceived to be an enabler for organisations and institutions to be able to make informed decisions. However, this perception is not necessarily true (Todnem, 2005). Organisations are still able to make decision without using performance information.

- Political Influence. In most cases, political influence than performance information plays a critical role on what the organisation should be focusing on. Strategic decisions in organisations have political influence in a sense that those in power often get away with what they want (Eisenhardt and Zbaracki, 1992). This means that even if recommendations by monitoring and evaluation reports indicate, for example, that a particular project must not be implemented, politicians have the power to go against such recommendations.

- Selectivity. While other organisations are experiencing shortage of information, there are those that have an over-flow of information (Todnem, 2005). When there is an over-flow of information, organisations often have no option but to select what they perceive as useful. He further indicates that in the process of selecting what is useful, some of the critical information may be left out resulting in a lack of trust on the M&E systems of a particular organisation.

The following are lessons learned from the M&E system in Canada:

- Importance of drivers/champions of monitoring and evaluation. The development of the M&E requires not only budget, skills, human capacity etc, but the political support. Identification of a champion is critical to ensure the sustainability of a monitoring and evaluation system (Kusek & Rist, 2004).

- Implementation of a monitoring and evaluation system. This entails that the M&E system needs to be maintained to ensure that it produces the required results. It is also important that the implementers of a monitoring and evaluation system are kept motivated to keep the momentum going and avoid M&E fatigue.

- Building M&E capacity. The environment that government departments are operating in is constantly changing, it is important that the skills the staff possesses are updated. This can be done through M&E conferences, workshops, offering M&E bursaries etc. It is critical to note that building M&E capacity would improve the quality, validity and usefulness of the results (Taye, 2013:7).

In conclusion, the M&E system in Canada is advanced and seems to be in line with the guidelines provided by Kusek and Rist (2004) in their book titled *10 Steps to Results Based Monitoring and Evaluation System*. Most notable is the utilisation of the monitoring and evaluation reports for information, accountability, policy review and programme development.

2.11.3 Overview of monitoring and evaluation in Australia

Monitoring and Evaluation in Australia can be described as implemented in two generations namely; the 1987-1997 and the 1997 to date generation. The 1987-1997 generation was as a result of efforts made by the Reformist Labour Government, which was elected in 1983. This generation was focused on institutionalisation of monitoring and evaluation. It was driven centrally and placed emphasis on formal requirements such as legislation, policies, standard operating procedures etc. The purpose of this system was to ensure that monitoring and evaluation outcomes fed into the annual budget process.

The outcomes especially of evaluation studies were considered to be critical for budget allocations and reviews. One of the key milestones was the devolution of powers to management to encourage better performance by providing greater autonomy on a principle of "let managers manage" (Mackay, 2004:2). This period also saw the introduction of a Medium- Term Expenditure Framework (MTEF), which assisted in ensuring that budget allocations and expenditure were aligned to the objectives of the state.

Although the systems for monitoring and accountability were put in place, the department of finance and other core agencies were not satisfied with the performance of departments (Mackay, 2004). This was mainly due to lack of standardise objectives, indicators, targets etc. in 1988 the minister of finance through Parliament managed to get approval for the new legislation and evaluation strategy that provided guidance to government departments on the development of indicators, targets, and strategic objectives. Departments were requested to develop plans for systematic monitoring and evaluation of their programmes and report to government.

<u>How successful were these interventions?</u>

One of the weaknesses of the evaluation strategy was that it did not pay much attention to the regular collection, reporting and use of performance information (Mackay, 1998 cited in Mackay, 2004). Another challenge was that, government departments used their discretion to decide which evaluations were to be included in a national plan and more than often, these were not aligned to the mandate of government. There was also a lack of evaluation skills especially in conducting large scale evaluations.

On the positive side, most of the government departments increased the capacity in their monitoring and evaluation units. Evaluations became more standardised with a 3-5 years cycle which assisted in ensuring that there was proper planning and resource allocation. Monitoring and Evaluation Committees were established to render technical advice and approval of evaluation studies. About 530 evaluation reports were published from 1993-1997 contributing to the body of knowledge in Australia. There was also evidence that outcomes of the evaluations were implemented during the budget review process and also contributed to development and amendment of some of the government policies (Mackay, 2004).

The second generation of M&E systems in Australia was introduced from 1995 to date as a result of the appointment. The new government compared to the previous one had a strong preference of the private sector and regarded it as more efficient than the public sector (Mackay, 2004). The new government was also not impressed with the public service and perceived it as rule-bound and full of red tapes that limited its ability to deliver services. This resulted in the downsizing of the public sector and heads of departments became CEOs with more accountability.

A new performance management system was put in place in 1997. This system followed an outcomes-based approach though the outcomes and outputs framework and all the departments were expected to measure their performance on simple performance indicators and report to parliament on an annual basis.

There are three objectives of the framework, namely:

- To support government's policy development process;
- To reinforce attainment of new information and learning by staff, improve capacity of the Department at management level, and lastly,
- To strengthen accountability by disseminating performance information to external stakeholders and oversight bodies.

Another monitoring system called accrual accounting was introduced in 1999-2000 to ensure that budget allocation revealed the full cost of government activities. It was also to ensure that there was a comparison of the unit cost of government outputs and outcomes in areas of service delivery.

Performance information often requires a certain level of interrogation and analysis so that it can make sense (Mackay, 2004). This means that although there are systems out there that are meant for monitoring and evaluation, the credibility of information from such systems must be of quality and must be able to stand the audit process.

How successful is the second generation of an M&E system?
One of the weaknesses of the system is that there is a lack of adequate information management systems and challenges in the selection of appropriate performance indicators (Barret, 2001 cited in Mackay, 2004).

The system is also composed of incomplete information particularly on the health system. This means that the data collected is not useful hence it is not complete. Target setting was also not done in some of the performance indicators making it difficult to measure performance.

On the positive, the system has got a strong annual performance reporting mechanism to Parliament on an annual basis on service delivery (Mackay, 2011:36). The monitoring and evaluation system in Australia has also been able to strike the balance between the "M" and the "E" (Mackay, 2011). This means that the system does not only focus on monitoring and provide routine data and information but also has a strong evaluation component that is able to answer they "why" question that is not answered by a monitoring system.

Also, to strengthen the reliability and usefulness of performance information, the government of Australia has established the Australian National Audit Office (ANAO). Through the reports produced by ANAO, the M&E system has been improved to be more effective and efficient.

In conclusion, it is important for countries that are developing monitoring and evaluation systems to be mindful of the threat of complicating the system making them to be too comprehensive (Mackay, 2004). The danger of this is that more than often the information that the systems produce may be too complex and unusable. Acknowledgement is given to the efforts of the institutions such as ANAO for ensuring that the M&E systems are tested and are able to produce the information that is credible.

Also important is the support that the M&E system gets from the minister of finance to ensure its effectiveness and sustainability. The government of Australia has not published any evaluation studies conducted to test the effectiveness of this monitoring and evaluation system (Mackay, 2004).

However, evidence indicates that the monitoring and evaluation reports are used effectively during budget allocations, programme reviews, policy reviews etc. The reports are also tabled in parliament for accountability purposes which is the one of the objectives of establishing a monitoring and evaluation system.

2.12 OVERVIEW OF LESSONS LEARNED IN THE REVIEWED LITERATURE

A lesson learned is *a <u>statement</u> with this type of structure "**If** you do....**then**....will happen. Ideally it will have third part to it, describing the <u>context</u> **If** you do....**and** these conditions are present...**then**....will happen*" (Davies, 2008:17). Lessons learned are not similar to recommendations. Recommendations turn to be very specific into what should be done in future to improve a particular programme whereas lessons learned are more on the applicability in future projects or programmes. He further identified the following criteria for a lesson learned.

- <u>Based on experience</u>: this entails that there is information whether positive or negative that can be utilised to inform others based on the implementation of similar programmes, projects, systems or any other activities.

- <u>Makes a difference: this means that</u> *"Knowledge derived from the implementation and evaluation of a programme can be utilised to identify strengths and weaknesses of programme design and implementation"* (Davies, 2008:17). The information sourced becomes very useful in consideration of future projects.

- Has a wide but not universal applicability: this means that lessons learned from projects elsewhere can be utilised as a model in other places. It is however, understood that the environment and scenarios may not be the same but the principle of implementations should be the same. Management professionals recommend that almost every effort to use rationality and reasoning to improve the quality of policy making seems to lose favour.

- Are verifiable: the information and evidence collected by a monitoring and evaluation system must be able to stand the audit process. The information reported must be supported by credible information so that should there be any doubts, the portfolio of evidence stored can be reviewed and similar conclusions can be reached.

2.12.1 What has worked?

The literature reviewed has outlined a number of positives that are as a result of the implementation of monitoring and evaluation systems in numerous countries and various government Departments. The following are some of the key success factors sourced from the literature reviewed:

- Conducting a readiness assessment: a readiness assessment is a diagnostic study that is aimed at determining whether a government Department, institution, NGO, country has all the necessary requirements as per criteria to be able to implement a monitoring and evaluation system, (Kusek and Rist, 2004:41). It is a way of determining the level of preparedness of the conditions, attitudes and resources available to be able to implement an intervention.

- Political will and support: there is a perception that in countries, government Departments, NGOs etc where there is political support on monitoring and evaluation activities, the implementation progresses well. If there is a lack of political support, accountability is often compromised because people know that the principals will not be able to act on those implicated. Identifying a political champion for a monitoring and evaluation system is key in ensuring institutionalisation and sustainability of an M&E system (Kusk and Rist 2004: 21).

- A standard set of indicators: progress of a project or programme and the degree to which progress has been made or has not been reached is done through a set of indicators. Performance on these indicators provides managers with credible information to be able to make decisions on continuation or termination of a project, programme (Kusek and Rist 2004).

- Participation in M&E forums, conferences and establishment of M&E Associations. The M&E forums serve as a platform for knowledge sharing which strengthens the monitoring and evaluating activities and capacity.

- Collecting baseline information. Baseline information is utilised as a starting point to guide what is to be measured in future (Kusek and Rist, 2004:81). Baseline information assist implementers and funders to be able to determine whether there has been a change after the intervention. It is very important especially in determining the impact on the lives of the people, community, institution or a country.

- Availability of adequate budget; the budget plays a critical role in monitoring and evaluation due to the nature of activities that are conducted and also depending on the type of programme or project to be monitored or evaluated. The budget costs may include the following but not limited to; travel, accommodation, meals, printing of questionnaires/interview schedules, licence for data analysis software, payment of consultants etc.

2.12.2 What needs to be improved?

Although there is a number of positives that have been identified in a number of countries, with the relevant literature reviewed, the following are some of the areas that may need improvement:

- Use of technology: in the majority of countries, technology is not utilised to its full capacity. This is evidenced by the delays in the tabling of monitoring and evaluation reports, poor quality of information produced and inconsistencies in monitoring activities. Technology when utilised correctly, has the ability to improve the efficiency and effectiveness of any project or programme that is implemented.

- Coordination of monitoring and evaluation activities: in the majority of countries especially in Africa, there is an inadequate coordination of monitoring and evaluation activities. A number of challenges that have been experienced by the monitoring and evaluation systems in many countries have been as a result of poor coordination.

  The reason for this seems to be related to a lack of clarification regarding the roles and responsibilities of those entrusted with the implementation of monitoring and evaluation activities. Strengthening coordination will significantly improve the efficiency and effectiveness of monitoring and evaluation.

- Introduction of incentives: "*incentives are positive and negative changes in the outcomes that the individual perceive as likely to result from specific actions taken in a particular physical and social context*" (Visser, 2014:19).

2.13 CONCLUSION

This chapter presented the literature reviewed, highlighting trends in monitoring and evaluation. It also provided a basis for the study of M&E in the government Departments in South Africa and brief examples of where the chosen framework has been utilised. Literature reviewed provided a rich body of knowledge that provided a context for the research. In summary, the definitions of Monitoring and Evaluation, although different in phrasing, remain similar in practice and use.

All the definitions have highlighted in common the following;

- Monitoring is a systematic and continuous collection of data/information to track progress of a project or a programme.
- Evaluation is a systematic, periodic and objective assessment of progress towards meeting the outcomes of a project or programme.
- The purpose of Monitoring and Evaluation is for accountability and decision-making.

It is interesting to note the varying definitions of monitoring and evaluation; however, advocacy for a single definition should be embarked on. This is to ensure that there is no misinterpretation and confusion.

CHAPTER 3

3. MONITORING AND EVALUATION IN SOUTH AFRICA: LEGISLATION, POLICY FRAMEWORK AND GUIDELINES

3.1 INTRODUCTION

Monitoring and Evaluation in South Africa is guided by the Policy Framework on Government Wide Monitoring and Evaluation System (PFGWME; The Presidency, November 2007). The framework outlines key M&E concepts and principles; the relationship between PGWME, and the three critical M&E data terrains, namely, programmes performance information, socio-economic and demographic statistics and evaluations. It also outlines capacity requirements and capacity building for government Departments to be able to implement the framework.

Monitoring & Evaluation in South Africa is coordinated by two oversight departments: National Treasury, which is responsible for monitoring reporting against the pre-determined objectives as stated in the annual performance plans of the government Departments, and the Department of Planning, Monitoring and Evaluation, which has the responsibility of monitoring outcomes as listed in the Medium Term Strategic Framework and commission evaluation studies. The two Departments are there to ensure compliance with all legislation, policies and guidelines. Any reports that are not compliant with the policies, frameworks and guidelines, are returned to the respective Departments and the Auditor General will make findings on non-compliance.

3.2 POLICIES, FRAMEWORKS AND GUIDELINES

The following are some of the policies, frameworks and guidelines that govern implementation of M&E in government Departments:

- The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996), which is the supreme law of the Republic of South Africa and which upholds the right to access to information. In the context of monitoring and evaluation, this means that all the reports that are produced by government departments must be easily accessible to the public.

The ease of access ensures that the public is able to measure the performance of government departments through the audited annual reports and evaluation reports that meet the requirements of the National Evaluation Plan.

- The National Treasury Framework for Managing Programme Performance Information, 2007, outlines the significance of performance information as a management tool, and the role of performance information in planning, budgeting, and reporting. It is expected that all those involved in the collection, collation and reporting performance information be familiar with the framework to ensure compliance. It serves as a basis of reporting performance in formation in throughout the public sector.

- The Government-wide Monitoring and Evaluation System (GWM&ES) is aimed at contributing to "*improved governance, promote learning and enhance the effectiveness of public sector organisations and institutions and accountability reporting*" (Republic of South Africa, 2007).

- The Public Audit Act (PAA), 2004 (Act No.25 of 2004) requires the Auditor General to express an opinion on validity and reliability of reported information of the audited government Departments against pre-determined objectives and financial statements. The Auditor General as a Chapter 9 institution has a constitutional mandate to conduct audits on government departments, public entities and municipalities. Its main purpose is to hold municipalities, government institutions and public entities accountable for the public funds with which they have been entrusted.

- The Public Finance Management Act (PFMA), 1999, states that "*the accounting officer of a Department must ensure that the Department has and maintains effective, efficient and transparent systems of financial, risk management and internal control*". It provides guidelines on how the budgets should be managed in government as well as public entities. Most importantly, the PFMA also makes provision for disciplinary actions that must be implemented against those who are found guilty of financial misconduct. The PFMA also provides accounting standards for the boards of public entities.

- The Promotion to Access of Information Act, No. 2 of 2000, is a piece of legislation which was developed to ensure that the information that is at the disposal of the state and any other person can be provided for the protection of the rights of others in order to uphold the Constitution of the country. This legislation is key to the implementation of recommendations of monitoring and evaluation studies.

- The Guidelines on Preparation of Quarterly Performance Reports, 2017, provide procedures on how quarterly performance reporting should be done in government Departments. It outlines what the content of the report should be, and how often the reports must be compiled and submitted to National Treasury and Department of Planning, Monitoring and Evaluation. The Guidelines also specify the reporting deadlines and failure to comply with the deadlines results in audit findings by AGSA. The Guidelines are a critical tool in ensuring that information is collected in a uniform manner, meaning that it can be interpreted and analysed easily by all those within the public sector.

- The Performance Information Handbook 2011, reveals that National Treasury is responsible for reporting on non-financial and financial information on the performance of government Departments, public entities, provincial legislatures and others. In an attempt to guide reporting, the National Treasury has developed documents such as quarterly performance information guidelines and Framework on Strategic and Operational Planning. The latest document released by the National Treasury is called Performance Information Handbook. The Performance Information Handbook provides a guide on how performance information in national, provincial, local, public entities and constitutional institutions must be managed, reported and utilised. It outlines the detailed process of developing performance indicators, sources of performance indicators, rating the different levels of performance indicators, quality assurance of the performance indicators, and analysis and reporting of performance indicators. The guide also indicates what type of human capacity must be in place to ensure the effectiveness of performance information.

- The National Evaluation Plan 2014/15 – 2016/17 sets out an approach on how evaluations must be conducted in South Africa, addressing the concern that evaluations are implemented occasionally and do not contribute towards planning, budgeting and policy making. The main purpose of the National Evaluation Plan is to improve policy and programme performance through provision of feedback to management. It is intended to improve accountability on the expenditure of tax payer's money, to ensure that decisions taken are based on scientific information, and lastly, to serve as a resource hub for information. It thus sets out criteria for evaluation to ensure that evaluation studies meet the standards and are approved. It provides a list of evaluation studies to be conducted so that resources can be channelled on critical studies of national interest and to ensure that the progress of such studies is monitored and recommendations are implemented.

- The National Evaluation Policy Framework 2011 provides the foundation for a minimum system of evaluations across government Departments through promotion of quality evaluations that can be utilised as a basis for learning to improve efficiency, effectiveness and impact of government interventions. This policy was developed to increase the use of evaluation to improve policy, quality of evaluations and link planning, policy-making, budgeting, and management to ensure that evaluation results are utilised and implemented in government Departments (NEPF, 2011:08). The NEPF was published in 2013 at the same time as the National Evaluation Plan. Both documents were tabled in Parliament and were approved by Cabinet in 2013 (NEPF, 2013).

- The policy proposes the following to ensure that evaluation results are implemented: an improvement plan following a standard format and lodged with the Office of the Premier if the study is provincial and DPME if the Study is National, hold institutions accountable for inefficiencies as outlined in evaluation reports, ensure that departments implement their improvement plans and DPME must report to cabinet, office of the Premier, Exco on progress on the National or Provincial Evaluation Plan including follow-up, National Treasury will utilise the findings and recommendations of evaluation reports as a source of evidence to support budget process and lastly Departments must utilise the evaluation findings to improve their projects/programmes and to consider them during the strategic planning and budget allocation processes.

The following are the aims of the National Evaluation Policy Framework (NEPF, 2013):

- Provide a framework on the common methodology that can be followed when conducting evaluations.
- Provide for the publications of the evaluation results.
- Focuses on the significance of the process of evaluating policies.
- Strengthen the M&E value chain that talks to planning, budgeting, monitoring and evaluating.
- Encourages and advocates for the utilisation of evaluation reports in government.
- Develop an evaluation strategy and an evaluation dictionary so that there is a common understanding in the language used by evaluators.
- Provide explanations of the differences between evaluations and other reporting mechanisms such as monitoring, research and review.
- Put evaluation in context particularly with regard to the scope, institutionalisation, criteria, methodology, expertise and management, providing resources and oversight.
- Improve the quality of evaluations in providing credible information and increase the utilisation of evaluation findings for making better decisions.

▪ The White Paper on Local Government, 1998, was established in order to redress the spatial planning of the apartheid regime. The main emphasis is ensuring collaboration with communities, groups and citizens in order to establish a sustainable human settlement that upholds human rights, meets the social, economic and safety needs of communities.

The White Paper also outlines four characteristics of development of local government: exercising municipal powers in a manner that maximises the impact of economic growth and social development; playing a vital role in ensuring alignment between public and private investment within the space of municipalities; providing a vision and leadership through building social capital and upholding democracy, and lastly, empowerment of the previously disadvantaged groups within the community.

In relation to this study, the White Paper encourages the monitoring and evaluation systems that talk to budgeting, accounting and reporting systems that ensure accuracy of performance information. This is to ensure that all involved are accountable for the public funds and minimise malpractices and corruption. However, it is a concern that the White Paper focuses on financial accounting only and does not consider performance information (non-financial), which looks into the completion of projects and their quality.

- Social, Economic and Demographic Statistics, Statistics South Africa, is entrusted with the responsibility of collecting information on surveys, censuses and other types of data that are necessary for the purpose of planning and budget allocation. The type of information is mostly on population, birth rate, mortality rate, poverty index, HIV and AIDS prevalence, employment and others, (Republic of South Africa, 2013:2). The census and mid-term population estimates are a few reports produced in South Africa and utilised in all spheres of government.

- The South African Statistical Quality Assurance Framework (SASQAF) was developed to ensure that there is an assessment and validation of the statistics that are produced by the government Departments and non-governmental organisations.

The official statistics are certified by the Statistician General as required by section 14(7) (a) of the Statistics Act No. 6 of 1999. The Framework ensures that the statistics and information that is released is valid and reliable.

The above-mentioned policies, frameworks and guidelines provide direction on how monitoring and evaluation is implemented in South Africa. These documents will eliminate issues and challenges that have been raised about the credibility of the information produced through monitoring and evaluation systems. The development of the NEPF has assisted the government Departments in the standardization of how evaluations should be conducted. Prior to the introduction of the NEPF, each government Department was conducting the evaluations in its own way.

The data terrains discussed were developed for the purpose of measuring the performance of the country under the umbrella of monitoring and evaluation towards reaching the millennium development goals and achieving the five priorities of government. The study tested whether with all the resources, guidelines and policies put in place for M&E have benefited government Departments.

3.3 MONITORING AND EVALUATION IN THE THREE DEPARTMENTS WHICH ARE PART OF THE STUDY

The Policy Framework on Government Wide Monitoring and Evaluation does not go into specifics with regard to where the M&E should be located in the government Departments. This poses a challenge because each Department will place M&E in whichever branch or section, depending on what the Director General of the Department wants to achieve. The Department of Public Service and Administration also does not clarify this, but rather contributes to the confusion and inconsistent interpretation and implementation. The following is a brief description of monitoring and evaluation in the selected departments.

3.3.1 Department of Rural Development and Land Reform (DRDLR)

Monitoring in this Department Monitoring and Evaluation is at a Chief Director Level. It is located within the Branch Corporate Support Services. The Chief Directorate is made up of three Directorates and the first Directorate is called Programme Performance Monitoring. The responsibility of the directorate is coordination of the departmental programme performance monitoring report and any other non-statutory reports.

The second Directorate is called Provincial Projects Performance Monitoring and Evaluation. This Directorate is responsible for monitoring performance of projects as contained in the Annual Performance Plan of the Department. The performance indicators are developed from the business plans (objectives) of the projects.

The third Directorate is called Evaluation and Research. This Directorate is responsible for conducting evaluation studies on the programmes of the department. These are not the budget programmes but service delivery programmes such as Recapitalisation and Development, Proactive Land Acquisition, National Rural Youth Service Coop, One Household One Hectare etc.

The Chief Directorate in the Department of Rural Development and Land Reform is well established and has all the systems in place as required by the Policy Framework of Government Wide Monitoring and Evaluation.

The following are some of the approved documents that guide the implementation of monitoring and evaluation (www.drdlr.gov.za):

- Monitoring & Evaluation Policy, 2012
- Monitoring & Evaluation Framework, 2012
- Monitoring & Evaluation Strategy 2012
- Evaluation & Research, 2012
- Programme Performance Monitoring, 2012
- Policy on Performance Information Management, Data Flow and Use, 2014
- Standard Operating Procedures for the Management of Performance Information, 2014

The department produces monitoring reports on a quarterly, mid-year and annual basis. The reports are reported to the National Treasury and Department of Planning Monitoring and Evaluation. Evaluation Studies are conducted on an annual basis. To date, the Department has conducted the following evaluation studies:

- Implementation Evaluation of Recapitalization and Development Programme (DRDLR, 2012).
- Implementation Evaluation of Comprehensive Rural Development Programme (DRDLR, 2013).

- Design and Implementation Evaluation of the NARYSEC Programme (DRDLR, 20114).
- Evaluation of Land Restitution (DRDLR, 2015).
- Implementation Evaluation of Proactive Land Acquisition Strategy (DRDLR, 2016).

The monitoring and evaluation system implemented by the Department of Rural development and Land Reform is outcomes-based (DRDLR, 2016). The Department monitors performance following both the National Treasury Reporting Template that is composed of indicators and targets contained in the Annual Performance Plans of the Department. The report on the APP reports at an output level. However, the Outcome 7 report, which is produced on a quarterly and annual basis, measures performance at an outcome level.

In conclusion, although the monitoring and evaluation in the Department of Rural Development and Land Reform is well established and compliant to the Policy Framework on Government Wide Monitoring and Evaluation, there is a concern that the location of the M&E Chief directorate could compromise the objectivity. Ideally, the M&E unit should be located in a strategic position or component such as the office of the Director General or Chief Operations Officer.

3.3.2 Department of Social Development (DSD)

In this Department, monitoring and evaluation is also at a Chief Directorate Level. However, what makes it different from the Department of Rural Development and Land Reform, is that it is located within Branch Chief Operations Office (COO). Conclusions can be drawn that the location of M&E in this Department is properly and strategically located. It is objective and will be able to influence the performance and direction of the Department. The Chief Directorate is composed of a few directorates (www.dsd.gov.za). The first directorate is called Systems Development and Monitoring. This directorate is responsible for the development of monitoring systems of the Department and also reporting on the performance of programmes of the Department. The second Directorate is called Institutional Performance Assessment and Reporting. This Directorate is responsible for the coordination and reporting of the departmental performance against the Annual Performance Plan. The third Directorate is called Programme and Policy Evaluation. This Directorate is responsible for the evaluation studies on programmes and policies of the Department.

The following are the examples of the monitoring reports that are produced by the Department of Social Development:

- Monthly Reports, Quarterly, Mid-Year and Annual Reports
- Management Performance Assessment Tool (MPAT) reports
- Operational Plan Report
- Outcomes Based Reports

The following evaluation studies have been undertaken;

- Public Expenditure Tracking System (PETS): Evaluation of the utilization of funds by the beneficiaries (DRDLR, 2009)
- Evaluation of the Child Support Grant: Qualitative Study (DRDLR, 2010)
- Diagnostic Review of the Childhood Development Programme (DSD, 2016)
- Diagnostic Evaluation of the Non-Government Organisations Regulatory Framework and Legislation

In conclusion, the department is compliant with the requirements of the Policy Framework on Government-wide Monitoring and Evaluation System. The location of monitoring and evaluation is strategically located compared to the Department of Rural development and Land Reform. The location of the M&E within the office of the COO means that the unit has power to influence change and enforce the implementation of recommendations from the M&E reports.

3.3.3 Department of Basic Education (DBE)

In this Department monitoring and evaluation is also at a Chief Directorate Level. However, the location of M&E is different compared to the other two Departments described above. In this Department M&E is located in Branch Planning and Delivery Oversight. Similar to Department number two, the location of M&E is reasonable as the Deputy Director General responsible can have influence on the direction of the Department through monitoring and evaluation reports.

The following are the examples of the monitoring reports that are produced by the Department of Basic Education (www.dbe.gov.za):

- Monthly Reports, Quarterly and Annual Reports
- Management Performance Assessment Tool (MPAT) reports
- Outcomes Based Reports
- Statistical Dashboard Reports

The following are the examples of the evaluation studies that have been conducted by the DBE:

- Impact Evaluation of the National School Nutrition Programme (DBE, 2015)
- The only evaluation study that could be found was the Impact Evaluation of Grade R (DBE, 2016)

In conclusion, the M&E in the Department of Basic Education is also complaint with the requirements of the Policy Framework on the Government-wide Monitoring and Evaluation System. However, the location of the M&E is of concern considering that it is not strategically located. This may affect the objectivity of the unit and its ability to influence policy changes and programme improvement.

The overall summary on the observations regarding the implementation of monitoring and evaluation systems in the three Departments is summarised below|:

- The structural location of Monitoring and Evaluation is not implemented uniformly in the three departments that are part of the study.
- The numbers of evaluation studies conducted differ significantly although the National Evaluation Policy Framework indicates that each department must conduct at least one evaluation per year (National Evaluation Policy framework, 2011).
- There was no trace of approved guiding documents such as M&E Strategies, M&E Frameworks, M&E Policies etc. in the Department of Basic Education.
- The names of the directorates are not similar, although the function is the same.
- It is also noted that in all the government Departments that are part of the study, the monitoring and evaluation unit is at a Chief Directorate level. This indicates that there is enough capacity to ensure that service delivery is evidence based and also that the principals in the selected departments take M&E seriously.

3.4 REPORTING REQUIREMENTS ON MONITORING AND EVALUATION

In many government Departments in South Africa and all over the world, monitoring reports are produced on a monthly, quarterly and annual basis. In South Africa, reports on pre-determined objectives are submitted to the National Treasury and Department of Planning Monitoring and Evaluation. Failure to submit such reports as per prescribed timeframes, results in audit findings. Evaluation reports are periodic in nature. In government Departments in South Africa, there are no evaluation studies that are currently being conducted internally due to lack of skills and human capacity. In most Departments, evaluations studies are commissioned to external institutions such as universities and research institutes.

In conclusion, the literature reviewed in South Africa indicates that the country has a well-established monitoring and evaluation system. The observation is evidenced by a variety of policies, legislations and guidelines that have been developed and approved to ensure that monitoring and evaluation is conducted in a professional manner to ensure that the information produced is credible. The literature also indicates that, M&E is supported by government considering that there are two oversight bodies that are responsible for coordination and monitoring of government performance.

A concern is raised regarding the inconsistencies on the location of M&E in the three Departments. This indicates a lack of oversight, guidance and monitoring by the Department of Planning Monitoring and Evaluation as well as the Department of Public Service and Administration. The two Departments have a mandate of developing guidelines and frameworks for government Departments as oversight Departments. If there was a proper coordination and monitoring role, the inconsistencies would have been identified and strategies to resolve them are in place.

It is recommended that the Department of Planning Monitoring and Evaluation and Department of Public Service and the Administration develop a plan to ensure a uniform implementation of monitoring and evaluation in government Departments.

3.5 CURRENT PERSPECTIVES ON MONITORING AND EVALUATION

To date, most government Departments have not reached maturity levels with regard to the implementation of monitoring and evaluation systems. There is a varying level of performance from Departments that are almost mature and others still at an infancy stage. The framework is implemented by government Departments in an attempt to ensure that policies, programmes and projects that have been initiated are monitored and evaluated.

The main principle of M&E is to demonstrate accountability and transparency for the resources allocated (Kusek and Rist, 2004:10). It is also to make informed decisions on whether projects and programmes implemented are making a difference in the community. M&E assists project sponsors to decide whether to continue or discontinue implementing certain projects. For example, projects that do not have value for money based on the M&E findings could be terminated. In many organisations, M&E is not understood as a management tool but rather as something that must be complied with (Shapiro, 2011:5). This is supported by the evidence that budget allocation for M&E components are often less compared to business components. A minimum allocation of budget for M&E purposes limits the work to be done and leads to the collapse of the M&E System (Ivins & Hwang, 2013:6).

Roux (2011) proposes that M&E focal points be established in various district offices to ensure its effectiveness. Literature reviewed indicates that lessons learned as per M&E reports must be considered during planning and benchmarking is important (Roux, 2011:18). This statement is supported by Wong (2012:9) (ref here), who concluded that in China, to build an effective M&E System, China had to learn from other countries who have developed similar systems.

To support this argument, the purpose of M&E is also to provide useful information, and this means that "*information utilization should not be a secondary thought but a dominant planning consideration*"(Talbot 2010:15). According to Talbot (2010:15), a concept called Performance Regime is identified. This implies that within government, principals may have valid reasons to ensure that Departments are held accountable for their performance.

However, the dissemination of information is not done properly, if the information disseminated and utilised is not incorporated into the M&E system, it runs a risk of not being utilised (Project Monitoring and Evaluation Guide, 2013: 66).

Monitoring and Evaluation provides credible information that ensures accountability and close relationship between government, ministers, managers and staff (Mackay, 2007:9). A study conducted on the Impact of Expanded Public Works Programme (EPWP) in Ethekwini Municipality, however, contradicts this statement. According to Mkhize (2012:40), all respondents indicated that EPWP targets as per monitoring reports are not achieved.

In spite of this finding, the EPWP programme continues to be implemented without any accountability. Also important, is that the study identified a lack of joint planning among the municipal sectors and inadequate intergovernmental relations.

Egaddu and Imoko (2008) in a study on HIV/AIDS, concluded that there is monitoring of procedures and processes of information between the TB and HIV programmes for patients. Monitoring of these programmes is also difficult due to inconsistencies on how they are implemented. Egaddu and Imoko (2008) argue that this could be as a result of the pressure exerted by both external and internal stakeholders who require information constantly and in various formats.

Mark (2007) as cited in Gilliam et al. (2003) concluded that some of the challenges related to monitoring and evaluation are as a result of multiple funders that require project progress information putting a strain on the human resources that is responsible for reporting. This necessitates reporting to various sponsors, resulting in a tremendous burden on projects to meet the reporting needs which require additional capacity and expertise. It also results in project officers paying more attention only to the requirements of the funders and side-lining other role-players.

In a case study conducted in Uganda Lira District, Ekodeu (2009) found that implementation of M&E created a vacuum especially on the participatory approach by stakeholders, particularly in the identification of the needs of the community, project design, measuring project interventions and budgeting.

In South Africa currently, government Departments are implementing the "Programme of Action". The Programme of Action is a system that monitors progress towards achievement of targets as set in the Medium-Term Strategic Framework (MTSF) (http://www.poa.gov.za/Pages/default.aspx). It has indicators that are to measure progress by the sector and not one Department. There seems to be inadequate coordination and planning in the sector impacting on the achievement of the targets as outlined in the Programme of Action.

Contrary to Mackay's statement (2007:134) that M&E gives credible information that ensures accountability and close relationship between government, ministries, managers and staff, it was found that monitoring and evaluation is not taken seriously by senior managers (Leon and Timm, 2013:79). This is a cause for concern because these are the programme managers who are responsible for driving implementation of projects, programmes and policies. It raises the question as to why managers would invest in the M&E system if the recommendations are not to be implemented.

A number of studies conducted on the implementation of recommendations from M&E reports have reached varying conclusions. About 42% of the recommendations made by the Public Service Commission were implemented by government Departments in South Africa (Republic of South Africa, 2011: 11). This finding shows that recommendations are implemented to a limited extent. The report, however, does not give reasons and recommendations are not implemented in full. It is important to note that the recommendations were made by an institution that is directly accountable to Parliament.

The Public Service Commission is mandated by section 196, sub-Section 4(b) of the Constitution. Non-response by Departments to the findings and recommendations of the PSC is a violation of the highest legislature in South Africa. The report by PSC does not indicate what measures are in place to ensure that Departments that have not fully implemented the recommendations are held accountable.

Internationally, some of the government Departments have built a rigorous culture of utilization of monitoring and evaluation systems in both the developing and the developed economies. The examples of such governments found to be the leaders and best practise models include Australia, Chile, Colombia, the United Kingdom, and the United States of America (Mackey, 2007:15).

A study conducted in Uganda on Targets and Results in Public Sector Management found that information produced by performance monitoring systems are not always utilised (Williamson, 2003:80). The purpose of the study was to examine the use of performance management practices in public sector expenditure programme and management. The study focused on four key sector Departments, namely, Health, Agriculture, Roads and Education. Some of the lessons learned from the study were:

- There were inconsistences in the use and implementation of the results-based framework.
- There was a great variation in performance between central and local agencies.
- The output of the budget process is superficial and is not fully embedded in the performance management system of programme performance and service delivery. This necessitates a review of the budgeting system and results-based management.
- There is also a lack of political will to champion the monitoring and evaluation. This then results in the inadequate use of M&E results.

An evaluation study conducted in Bangladesh also concludes that M&E data and recommendations are utilised to a limited extent (Ministry of Foreign Affairs, 2011:85). The study indicates that monitoring data is utilised to a limited extent because the M&E system is new and data is not disaggregated. Another study conducted in Nigeria also supported these findings in that there is minimum consideration of M&E recommendations in health care systems to make decisions on whether to continue modify or terminate programmes, using data to inform policies and programmes, (http://www.cpc.unc.edu/measure).

In a study conducted by the Public Service Commission (PSC) in South Africa, it was found that although the recommendations by evaluation studies of various government Departments were implementable, there was no proof produced by the Departments as evidence that the recommendations have been implemented (Republic of South Africa, 2012:35).

There is also evidence of the implementation of the Audit Reports produced annually by the Auditor General South Africa. In November 2014, the Auditor General released a media statement and announced that "there is a steady improvement in the audit outcomes of both National and Provincial Departments" (Republic of South Africa, 2014). Although this statement is applicable to the majority of the government departments, two of three that are part of the study showed improvement namely; Department of Social Development and Department of Rural Development and Land Reform. The Department of Basic Education obtained a qualified audit opinion.

Contrary to the studies referred to, other studies found that performance information on Social Reports was utilised from moderate to high by central government, local government and civil society, but not utilised by the Treasury, Economic Development and Commercial Sector (Pega et al., 2014:68).

The Department of Performance Monitoring and Evaluation has utilised the findings and recommendations of a survey on the status of M&E systems in the public sector to develop the M&E tools, policy framework and guidelines (DPME, 2013:2).

Also, a study conducted in the UK found that performance outcomes are at the core of decision- making (Talbot, 2010:29). This shows that there are countries and institutions that establish M&E systems not only for compliance to government and donor funding demands, but for their own benefit.

Social, economic and demographic information is mostly utilised in planning, allocation of resources and budgeting in South Africa. Mid-Year Population Estimates report states that *"reports are utilised mostly not only in the country but by international economic, research and social-scientific communities"* (Republic of South Africa, 2013:17).

Another example of evidence that shows the utilisation of monitoring and evaluation results is Chile. About 8% of projects were terminated and 38% were redesigned, based on the recommendations from the evaluation reports produced the guidelines for the planning of new implementation programmes, (Republic of South Africa, 2013:01).

In a presentation by the Performance Monitoring and Evaluation Unit (PME 2013), challenges relating to institutional inefficiencies and a lack of sound data collection institutions were identified. This means that without having resolved the challenges, implementation of recommendations may not be taken seriously. There was still a need for monitoring and evaluation of projects and programmes in South Africa.

This is to ensure accountability and to make informed decisions on which direction the projects or funds must be allocated. This supports evidence-based methodologies to measure performance. However, these must be accompanied by effective empirical and verifiable evidence (Patton, 2005:31).

Patton (2010:15), however, emphasizes the fact that performance monitoring information is only useful if the systems are working well but the systems have challenges it will be worthless. In support of a statement that performance information is beneficial only when it is prepared well, Mackay (2007:3) states that utilisation of M&E information is important for the sustainability of the M&E system and the system must not only be strong but withstand the audit process.

On the contrary, the Project Monitoring and Evaluation Guide (2011:67) warns that it does not matter how well the information is presented. Ultimately, it is the user that decides whether to use it or not. Contrary to this, audit reports mostly focusing on predetermined objectives are utilised in the public sector. Mayne (2006:31) indicates that the credibility of audit reports makes them to be utilised and recommendations implemented.

In South Africa for example, audit reports are presented by the Auditor General in Parliament through Portfolio Committees. One of the roles of Portfolio Committees is to ensure implementation of audit recommendations and accountability by the relevant officials as per audit findings.

According to an Annual Evaluation Report (Asian Development Bank, 2007:5), feedback from any evaluation study that has been conducted is a critical foundation block for any organisation. Although the importance of feedback is emphasised, there is a caution provided, that the feedback must be client-orientated. To ensure that feedback and recommendations are implemented, a committee is proposed.

The committee must have clearly defined roles and responsibilities such as receiving evaluation studies, developing action plans and allocating roles and responsibilities per finding. The committee must report to the high-level management structures of the organisation. ADB further advises that it must not only be the committee that is put in place to monitor implementation of recommendations but an electronic system as well. The purpose of the system is to track all recorded actions and provide progress reports.

Given the finding that users of M&E reports decide on whether to implement recommendations, it is critical to determine the benefit of M&E in government Departments in South Africa. This is because if M&E is a critical part of good governance, it is important to know if it is making a difference. It is important to know if it is taken seriously or merely implemented in different government Departments for compliance and not to be left behind.

3.6 CONCLUSION

South Africa has good legislations, policy frameworks and guidelines that are in line with the international standards. All these documents have provided a basis for the development and implementation of monitoring and evaluation in the public sector. The literature on the three government departments that was reviewed indicates that these department s are implementing monitoring and evaluation according to the approved prescripts.

However, there is a concern regarding the location of monitoring and evaluation in the structure of the government departments. The literature reviewed revealed that there are inconsistences in the location of monitoring and evaluation.

This means that the Department of Public Service and Administration (DPSA) needs to conduct an assessment of departmental structures and ensure that the current inconsistencies are corrected. There is no evidence of utilization of monitoring and evaluation reports on the documents that were reviewed.
It is critical to acknowledge that the basis for M&E is to provide reports that will enable management to make informed decisions. Internationally, other countries have built in rigorous mechanisms to ensure the utilization of monitoring and evaluation reports. This has ensured that there is accountability for public funds and that management is able to make informed decisions.

CHAPTER 4

4. RESEARCH METHODOLOGY

4.1 INTRODUCTION

This chapter outlines the approach utilised in conducting the research. There are two research approaches that can be followed in conducting research, namely, quantitative research and qualitative research (Yilmaz, 2013). The differences between the quantitative research and qualitative research approaches are numbers (quantitative) and words (qualitative) (Bryman, 2002). Yilmaz (2013) argues that quantitative research is based on objective epistemology, which pursues to establish explanatory laws of the universe in social behaviour by using statistics to measure the assumption that the universe is static. The quantitative approach adopts a view that a psychological and social phenomenon has an objective reality that is independent from the population that is part of the research.

Yilmaz (2013) argues that qualitative approach follows a constructivist epistemology and investigates what is perceived to be socially constructed dynamic reality through a framework which is value-laden, holistic, descriptive, flexible and sensitive to the context. This approach attempts to make sense of how social experience is constructed and given a meaning. It provides an indication that the qualitative approach seeks to gain deep insight into the phenomenon that is being studied and that such information may not be analysed statistically. However, in recent years there has been an adoption of a mixed methods approach. The reasoning behind the use of this is that numbers (qualitative) do not always tell the story and are limiting. On the other hand, stories (qualitative) on their own need to be put into context through the use of numbers. A mixed methods approach is a combination of various methods (Bryman, 2012:713).

For the purpose of this study a quantitative research approach was followed. The reasons for choosing the quantitative approach are outlined in the following sections. The population targeted was composed of monitoring and evaluation managers and managers responsible for implementation of programmes within the selected Departments. Purposive sampling, described as non-probability sampling, was utilised as a method of choice.

The data was sourced through the implementation of structured self-administered questionnaires. Data was analysed using SPSS version 15. The analysis was presented through the use of the tables and graphs for quantitative data and thematic analysis on open-ended responses.

4.1.1 Research Design

This is a strategy or a plan that is followed to source information on the research questions or problem statement (Kerlinger, 1986:279). A research design is created by a researcher than being dictated to the researcher by external forces (Richards, 2005). It describes the steps that are going to be followed in conducting the research, target population, type of information to be collected, the location of information, instruments to be used to gather information, etc. As noted, in the past decades, literature reviewed outlined two perspectives of research design that can be followed: qualitative research or quantitative research (Creswell, 1998).

A quantitative approach was followed in the study. The literature reviewed indicated varying degrees with regards to the best method to use. For example, quantitative and qualitative research differs with regards to their fundamentals and in other aspects (Bryman, 2012:35). Bryman (2012:35) proposes that quantitative research is often understood as a research method that focuses more on quantities in the collection and analysis of data. On the other hand, qualitative research usually emphasizes words rather than quantification.

Other researchers preferred to follow a qualitative approach, citing that it provides more insight into the phenomenon rather than the numbers (Patton, 2002). One of the common features of a qualitative research design is the creation of an understanding of data from the analysis (Richards, 2005). In recent years, there has been a paradigm shift towards the utilization of mixed methods (Denzel, 2012).

For the purpose of this study, a survey research design was used. A survey research design is composed of a cross-sectional design in which data for research is collected from various cases in a single point in the form of a structured interview schedule or questionnaire (Bryman, 2012:60).

The literature review provided a variety of research designs that could be used. The examples of research designs are the following; cross-sectional design, longitudinal design, case study and comparative design and experimental design (Bryman, 2012: 44-75).

According to Welman and Kruger (2001:46), "*a research design is the plan according to which we obtain research participants (subjects) and collect information from them*". This research follows a quantitative approach utilising the frequencies, variances and correlations of responses. However, it also included information on the challenges from both implementers and programme managers, regarding M&E in their respective Departments.

4.1.2 Target population

A target population is a community from which the researcher would be able to generalise the results (Welman and Kruger, 2001: 118). On the other hand, the population is the object of the study which can be composed of individuals, organisations, communities etc. (Welman and Kruger, 2001: 46). The most typical example of a population targeted by Statistics South Africa is the people in South Africa. Statistics South Africa normally conducts population estimates and census by visiting individual household.

For the purpose of this research, the population of M&E officials and programme managers in government Departments was important. A population is defined as "*a set of cases from which a sample is taken*" (Saunders, Lewis and Thornhill, 2003:151). The reason for choosing M&E managers was that they produce and disseminate M&E reports. The main objective of M&E reports was to provide information on the progress of project, programmes or policy for decision-making. Programme Managers were included because they have the authority to review policies, programmes and projects. Programme managers were also consumers of M&E reports and decide whether to implement M&E recommendations.

4.1.3 Sampling method

A sample is a lesser representation of the population, (Hedges, 1978:57). According to Imas and Rist (2009:356), a sample is a sub-set of all units. This is different from a census which includes all members of the population. A census is the entire process of collecting, collating, evaluating, analysing, writing and publishing or distributing demographic, social and economic data regarding a specific period for all the people in a country or part of the country (http://www.statssa.gov.za/?page_id=3836).

This means that researchers are not using a census which would be an approach normally used by Statistics South Africa. The reason for selecting a sample can be based on a number of reasons: the feasibility of including the entire population, the budget available, the amount of time and the magnitude of work involved should one consider including the whole population. Sampling is something that is used by human beings on a daily basis. For example, when people are sick the doctor can request a sample of urine or blood to test what could be causing the illness. It is, however, very important that when one selects a sample, a correct sampling method should be followed to ensure the accuracy of the results.

The study involved a combination of probability and non-probability sampling to select the participants. Simple random sampling was a preferred type of probability sampling. Simple sampling is utilised if it is possible to have a list of the entire population and participants are randomly selected from the population (Blanche, Durrhein & Painter, 2006: 137). The simple random sampling was utilised to identify National Departments that implement monitoring and evaluation. In this case, it was possible to get the entire population of the National Departments and select the few.

A second level of sampling involved a non-probability sampling (purposeful sampling). Purposeful sampling was utilised to identify M&E officials and programme managers within each Department. The reason for choosing purposeful sampling was that M&E officials and programme managers meet the criteria and have the characteristics suitable for the study (Patton, 2002:161)

4.1.4 Sample size

A sample size is a measure of the number of individuals that are part of the research of a study (https://sciencing.com/meaning-sample-size-5988804.html). To ensure that results can be generalised and are reliable, a 95% confidence level was utilised. According to Imas and Rist (2009:364), *"a 95% confidence level means that 95 times out of 100, sample results will accurately reflect the population as a whole."*

The sample size was composed of the various levels of managers working in M&E and programme managers from the core programmes of the participating departments. The reason for selecting the two groups was that M&E Managers have the responsibility of guiding M&E process, compiling M&E reports and presenting M&E reports to the executive of the departments. On the other hand, programme managers have the responsibility of designing programmes/policies/managing the implementation of projects, utilising M&E reports.

The following levels formed the core of the study: Monitoring and Evaluation units (Directors, Deputy Directors and Assistant Directors). The core branches were represented by Programme Managers (Directors and Deputy Directors). The total number of national government Departments is 45. A total of 3 national Departments representing (7%) were selected. In each Department One Director, two Deputy Directors in the M&E unit and six Programme Managers were selected.

4.1.5 Data collection method

Data collection is a critical step in any research processes and if the data is not collected properly or has errors, it could result in the entire research being compromised and researchers would have wasted a lot of time and money from tax payers or funders. It provides a basis for conducting analysis and results in the compilation of a report that can be used for decision- making.

Data collection depending on the tools to be utilised to collect data entails the following: field visits, conducting interviews, distribution of questionnaires, distribution of consent forms, use of audio visuals, taking notes, storing of data and anticipation of the ethical issues that may arise (Creswell, 2014:145).

Data collection can be time consuming, complicate and expensive (USAID, 2013:10). However, proper planning and taking the above mentioned into consideration will assist in minimising such challenges.

A structured questionnaire was utilised as a preferred data collection instrument. Structured questions make it easier to analyse data and also allows for the respondents to follow the questions than to be all over the place. The questionnaire was distributed to participants via email and in some instances, it was hand delivered to the participants because they did not have access to a printer. The purpose of using a structured questionnaire was to ensure that it was collected at different sites and levels in a similar manner to reach conclusions and generalise the findings (Imas and Rist, 2009:291). The questionnaire consisted of open-ended and closed- ended questions. Closed-ended questions were pre-coded to minimise delays in processing and coding returned questionnaire.

The open-ended questions focused on challenges, perceptions and suggestions of M&E implementers and programme managers. Open-ended questions allowed the participants to express themselves compared to closed ended questions. In open-ended questionnaires, the element of bias by the researcher is limited because the respondent is not given options (http://readingcraze.com/index.php/open-ended-questions-advantages-disadvantages/).

The open-ended questions were not pre-coded due to responses not being pre-determined. However, once the responses were received, data was prepared through the identification of thematic areas for ease of analysis of data. Deciding what to record was vital in collecting qualitative data to ensure that there are no errors. This means that the process of data cleaning, processing and storage was critical and notes were reviewed to ensure validity and reliability (Yin, 2011:155).

The structured questionnaire ensured that respondents were able to follow questions in a sequence. The questionnaire was emailed to respondents. According to Fourchie (1998:153), there is a risk of low response in using mailed questionnaires. In order to manage the risk identified, approval in the form of a signed consent form was obtained from the participants to be part of the sample and clearly indicated the expectations of participating in the research.

Participants were reminded of the due date for the questionnaire. A follow-up strategy was found to increase the response rate, according to Rossouw (2003:129). One of the risks with the mailed questionnaire was that respondents may not be literate or have resources to return the questionnaire. To mitigate the risk, the targeted population composed of M&E officials and programme managers who did not have challenges in completing the questionnaire on their own.

In designing the questionnaire, it is crucial to ensure that the first section is not threatening to the respondents (Delport, 2005:167). To avoid this, the questionnaire started with demographic and personal details. The section extracted data on geographical location of Department (National or Provincial), ages, gender, educational levels and employment history of respondents. It provided a comparison on the impact of M&E on different levels such as M&E units and core business/programmes in order to be able to conclude on whether the findings are across the different spheres. The second section focused on the implementation of the Government-Wide Monitoring and Evaluation Framework as a guide for M&E in government Departments. The last section focused on the benefit of M&E on decisions regarding planning, policy, programme and project review. This was based on the assumption that M&E reports are utilised for planning and decision-making on whether to continue, review or abandon projects, programmes or policies.

4.1.6 Data analysis

This is a process of *"manipulating, arranging, summarizing, and categorizing of data to get answers to research questions"* (De Vos, Stanford and Fouche, 2005:218). Once the process of data collection was completed, the data was captured, cleaned and coded into Microsoft Excel. It is important to clean the data so that it is free of errors. Data cleaning entails the process of missing and erroneous data is eliminated to ensure the validity and reliability of the outcome of the research (Salkind, 2010).

Data coding is a process of allocating unique identification into the data that was collected for it to be imported from one source to another and be analysed using acceptable language of the data analysis software (Salkind, 2010). Data coding assist researchers to be able to accurately, effectively and efficiently analyse data.

Data coding can be done on both qualitative data and quantitative data. In this study, data was coded and imported into the Statistical Package for Social Scientists (SPSS Version 15), compatible with Windows XP.

For quantitative data, descriptive statistical analysis was conducted using frequency tables and charts on categorical data (pie-charts and bar charts). On continuous data such as grouped frequencies of ages, histograms were utilised to present data.

For qualitative data analysis particularly, open-ended questions, and content analysis (semi-quantitative) were used to identify common themes emanating from responses of the participants. The process of identifying emerging themes is critical to ensure that the data was easier to analyse. It entails identifying common issues that occur and summarising the view into main thematic areas (Patton: 2002). Once the process of identifying themes was completed, coding was done for ease analysis.

4.1.7 Ethical Consideration

Researchers are faced with ethical issues in all stages of research (Cheraghi, 2014). This is why researchers are advise to anticipate questions related to ethical considerations in the research they plan to conduct (Creswel, 2013:95). There are many reasons why ethics should be considered and adhered to when conducting a research study. The following are some of the reasons https://www.niehs.nih.gov/research/resources/bioethics/whatis/index.cfm:

- Respect of intellectual property: this principle is critical to ensure that there is acknowledgement of the work that is done by researchers. For example, the majority of tertiary institution in the country have made it compulsory for all the assignments, research reports etc. to be submitted for Turnitin. This is to ensure that there is no plagiarism of work.
- Accountability to the public: this is to protect the participants and ensure that their rights and dignity are not compromised and that should a researcher conduct himself/herself in an unethical manner, there would be consequences.

- Promotion of morals and social values: ethical dilapidation can result in the harm of human beings, animals or the environment. This is in particular but not limited to research that requires testing of new medicines, chemicals and explosions. Also, it ensures that the researcher abides by the regulations and guidelines. For example, a researcher cannot test an explosive, radiation near a settlement due to the potential harm it may cause to the humans, animals and environment.
- Public support: research participants often feel free to be part of a research study if for example confidentiality is emphasised. Further, researchers are likely to get funding if the element of ethical principles (quality & integrity) is outlined and emphasised in the research.

Before the respondents completed the questionnaire, a consent form was distributed. The purpose of the consent form was to ensure that respondents are aware of the background of the study, what the results/findings were to be utilised for and also to ensure that they are aware that the information they have provided will be treated with confidentiality. It was also critical to ensure that participants signed the consent form they agree to participate in the study and that they were not forced or coerced through unethical means. The responses from the participants were not quoted directly.

4.1.8 Limitations of the Research

It is important to acknowledge that research by its nature will have some limitations (Ioannidis, 2006). That is why researchers must constantly have to test findings to improve on the previous studies. Limitations serve as a basis for future researches and provide researchers with information they can improve on when conducting a similar research. Limitations can also provide researchers with information that could result in the discontinuation of the study. This could save a lot of time and resources that were planned for the research.

It is important to note that the study utilised a purposive sampling method. By virtue of using purposive sampling, there will be an element of bias. Purposive sampling is a non-probability sampling method, meaning that the findings of the study cannot be generalised to the entire population.

The bias in this case was towards the selection of respondents in management positions as decision makers. Unwillingness and a lack of support from government Departments that were initially earmarked for the study, resulted in the affected Departments being excluded from the study.

4.1.9 Relevance of the study

Monitoring and Evaluation is constantly growing and evolving due to the demands and the environment that the profession exists in. This requires constant research that brings new information and new ways of dealing with issues to ensure that government departments are able to keep up with the latest ways of implementing M&E processes.

The study is critical as it will make a contribution to the current information vacuum on the utilization of monitoring and evaluation findings, particularly in the government Departments in South Africa. The study will serve as a basis for referral for future studies that may be conducted. The study also provides information on the current status of monitoring and evaluation in the selected Departments. Management in the Departments that are part of the study will use the information and recommendations to improve the implementation of monitoring and evaluation systems in their departments. Porter & Goldman (2013:2) mentions that for M&E report to be utilised, it is important that the demand should come internally rather than from the external forces such as funders.

4.2 CONCLUSION

This section outlined the methodology followed in conducting the research. The section introduced the purpose of the study, the research design, ethical considerations, limitation and relevance of the study. The areas outlined in this section provide the technicalities that are to be considered in conducting social science research. This provides any reader with insight into whether the research was done properly and whether it can be utilised in the future or duplicated. The section also affirms the element of reliability and validity of the research.

CHAPTER 5

5. DATA COLLECTION, PRESENTATION AND ANALYSIS

5.1 INTRODUCTION

This chapter outlines the presentation of data analysed and key research findings. The data analysis was divided into two main categories: quantitative analysis and qualitative analysis. On open-ended responses, the researcher identified themes that emerged during the interpretation of data recorded. The quantitative analysis focuses on the closed-ended questions and the qualitative analysis focused on the open-ended responses.

Monitoring and Evaluation is a management tool that when applied correctly, can benefit any organisation, government Department or institution. What follows is the data analysis after the data was collected through self-administered and structured questionnaires. The analysis of data was conducted with a Statistical Package for Social Sciences (SPSS) version 15. The purpose of collecting the data was to determine the consistency in responses and also to gather opinions from the participants.

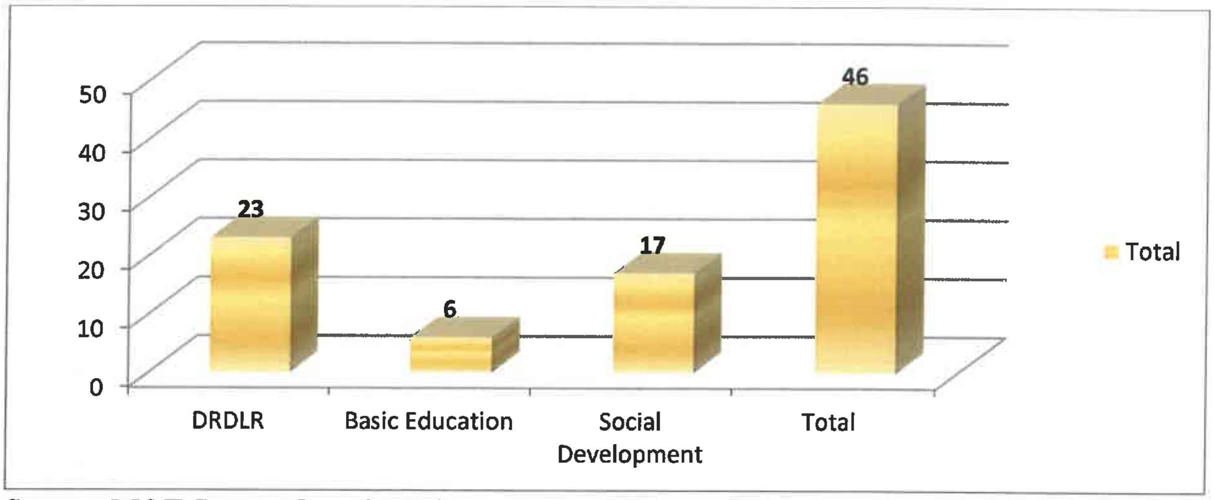
5.1.1 DEMOGRAPHIC INFORMATION

A purposeful sampling method was applied to identify the participants. The total number of responses was 46. The total number of participants was made up of managers from three government Departments. The managers targeted were at different levels, Assistant Director, Deputy Director and Directors. It was important to ensure that the participants were from both core business (consumers of M&E reports) and M&E managers (developers and managers of M&E processes).

5.1.1.1 Distribution per government Departments

The purpose of selecting three Departments was to determine if there was a common implementation, understanding and implementation of M&E processes. Figure 5.1 below presents the total number of respondents per government Department. There were 23 respondents from the Department of Rural Development and Land Reform (DRDLR).
There were 17 Respondents from the Department of Social Development and 6 respondents form the Department of Basic Education.

Figure 5.1: Distribution of Government Departments.

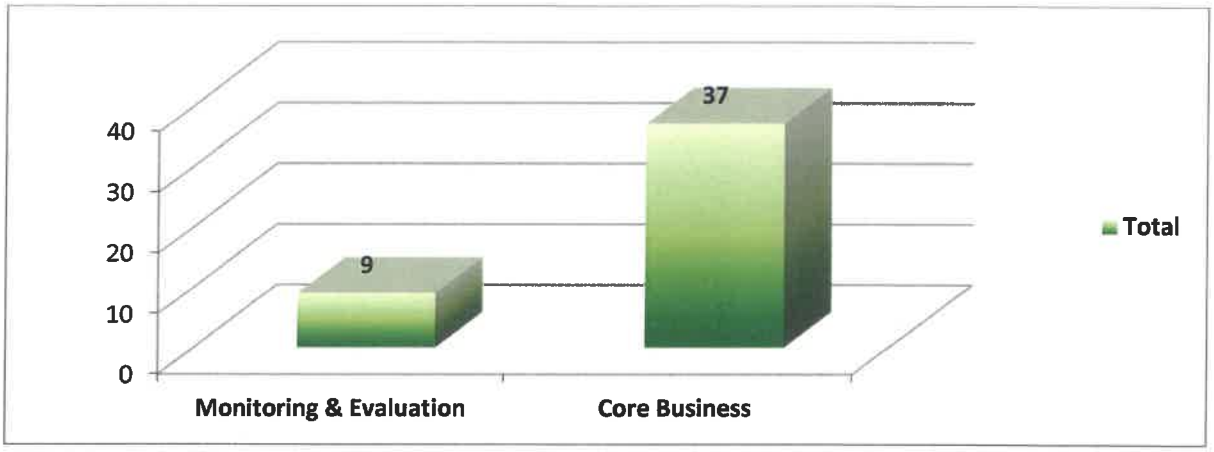


Source: M&E Survey Questionnaire Data

5.1.1.2 Distribution per area of service delivery

Figure 5.2 below indicates that the majority of respondents were from the core businesses. The results are significant for the study because core businesses are managers entrusted with the responsibility of implementing monitoring and evaluation recommendations. They also have the responsibility of making decisions whether to continue implementing particular projects or programmes based on the monitoring and evaluation recommendations. Most importantly, they are accountable for any irregular issues in the projects or programmes that are within their areas of responsibility. Of the total population, the managers from the core business were 37(80%) in number and participants from M&E were 9(20%).

Figure 5.2: Total number of respondents per service delivery area.

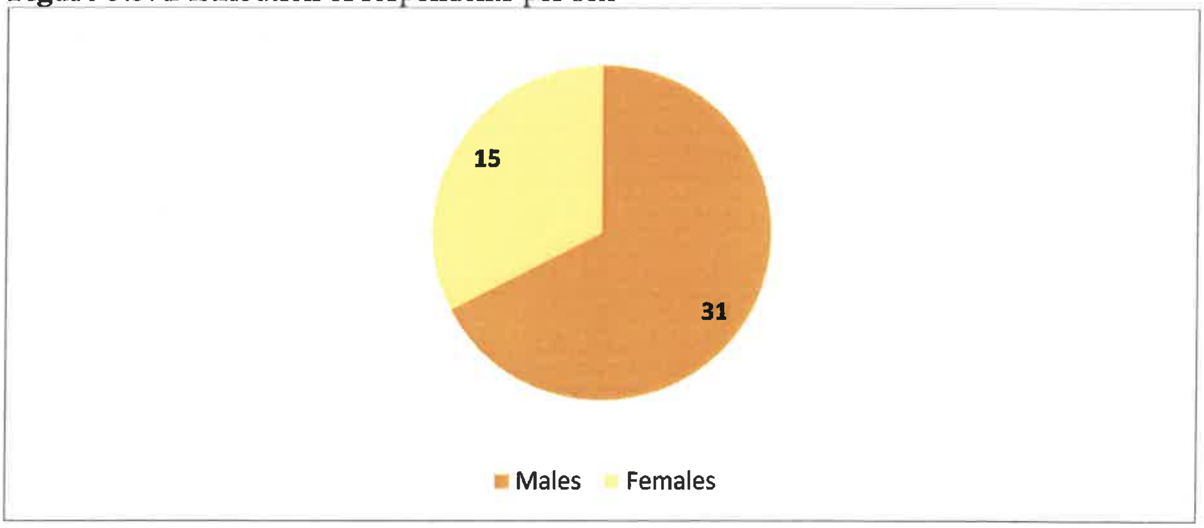


Source: M&E Survey Questionnaire Data

5.1.1.3 Distribution of respondents per sex

Figure 5.3 below indicates that the majority of managers in the three government Departments that participated in the study are males 31(67%), with 15 females (33%). The results are an indication that the government efforts to empower women have not yet yielded the required results. The management position 24 years into a democratic dispensation still continues to be dominated by men.

Figure 5.3: Distribution of respondents per sex

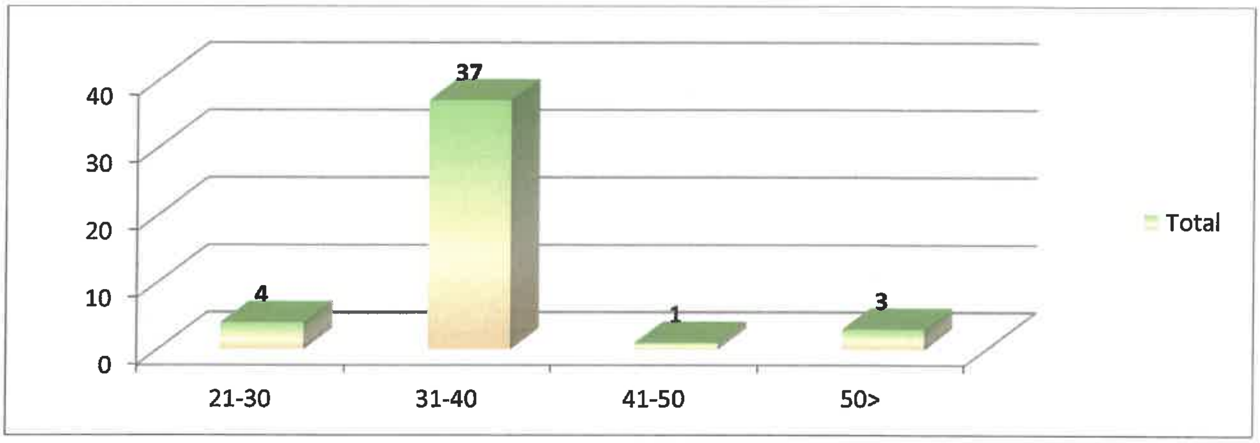


Source: M&E Survey Questionnaire Data

5.1.1.4 Distribution of respondents according to age

Figure 5.4 below indicates that the majority of participants 37(80%) were between the ages 31-40. The ages of respondents indicate that the majority of the managers in the Departments that participated in the study are young adults. The results are encouraging because participants still have long service to offer before they retire, meaning that they should be able to contribute to the monitoring and evaluation processes in the country. There were 4(9%) participants between the ages of 21 and 30 years. It is encouraging to note that there are young people in the management in government Departments. The young management as presented by the chart below are the future of M&E systems within government Departments. Only 01(2%) person was in the age category of 41-50 and 3(7%) participants were 50 years and above.

Figure 5.4: Distribution of respondents according to age



Source: M&E Survey Questionnaire Data

5.1.1.5 Distribution of respondents according to the level of education

Table 5.1 below indicates that the majority of participants 32(67%) have a post-graduate qualification. Only 14(30%) of the participants have a diploma. This indicates that the management who participated are educated and capacitated in most of the areas of development. It is, however, interesting to note that none of the respondents indicated that they have a certificate in M&E.

Table 5.1: Distribution of respondents according to the level of education

Educational level of participants	Total
Grade 12	0
Certificate in M&E	0
Diploma	0
Degree	14
Post-grad. Qualification	32
Total	46

Source: M&E Survey Questionnaire Data

5.1.1.6 Distribution of respondents according to work experience

Table 5.2 below indicates that the majority of participants 25(54%) have experience of more than 10 years in government. The result is significant to the study because it indicates that the participants have been in government for sufficient time to be able to provide full insight into the understanding and implementation of M&E processes. A total of 14(30%) of participants also indicated that they have work experience of between 6-10 years. A total of 11(24%) had experience of 1-2 years. A total of 6(13%) had work experience of less than a year.

Table 5.2: Distribution of respondents according to work experience

Number of years worked	Total
1<	6
1-2year	11
2-5 years	7
6-10 years	14
10 years>	25
Total	46

Source: M&E Survey Questionnaire Data

5.1.2 OVERALL GENERAL RESPONSES TO QUESTIONS

The extent to which the Department of Planning, Monitoring & Evaluation assists government Departments on M&E related matters.

Table 5.3 below presents that the majority of participants (23) indicated that the support provided by the DPME is limited. The result is a concern, considering that the DPME is a lead Department and one of its core mandates is support of government Departments. A total of 20 (46%) participants indicated that the DPME supports them with capacity building. This is a lower percentage compared to the findings in Ethiopia where 80% indicated that there is no capacity building (Regassa, 2017: 45). The results are crucial because currently, there are only four universities in the country that offer formalised and accredited course in monitoring and evaluation, namely, University of Pretoria, University of Johannesburg, University of Cape Town and University of Stellenbosch. One participant indicated that there is no support provided by DPME.

One participant indicated that the DPME supports them financially and 01 participant indicated that the DPME assists them with other support that was not listed.

Table 5.3: Extent of assistance offered by DPME

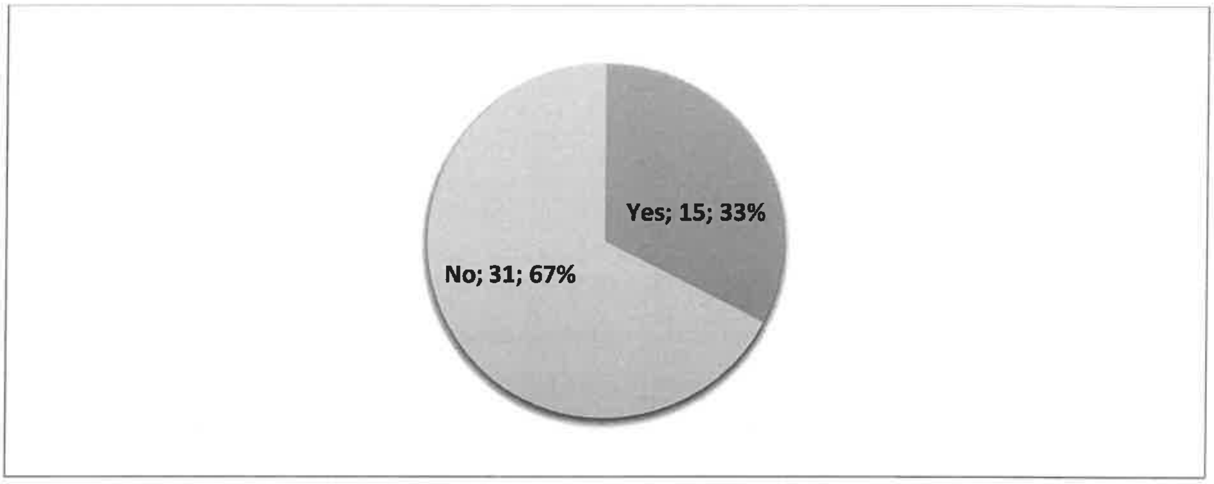
Extent Assist Department of DMPE M&E Related Matters	Total
None	1
Limited	23
Capacity Building	20
Funding	1
Other	1
Total	46

Source: M&E Survey Questionnaire Data

Is there any training calendar on monitoring and evaluation related processes?

Figure 5.5 below displays that the majority of participants 31(67%) indicated that there is no training calendar available in their Departments. A total of 15(33%) of participants indicated that there is a calendar available in their government Departments. This gives an indication that training in the identified government Departments is haphazard and not properly planned. This could have major implications on the availability of the budget to train officials if there is no calendar that serves as a training plan.

Figure 5.5: Existence of a Departmental training calendar

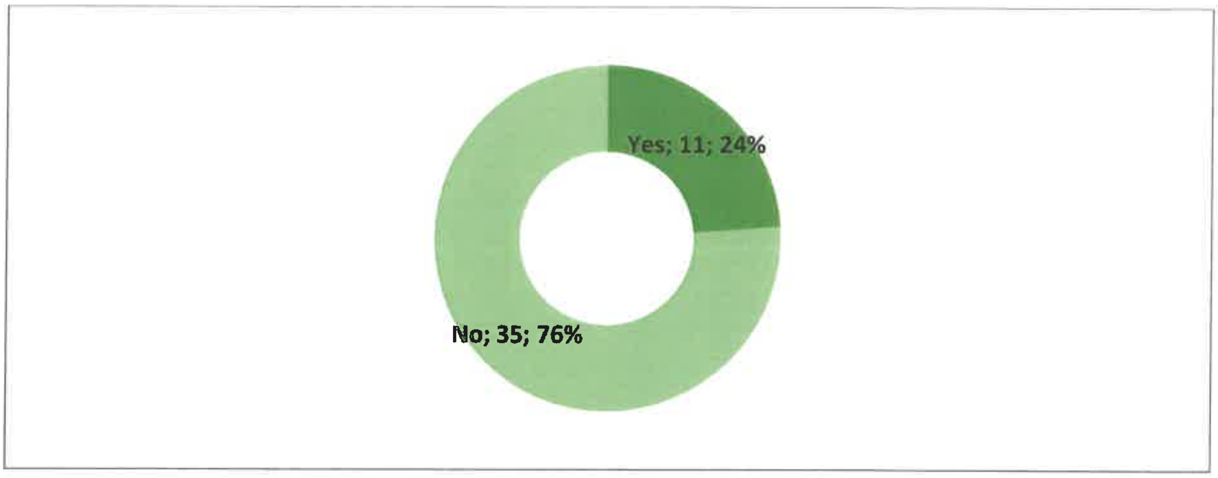


Source: M&E Survey Questionnaire Data

Have you received any training arranged by your Department on M&E related processes?

Figure 5.6 below presents the total number of participants who responded to the question regarding whether the Department has provided any M&E related training. A total of 35(76%) of participants indicated that there is no training on M&E arranged by their Departments. Only 11(24%) of participants indicated that their Departments had arranged training in M&E for them.

Figure 5.6: Training arranged by the Department



Source: M&E Survey Questionnaire Data

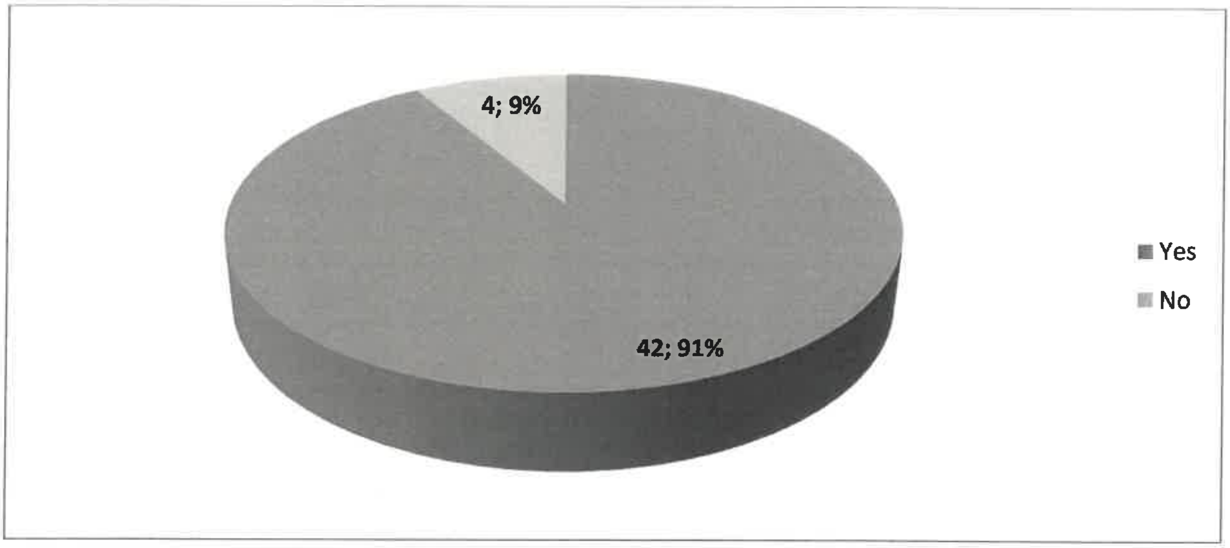
Does your Department prioritise training in monitoring and evaluation?

A total of 31 participants indicated that there are reports produced by their government Departments. The remaining 15 participants indicated that there are no reports produced by their Departments.

Standard set of indicators

Figure 5.7 below presents results collected from the participants that responded to the question on whether there is a standard set of indicators in their Departments. A total of 42(91%) indicated that there is a standard set of indicators in their Departments. The remaining 4(9%) indicated that there was no standard set of indicators.

Figure 5.7: Availability of a standard set of indicators

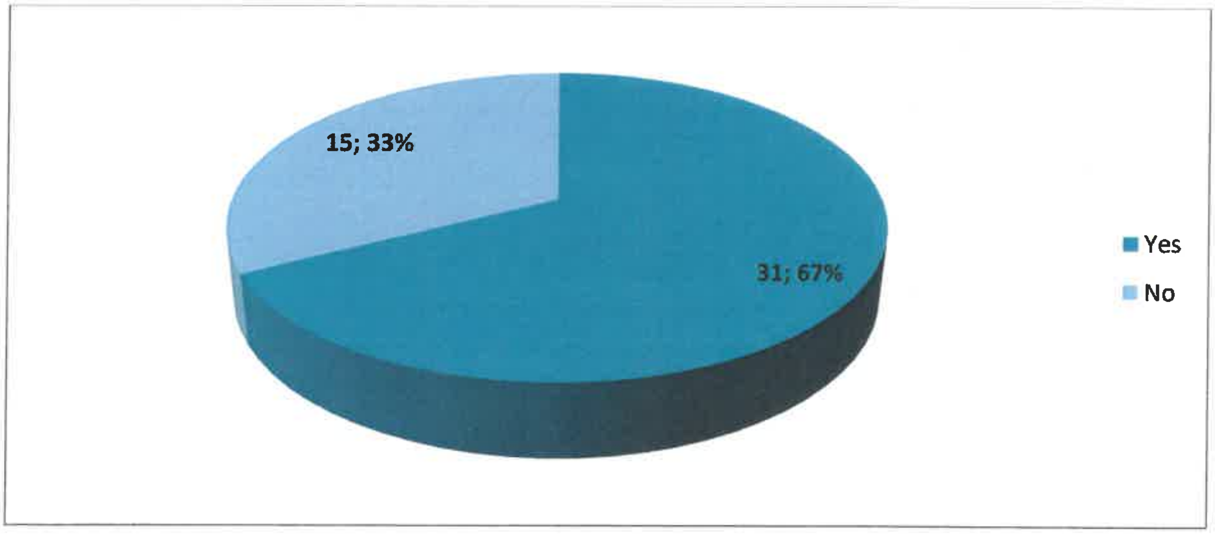


Source: M&E Survey Questionnaire Data

Standard Reporting Templates

Figure 5.8 below shows that the majority of respondents 31(67%) indicated that there are standard reporting templates utilised in the government Departments. The remaining 15(33%) indicated that there were no standard reporting templates utilised for reporting.

Figure 5.8: Availability of standard reporting templates



Source: M&E Survey Questionnaire Data

Frequency of Monitoring Reports

Table 5.4 below present the responses by the participants on the frequency of production of monitoring reports by their Departments. Quarterly reports were reported by 50% of participants as frequency of reporting by their Departments. The remaining 50% indicated that they produce their reports on an annual basis.

Table 5.4: Frequency of Production of Monitoring Reports

Response	Total	%
Monthly	0	0%
Quarterly	23	50%
Annually	23	50%
Other	0	0%

Source: M&E Survey Questionnaire Data

Frequency of Evaluation Studies

Table 5.5 below presents responses by the participants regarding frequency of conducting evaluation studies in their Departments. About 53% of participants indicated that evaluation studies are conducted annually in their Departments.

About 36% responded other in their responses, meaning they are not conducted on a quarterly or annual basis. About 13% of the respondents indicated that they are conducted on a quarterly basis.

Table 5.5: Frequency of Evaluation Studies

Response	Total	%
Quarterly	6	13%
Annually	19	53%
Other	20	36%

Source: M&E Survey Questionnaire Data

Method of dissemination of monitoring and evaluation reports

Table 5.6 below presents respondents on the method of dissemination of M&E findings. The most preferred method of dissemination is through presentations 16(34%), followed by hard copies and other methods reported by 15(33%) of respondents.

Table 5.6: Dissemination of M&E Findings

Response	Total	%
Hard Copies	15	33%
Presentations	16	34%
Other	15	33%

Source: M&E Survey Questionnaire Data

Participation of monitoring and evaluation in programme review

Table 5.7 below presents responses regarding participation of government Departments in programme review. A total of 29(63%) of participants indicated that their government Departments M&E participates during a programme review. A total of 16(35%) indicated that M&E does not participate in programme review in their Departments. There was 01(2%) respondent who did not answer the question.

Table 5.7: Participation of monitoring and evaluation in programme review

Response	Total	%
Yes	29	63%
No	16	35%
No response	1	2%

Source: M&E Survey Questionnaire Data

Participation of monitoring and evaluation during Budget Allocation.

Table 5.8 below presents the responses from participants regarding the participation of M&E during budget allocation. The majority of participants 31(67%) indicated that M&E does not participate during the budget allocation process. About 15(33%) of participants indicated that M&E participates during the budget allocation process.

Table 5.8: Participation of monitoring and evaluation in budget allocation.

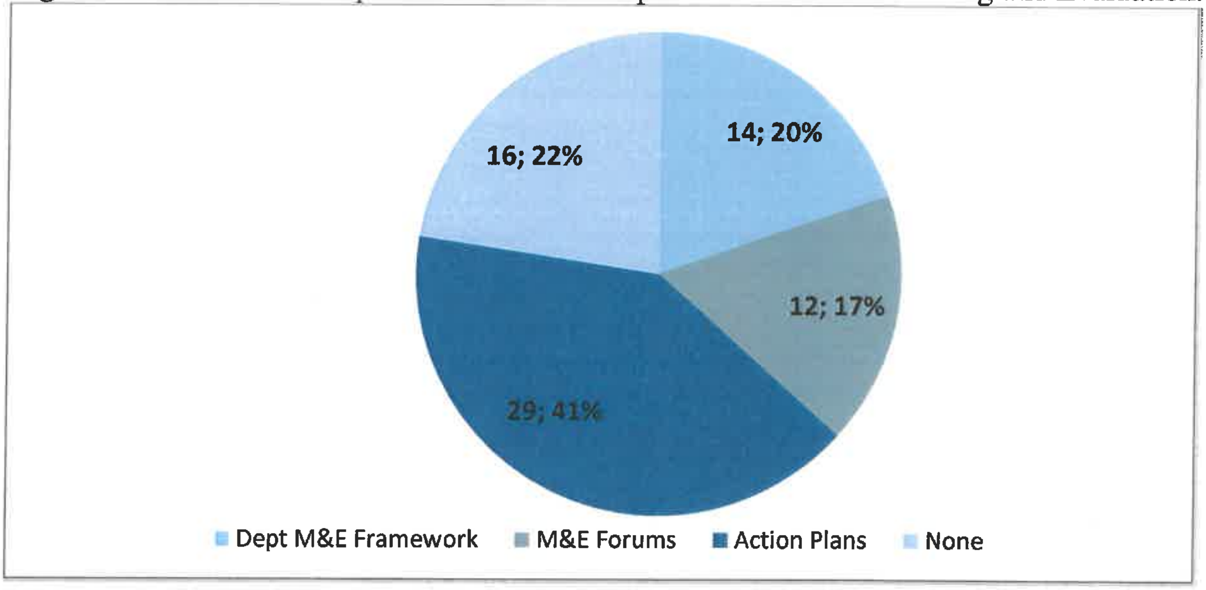
Response	Total	%
Yes	15	33%
No	31	67%

Source: M&E Survey Questionnaire Data

Mechanisms in place to ensure implementation of M&E Recommendations

Figure 5.9 below presents responses regarding whether there are mechanisms in place to ensure the implementation of M&E recommendations. About 29(41%) of respondents indicated that action plans are developed to implement and monitor the implementation of M&E recommendations. About 16(22%) indicated that there were no mechanisms in their Department. About 14(20%) participants indicated that they were guided by the GWM&EF and about 12(17%) indicated that they use M&E Forums as a way of implementing M&E recommendations.

Figure 5.9: Mechanism in place to ensure the implementation of Monitoring and Evaluation.



Source: M&E Survey Questionnaire Data

Are monitoring and evaluation results utilised

Table 5.9 below presents responses regarding utilisation of M&E findings by government Departments. The majority of respondents 24(52%) indicated that M&E recommendations were implemented in their Departments. About 22(42%) indicated that they were not implemented.

Table 5.9: Utilisation of monitoring and evaluation recommendations.

Response	Total	%
Yes	24	52%
No	22	48%

Source: M&E Survey Questionnaire Data

Does monitoring and evaluation bring value in your Department?

Table 5.10 below presents responses regarding the opinions on the value brought by the M&E in their Departments. The results were a tie, with 50% of participants indicating that M&E brings value to their Departments and 50% indicating the M&E does not bring value in their Departments.

Table 5.10: Value of M&E in selected government Departments

Response	Total	%
Yes	23	50%
No	23	50%

Source: M&E Survey Questionnaire Data

Are the government Departments compliant to the Government Wide Monitoring & Evaluation Framework?

Table 5.11 below outlines responses by the participants regarding compliance of the Departments with the Government-wide Monitoring and Evaluation Framework. A total of 35(76%) of participants indicated that their Departments comply with the Government-wide Monitoring and Evaluation Framework. About 16(24%) of the respondents indicated that their Departments do not comply with the GWM&EF.

Table 5.11: Compliance of government Departments to the GWM&EF.

Response	Total	%
Yes	35	76%
No	16	24%

Source: M&E Survey Questionnaire Data

Elaboration on the response

In elaborating on the yes response, about 31(67%) of participants indicated that their Departments are compliant to the GWM&EF through programme monitoring. About 31(67%) of participants cited evaluation studies conducted by their Department as one of the areas of compliance. About 27(39%) mentioned development of a standard set of indicators utilised for monitoring.

About 11(24%) mentioned feedback from the Department of Planning Monitoring and Evaluation (DPME) during forums. About 6(13%) cited the understanding of the M&E process itself. About 3(7%) mentioned that the evidence on the moderated MPAT Reports from DPME has given them the confidence that they are compliant. Only 1(2%) indicated that the understanding of the GWM&EF has led them to believe that they are compliant. Of the participants who responded negatively, about 16(24%) indicated that they did not believe that their Departments met all the requirements as per the GWM&EF.

Benefits of the monitoring and evaluation

The majority of participants 36(78%) indicated that one of the benefits from M&E is that it improves service delivery and programme implementation. About 6(13%) of participants indicated that it ensures accountability to communities or beneficiaries. About 4(8%) participants indicated that it provides information to management so that they are able to make informed decisions. One (2%) participant indicated that it determines the impact made by the programme/project. One (2%) participant indicated that M&E does not have any benefits.

5.1.3 CONCLUSION

The research findings have demonstrated the perceptions, knowledge and expectations of respondents regarding the implementation of M&E findings. It is encouraging to note that the majority of respondents see the value of M&E in their Departments. Also important is the confirmation from the respondents on the theory that M&E is there to assist managers to be able to make decisions, to change or influence or advocate for changes in policies based on the findings. The majority of respondents also indicated that there is value in the M&E in government. This means that managers are able to use the information that comes from the M&E reports and are able to follow-up on the recommendations of the M&E.

However, it is a concern that there is a difference of 4% between those who indicated that M&E recommendations are implemented compared to those that indicated that they are not implemented. Upon close scrutiny, only the Department of Basic Education had a 100% of respondents indicated that the M&E recommendations are implemented. The majority of respondents in the DRDLR also indicated that the M&E recommendations are implemented.

However, the majority of respondents in the Department of Social Development indicated that the M&E recommendations are not implemented.

5.2 DISCUSSION OF KEY FINDINGS

The following is a detailed analysis of findings based on the tools used to collect data and respondents from participants. The analysis also provides an insight into some of the key factors that are critical for utilisation and sustainability of an M&E system. The key factors include the following: capacity to implement an M&E system, participation of the M&E unit during policy, programme or budget review, training of both M&E officials and general staff on M&E related activities.

5.2.1 To what extent has the DPME assisted your Department on M&E related matters?

The responses from the DRDLR mostly ranged from *none* to *limited* and capacity building was listed as the type of support that DRDLR received from DPME. The limitation in terms of the support provided could be an indication that the Department does not necessarily need support from DPME. The responses to questions posed earlier indicate that the Department is at an advanced level of monitoring and evaluation. This is encouraging to observe considering the importance of monitoring and evaluation as a management tool.

The responses from DBE indicated a variety of extent of assistance provided. The number and variety of support provided by the DPME to the DBE indicates that the Department is not at a level where it should be at with regard to monitoring and evaluation. The Department still needs substantial support from DPME. This is, however, a good indication that it is a Department that is ready to improve and learn from what is provided.

The responses from the DSD only mentioned limited support and capacity building to type of support provided by the DPME. The perceptions by the DSD are a cause for concern and seem to indicate that there is not much support provided by DPME. The varying perceptions by the Departments on the support provided by DPME indicate a limited coordination that is supposed to be played by the DPME. The GWM&EF indicates that the DPME as a lead Department will provide support to government Departments.

The failure by DPME to render such support results in Departments being discouraged to monitor and evaluate their programmes as they should.

5.2.1 Is there a training calendar in your Department on M&E related activities?

All the respondents from the DRDLR indicated that there is a training calendar in the Department. The responses indicate that there is good information sharing and coordination of training in the Department. About 50% of respondents from DBE indicated that there is a training calendar and 50% indicated that there is no training calendar. The varying understanding of the availability of the training calendar indicates a possible lack of coordination and information sharing on training activities in the Department.

Although the majority of respondents indicated that there is a training calendar in the Department, the number of those who did not know of the training calendar is significantly high at 37%. This is an indication that to a certain extent, the training is not well coordinated. It is noted that there are varying perceptions and knowledge of training matters in DSD and DBE. The lack of uniform understanding may have a negative impact on the implementation of M&E processes, in the sense that staff will not receive the training they need to enable them to work effectively due to lack of knowledge of the resources available to them.

5.2.2 Have you ever received training on M&E arranged by your Department?

About 96% of respondents at DRDLR indicated that they have received training in M&E provided by the Department. The responses from DRDLR indicate that management and officials themselves take monitoring and evaluation seriously. This an indication of support provided by top management by ensuring that there is budget allocated to training and that officials are afforded the opportunity to get training.

About 67% of respondents in the DBE indicated that they have not received any training provided by the Department. This is an indication that capacitating M&E in DBE is not a priority. It is a cause for concern because it may mean that the work of the M&E may not be taken seriously and recommendations not implemented.

About 84% of respondents at the DSD indicated that they have attended training arranged by their Department. Similar to the DRDLR, the DSD is prioritising training, officials are released to attend workshops and there is budget that is set aside to ensure that training happens. This is a Department to show what management support can achieve. The lack of training by the DBE corresponds with the varying understanding on the availability of training, as stated in the previous question.

5.2.3 In your opinion, do you think training of officials by the Department is prioritised?

The majority of respondents in DRDLR indicated that training is not prioritised. This contradicts the previous response by the majority that a training calendar is available and there is training that has been provided to officials on M&E related activities. There is a need for further investigation in this area to determine the cause for the contradiction. However, data cleaning was conducted to eliminate such risk. About 83% of respondents from the DBE indicated that training is not prioritised in their Department. This corresponds with the answers provided previously.

The majority of respondents in DSD indicated that the training is not prioritised in their Department. Similarly to the DRDLR, officials in DSD indicated that training is not prioritised in their Department, contradicting the previous statements.

5.2.4 Is the M&E requested by management to participate during policy review?

The Department of Rural Development and Land Reform recorded the highest percentage on this question. The majority of respondents (88%) from DRDLR indicated that the M&E is invited to the session where policy reviews are conducted. The high number of those who indicated that M&E is invited to the policy review session indicates that management sees value in monitoring and evaluation.

The majority (67%) of respondents from DBE indicated that they do not participate in programme review. The majority (59%) of participants in DSD also indicated that M&E does not participate in programme review. Both responses from DSD and DBE correspond with the previous responses regarding M&E training related issues.

5.2.5 Is M&E requested by management to participate in programme review?

The Department of Social Development scored the highest percentage in this question. This is an indication that the principals in this Department take monitoring and evaluation seriously. About 63% of respondents from DSD indicated that M&E is invited to participate in programme review.

About 50% of respondents from DRDLR indicated that they participate in programme review. There was one respondent who did not answer the question. The research has found that in all the government Departments, M&E is invited to participate in programme review. All respondents from DBE indicated that M&E is invited to participate in programme review.

5.2.6 Is M&E invited by management to participate in budget allocation?

About 71% of respondents from DRDLR indicated that M&E is not invited to participate during budget allocation. About 80% of the respondents from DBE indicated that M&E is invited to participate during budget allocation. About 63% of participants from DSD indicated that M&E is not invited to participate in budget allocation.

The above findings indicate that in two government Departments that participated in a study, the contribution of M&E as entrusted with the responsibility of monitoring and reporting is not considered. This raises questions as to how management allocates the budget. What informs management on how much budget must go where, if the M&E staff are not invited?

5.2.7 Are there mechanisms in place to ensure that M&E findings/recommendations are implemented?

Varying types of mechanisms are in place to ensure the implementation of M&E recommendations. The use of presentations is the most preferred method across government Departments. There are, however, other supplementing methods such as M&E forums, action plan and the intranet of the Department. The research findings indicate that there are mechanisms in place in all government Departments. However, it is not clear whether those mechanisms are working.

5.2.8 In your opinion, do you think M&E brings value to your Department?

About 75% of respondents in DRDLR indicated that M&E brings value to the Department. Similar responses were noted in the DBE, where 83% of respondents also indicated that M&E brings value to their Department. However, in DSD 84% of respondents indicated that M&E does not bring value to their Department.

This finding indicates that M&E within DSD may be dysfunctional or lacks coordination. The findings were not expected, considering that the managers in DSD had showed positive perceptions in previous questions. It also indicates that although there is a training calendar, training is conducted, M&E is invited to sessions, a standard set of indicators and standard reporting templates are available, management still does not see the value of M&E.

5.2.9 In your opinion, do you think the Department is compliant with the Government-wide M&E Framework?

The majority of respondents across the government Departments indicate that there is compliance to the GWM&EF. The reasons stated for the responses are as follows:

- There is a set of standard indicators
- There are standard reporting templates
- There is positive feedback received from DPME during M&E forums
- Monitoring and evaluation reports are produced as per legislated time frames.

5.2.10 What are some of the benefits of an M&E?

The following responses were provided as benefits of the M&E:

- It provides information to make decisions
- It provides progress on programmes and projects
- It ensures accountability of all the stakeholders
- It also determines impact of programmes and projects.

5.3 CONCLUSION

This chapter has outlined the responses by managers per government Department. The research results indicate that there seems to be a lack of support towards M&E processes in the DSD. This is evidenced by the responses regarding availability of a training calendar, participation of M&E in budget reviews, policy reviews and also perceptions by the respondents, that M&E has no value in their Department. Important to note are similar contradictory findings on the respondents from the DBE. DRDLR, however, revealed more positive responses. The results indicate the in DRDLR, M&E is taken seriously. All in all, M&E recommendations are implemented, although to varying degrees.

CHAPTER 6

6. GENERAL CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

This chapter provides the conclusions drawn from the research and makes recommendations to improve the process and areas of focus for future research. It is composed of the following sections: research objectives, research questions, summary of findings and recommendations. The overall findings of the research relate to the various areas that determine whether the M&E findings can be utilised or not.

6.2 Research Objectives

The research objectives were as follows:

- To determine the extent to which M&E recommendations have been implemented in government Departments in an attempt to improve projects, programmes and policies.
- To ascertain the benefits being realised by government Departments that implemented M&E recommendations.
- To identify challenges M&E practitioners and programme managers are experiencing in implementing recommendations.
- To make recommendations as to best strategies to ensure that M&E recommendations are implemented during planning, project, programme and policy reviews.

To a certain extent, the research has achieved all the objectives it intended to achieve.

6.3 Research Question

The research intended to answer the following questions:

- To what extent are M&E recommendations implemented in government Departments?
- What are the benefits to government Departments that implement M&E recommendations?
- What challenges are M&E practitioners and programme managers experience in implementing recommendations?

- What strategies could be implemented to ensure that M&E recommendations are implemented during planning, policy review and decision-making?
- Are government Departments compliant to the Policy Framework on Government-wide Monitoring and Evaluation System that serves as a guide to ensure standardised M&E of performance in the public sector?
- Is the lead Department of Planning, Monitoring and Evaluation rendering support to different government Departments to ensure that they are able to implement the Government-wide Monitoring and Evaluation Framework in their Departments?

6.4 Summary of research findings.

The research findings highlighted the following;

- There is compliance with the M&E framework.
- There are set of indicators monitoring the government Departments, as indicated by many authors of M&E books. The relevance of this is that Departments are able to track or monitor performance accordingly by tracking a particular set of indicators.
- There are standard reporting templates. These are critical to ensure that the data that is collected is uniform and can stand the audit process.
- There is training conducted by government Departments. Capacity building/skills development in M&E assists in ensuring that the employees are on par with the latest development in M&E activities. It also empowers staff to be competent in the execution of their tasks.
- There are mechanisms in place to ensure that M&E recommendations are implemented. Although these vary from one Department to the other, this should not be cause for concern because the environment in which Departments operate in is not the same.

Some of the issues that emerged from the research are as follows:

- <u>Inadequate environment for effective M&E in the Departments that participated in the study</u>. According to Robert (2005:4), it is critical for the environment to be conducive for M&E to be successful. The commitment entails allocation of resources by management, support of the M&E, utilization of reports etc.

The research has found that in the three government Departments, the environment to a certain extent is limited. The limitation may result in the M&E findings not being fully implemented.

- Limited understanding of M&E as a management tool. The findings with regard to lack of participation in policy review, budget allocation, and unavailability of a training calendar, are an indication that there is a lack of understanding of the monitoring and evaluation process as a management instrument. If management in the Departments had a thorough understanding of M&E, during programme review, budget review, policy review and any other decision-making structures, M&E would be prioritised because it provides information that can enable them to make decisions.

- Inadequate coordination of M&E. The research has found contradictions within the Department on responses provided by managers. The contradictions, for example, were that 50% of respondents indicated that there is no training calendar and 50% indicated that there *is* a training calendar. These responses are an indication of inadequate coordination in the Department. Ideally, all M&E related activities should be known by all the staff in the Department.

- Inadequate support provided by the DPME. The research has found that government Departments are not receiving adequate support that they are supposed to receive from the DPME. The inadequate support has a negative effect on the utilisation of monitoring and evaluation results. This is because DPME as an oversight Department should develop action plans to monitor the implementation/utilization of M&E findings and recommendations by government Departments.

If DPME is not coming to the fore, government Departments tend to relax. This is exacerbated by the fact that M&E in these Departments is fairly new and they still need to be mentored.

6.5 RECOMMENDATIONS

Research is not very useful if there are no recommendations that are made. Some of the recommendations, especially those made on evaluation studies, may not be well received by the management or accounting officers in the Departments. This is mostly due to the fact that some of the projects and programmes are political in nature. However, the principal also has to strike the balance between satisfying political heads without compromising the quality of service or information provided.

The following are some of the recommendations made:

6.5.1 Recommendations to Department of Rural Development Land Reform

A training plan with areas of skills development must be developed and circulated to all officials in the Department.

The majority of responses received from DRDLR were positive in the sense that they show a well-established and trusted monitoring and evaluation unit. Although the research made positive findings, there are two areas that need to be improved:

- DRDLR must make sure that there is a plan in place to ensure that staff is prioritised for training, especially when that training is relevant to the work the staff is doing.
- DRDLR must also develop a training plan and circulate it to all stakeholders, indicating the various training areas that will be funded in that financial year.

6.5.2 Recommendations to Department of Basic Education

Managers responsible for M&E must conduct advocacy sessions on M&E processes so that there is buy-in from all the stakeholders to ensure that its benefits are realised.

The research has found that M&E is valuable in the DBE and M&E recommendations are implemented. However, there are three issues that need to be dealt with by the DBE in order to ensure the utilization of M&E findings and recommendations:

- A training calendar must be developed and circulated to all staff to ensure that everyone is aware of the calendar.
- DBE must source a list of training areas from staff to ensure that training offered is relevant.

- M&E must be invited to programme review sessions so that the unit can present performance of programmes and projects with an objective view.

6.5.3 Recommendations to Department of Social Development

M&E reports must be circulated to all and capacity building sessions on M&E be conducted for all officials in the department.

The research has found that M&E recommendations are implemented to a certain extent by DSD. The Department must improve on the following:

- A marketing strategy for M&E must be embarked on to ensure that staff and management are aware of the services rendered by M&E to improve the utilisation and implementation of recommendations.
- M&E managers must conduct presentations on the performance of the Department on branch management meetings to ensure that reports are utilised and recommendations are implemented.
- In the subsequent messages, programme managers must present progress against the action plans in their branch management meetings.

6.5.4 Recommendations to Department of Planning Monitoring and Evaluation

A capacity building strategy for government departments must be developed in consultation with the departments so that it meets their needs.

DPME has been perceived as not rendering enough support to government Departments. It is important that DPME develop a capacity building plan and marketing strategy for the services they render. The capacity building plan must indicate the following:

- Source information at the beginning of each financial year on the needs of government Departments
- Type of support can DPME provided to government Departments
- Frequency of support provided by DPME
- Strengthen the monitoring of government Departments to ensure that it meets its oversight mandate

6.6 RECOMMENDATIONS FOR FUTURE RESEARCH

It is recommended that in future, research must be conducted on the implementation of action plans that are developed to implement M&E recommendations.

6.7 CONCLUSION

In conclusion, the study scrutinised the utilisation of monitoring and evaluation findings in the South African Government Departments to inform policy. The literature reviewed provided a varying perspective regarding the utilisation of monitoring and evaluation findings. The literature indicates that in some countries and their government departments, the findings and recommendations as per the reports produced are implemented, whereas in other countries, they are not implemented. A variety of reasons were provided on why in some of the countries the findings and the recommendations were not implemented. The challenges range from poor quality of information produced, to lack of political support and budgetary constraints.

However, the findings on the three departments that were part of this study indicate that recommendations based on monitoring and evaluation reports are implemented. This means that management in the departments do utilise the findings and recommendations of monitoring and evaluation reports. This finding is encouraging as it is an indication that M&E in government is beginning to stabilise and is starting to add value towards ensuring effective and efficient deliveries of services to the communities.

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8. APPENDICIES

UNIVERSITY OF KWAZULU-NATAL
INYUVESI YAKWAZULU-NATALI

QUESTIONNAIRE

Utilisation of monitoring and evaluation findings/recommendations to inform policy in South African government Departments. Please read through each statement/question carefully and mark with an **X** the appropriate answer.

SECTION A: DEMOGRAPHIC & PERSONAL INFORMATION

1. Departmental Branch location

M&E	Core Business
1	2

2. Age-Group Profile

21-30	31 – 40	41-50	Above 50
1	2	3	4

3. Gender Profile

Male	Female
1	2

4. Educational Profile *(please tick all applicable)*

Grade	Certificate in M&E	Diploma	Degree	Post Grad Qualification
1	2	3	4	5

5. **Employment history**

7.1 What is your level of employment?

Senior Management (Director)	Middle Management (Deputy Director)	Junior Management (Assistant Director)
1	2	3

7.2 How long have been employed in the public sector?

Less than 1 year	1 – 2 years	2-5 years	6 – 10 years	Above 10 year
1	2	3	4	5

SECTION B: CAPACITY BUILDING ON M&E

1. To what extent does Department of Performance Monitoring & Evaluation has assisted your Department on M&E related matters?

None	Limited	Capacity Building	Funding	Other
1	2	3	4	5

2. Is there a training calendar in your Department on M&E related processes?

YES	NO
1	2

3. Have you received any training on M&E arranged by your Department?

YES	NO
1	2

4. In your opinion do youth think training for officials in your Department is prioritized?

YES	NO
1	2

If no what could be the reasons why it is not prioritized?

____

____

____

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____

____

SECTION B: PRODUCTION AND DISSEMINATION OF M&E REPORTS

Does your Department produce M&E reports?

YES	NO
1	2

1. Does your Department have a standard set of indicators that is utilised to measure performance?

YES	NO
1	2

2. Are there standard reporting templates utilised in your Departments?

YES	NO
1	2

3. How often are monitoring reports produced in your Department?

Monthly	Quarterly	Annually	Other
1	2	3	4

4. How often are evaluation reports produced in your Department?

Quarterly	Annually	Other
1	2	3

5. How are monitoring reports disseminated in your Department?

Hard Copies	Presentations	Internet	Other
1	2	3	4

SECTION C: UTILIZATION OF M&E REPORTS

1. Is M&E Unit requested to participate during policy review?

YES	NO
1	2

2. Is M& Unit requested to participate during programme review?

YES	NO
1	2

3. Is M&E Unit requested to participate during budget allocation sessions?

YES	NO
1	2

4. What mechanism is in place to ensure that M&E recommendations are implemented?

5. In your opinion do you think M&E reports are utilised in your Department?

YES	NO
1	2

Please elaborate in your response

6. In your opinion do you think M&E brings value to your Department?

YES	NO
1	2

7. Can you share some of the benefits an M&E Unit brings in your Department?

Thank you