

Monitoring and Evaluation System utilisation in Bojanala District Municipality

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ABSTRACT

The local government, consisting of municipalities, is an important sphere of government which carries a substantial responsibility for the delivery of services and development of the country. Municipalities are expected to contribute towards the country's development agenda - particularly in light of the political and economic philosophy that is associated with the notion of a developmental state. The national and provincial governments have the Constitutional and legislative responsibility to provide intergovernmental support to municipalities that may include policy development, strategy implementation and training.

Monitoring and evaluation (M&E) has a set of tried and tested tools which are utilised by developed countries to achieve good governance and effective service delivery. South Africa has also followed a culture of M&E and established the Government Wide Monitoring and Evaluation System (GWME). It is important that M&E systems are properly implemented to enhance effective service delivery. With effective systems, the government can detect early warning signs of corruption or any other forms of ineffectiveness. It is such kind of weaknesses within government departments regarding the utilisation of an M&E system that hamper the prospects of effective intergovernmental support to municipalities. In other words, the underutilisation of an M&E system and continued ineffective intergovernmental support to municipalities can be attributed to the absence of a comprehensive M&E system utilisation model.



Section 153(a) of the Constitution of the Republic of South Africa 1996 (the Constitution), prescribes the duties of a municipality, as to: "...structure and manage its administration and budgeting and planning process to give priority to the basic needs of the community and to promote the social and economic development of the community." Although municipalities undertake the responsibility to improve the livelihoods of the local people, they cannot bear this task alone. The Constitution provides for municipal monitoring, supervision and support by provincial governments. The study is thus concerned with the utilisation of an M&E system in the Bojanala District Municipality.

The study was set out to establish whether municipalities conduct periodic and regular M&E of the set priority targets. It is envisaged that the results from this study will benefit both

academia and the government in further understanding the benefits of M&E systems in the local government sphere. In this study, a qualitative research design was used in order to explore the effect of the utilisation of M&E system on the intergovernmental support to municipalities. A major finding was that the Department of Cooperative Governance and Traditional Affairs (COGTA) management has not yet created an enabling environment based on effective internal processes that may assist municipalities with their M&E functions as required by legislation.

Against this background, the study recommends a new comprehensive M&E system utilisation model that provides solutions on how to eliminate such weaknesses and achieve effective support to municipalities. The new model is based on the basic premise that each sphere of government should have specific managerial responsibilities to ensure that the M&E system is effectively utilised. The model provides a reference point against which any department can consider its own practice and identify areas for improvement in terms of process and outcomes.

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CHAPTER 1

INTRODUCTION AND GENERAL ORIENTATION

1.1 Introduction

The White Paper on Local Government, 1998 stipulates that the government in South Africa is constituted as national, provincial and local spheres. Venter and Landsberg (2011) indicate that the local government sphere, consisting of municipalities, is the primary site for service delivery and is closest to communities. Section 41 of the Constitution of the Republic of South Africa, 1996 (here after referred to as the Constitution), sets out the standards of cooperative government and intergovernmental relations that must be complied with by all three spheres of government. To this end, the national government must maintain or support effective cooperative government and intergovernmental relations.

Edwards (2008) argues that cooperative government is an association between the three spheres of government where each sphere is distinctive and has a role to play. Mathebula (2011) agrees with this statement when adding that cooperative government is simply a governance philosophy that is based on a reciprocal obligation of spheres of government to trust, support and assist one another in coordinating the delivery of services to the communities. In addition, Kahn, Madue, and Kalema, (2011) observe that the principle of cooperative government, in fact, obliges all spheres of government to put their collective national interest above unsophisticated interest and to cooperate for the common good. Coetzee (2010) cautions that the main principle of cooperative government is that all spheres of government must provide effective, efficient, transparent, accountable and coherent government. The Integrated Development Plan (IDP) Skills Programme Learner Guide (2006:91) crafted the following definition which will be used as the operational definition of this study: “cooperative government collectively harnesses all public resources of the three spheres of government behind common goals and within a framework of municipal support”. Section 41(h) of the Constitution stipulates that all three spheres of government must cooperate with one another with assistance and support.

When describing the local sphere of government in the South African context, it is important to refer to the actual mandate of local government as outlined in the preamble of the Local Government: Municipal Structures Act, 117 of 1998 - that:

“A vision of democratic and developmental local government in which municipalities fulfil their Constitutional obligations to ensure sustainable, effective and efficient municipal services, promote social and economic development, encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all South Africans can lead uplifted and dignified lives”.

The Local Government: Municipal Structures Act 1998 gives effect to section 151 (1) of the Constitution which indicates that the local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic. Section 151 (1) further elaborates that the executive and legislative authorities of a municipality are vested in its municipal council. Thus, a municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation, as provided for in the Constitution. However, the national or a provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

Furthermore Section 27(2) of the Constitution states that the State is responsible for developing reasonable legislative and other measures within its available resources to ensure that these rights are fulfilled. Cloete (2005) emphasises that even though the State is responsible for the protection of these rights, local government is the main implementing institution of government policies, plans, and programmes. Thus the implementation needs to be constantly monitored and evaluated.

The monitoring and evaluation (M&E) function in local government is the focus of this study. According to De Visser (2005), monitoring of local government is necessary in order to protect the development agendas of the national and provincial governments, and to identify early signs of problems in municipalities that might require some forms of intervention. Fookes (1996) describes monitoring within local government as a means whereby municipal councils can consistently appraise their performance, reassess their approach and move closer to achieving their objectives through the refining of policies. The study was set out to investigate the role of the Municipal Support and Monitoring Services

(MSMS) unit within the Bojanala District Municipality in the North West Province Department of Local Government and Traditional Affairs (NWDLGTA) in ensuring effective service delivery by local municipalities. In this chapter the following is discussed: background of the study including statement of the problem, objectives, research questions, significance of the study, research design and methodology and outline of the study.

1.2 Background of the study

Vennekens and Govender (2005:45) state that local government has a “two-wing” responsibility. The first responsibility relates to macro-level functions such as planning and promoting intergovernmental development planning, land economics and environmental development. The second responsibility involves delivery of services such as water, electricity, health, housing, road and transport, solid waste, community, emergency, security and public works. Section 153(a) of the Constitution also prescribes the duties of a municipality, as to: “...structure and manage its administration and budgeting and planning process to give priority to the basic needs of the community and to promote the social and economic development of the community.” Although municipalities undertake the responsibility to improve the livelihoods of the communities, they cannot bear this task alone. The Constitution provides for municipal monitoring, supervision and support by provincial governments. The study is thus concerned with the utilisation of an M&E system in the Bojanala District Municipality. Therefore, Section 1.3 below presents the definitions of key concepts that are to be utilised in this study.

1.3 Definition of key concepts

In this section, the key definitions of concepts that are used frequently are identified and defined. The definitions range from basic municipal services to governance matters.

- **Monitoring**

Monitoring generally means to be aware of the state of a system. The National Evaluation Policy Framework (NEPF, 2011), defines monitoring as the continuous and systematic collection, recording and reporting of information in order to track progress towards the achievement of the objectives of an intervention, and identify the need for corrective action.

- **Evaluation**

The National Evaluation Policy Framework – NEPF (NEPF, 2011: 3) defines evaluation as: “the systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organisations to assess issues such as relevance, performance [effectiveness and efficiency] and value for money, and recommend ways forward”.

- **Basic municipal services**

According to Local Government: Municipal Finance Management Act, 56 of 2003 - basic municipal service means a municipal service that is necessary to ensure an acceptable and reasonable quality of life and which, if not provided, would endanger public health or safety or the environment. In this study, basic municipal services have been limited to water, sanitation, electricity and waste management.

- **Integrated Development Planning**

Integrated Development Planning (IDP) is an ongoing process and although the plan is prepared for five years, it must be updated regularly with a total review annually. Monitoring, evaluation and reviewing constitute a process to assess performance of the Municipality (Ngaka Modiri Molema District Municipality, IDP review, 2012/2013).

- **Municipality**

A municipality is usually an urban and rural administrative division having corporate status and powers of self-government or jurisdiction. The term municipality is also used to mean the governing, ruling body of local government (Schwella, Burger, Fox & Muller, 2001: 7).

1.4 Problem statement

The National Department of Cooperative Governance and Traditional Affairs (COGTA) (2009) reports that despite significant gains, many municipalities are in deep distress. In this context, distress refers to their faltering ability to deliver basic municipal services which include clean water, electricity and sanitation, managing their institutions such as the municipal councils and administrations as well as involving communities in governance matters. The report further points out that, crucially, as many as 5.7 million households do not have universal access to water, sanitation, refuse removal and electricity. COGTA (2009) further reveals that as increasing performance challenges build up within the local

government, Section 139 of the Constitution interventions was revoked in respect of 19 municipalities in the financial year 2008/2009 only. It continues that the nature of the challenges included poor financial controls, inadequate technical capacity, ineffective implementation of human resource management policies and dysfunctional administrative services.

Furthermore, COGTA (2010) reports that the vacancy rates at municipal management level is high; and there is lack of skilled municipal employees in key focus areas of municipalities. The report further indicates that the weak monitoring and oversight processes or systems within the national and Provincial Departments of COGTA result in deterioration of audit opinions within the municipalities. COGTA (2009:22) also points to the fact that the causal reasons for the distress in municipalities relate to:

- Inadequate accountability measures and support systems; weak intergovernmental monitoring and support; and
- Weak application of intergovernmental checks and balances, that is, the oversight and review process (COGTA, 2009:22).

The progress report on the implementation of the M&E Framework presented to the national intergovernmental Committee of Cooperative Governance and Traditional Affairs Minister and Members of Executive Councils (COGTA MinMec) on 31 March 2011 also shows that the following are the realities for the M&E System:

- Misalignment of the IDP in municipalities with national and provincial Departments' strategic plans and with the government's overall programme of action;
- Lack of appropriate institutional arrangements for M&E, leading to confusion on who implements, monitors and reports;
- Lack of standard reporting formats, templates, terminology, definitions, key performance indicators, baselines and targets; and
- Lack of community monitoring and oversight.

From the above-stated problem, the question is: what are the core challenges associated with the implementation of an M&E system in as far as municipal support is concerned and what could be a model for M&E system utilisation by COGTA for intergovernmental support to

municipalities such as the Bojanala District Municipality? Thus, the below objectives are meant to serve as stepping stones towards answering the research questions.

1.5 Research questions

- How is monitoring and evaluation conceptualised in the discipline of Public Administration and how is it applied in government?
- What is the theoretical concept of M&E in South Africa?
- How effective is the policy framework that guides M&E systems in the South African context and in particular the local spheres of government?
- What are the challenges faced by the municipal service delivery M&E unit of the COGTA in implementing a municipal M&E system?
- What concluding remarks and recommendations are suggested to improve the implementation of monitoring and evaluation in Bojanala District Municipality?

1.6 Objectives of the study

The objectives of this study are to:

- Locate and explore the concept of monitoring and evaluation in the discipline of Public Administration and its application in government;
- Provide a theoretical overview of the concept of M&E systems in South Africa;
- Analyse the policy framework that guides M&E systems in the South African context and in particular the local sphere of government;
- Explore the challenges faced by the municipal service delivery M&E unit of the COGTA, with specific reference to Bojanala District Municipality in implementing a municipal M&E system; and
- Develop concluding remarks and recommendations for the improvement of the implementation of M&E in Bojanala District Municipality.

1.7. Significance of the study

The study was set out to establish whether municipalities conduct periodic and regular M&E to achieve set priority targets. It is envisaged that the findings of this study will benefit both academia and government in further understanding the benefits of implementing M&E in

local government. This study also seeks to contribute new knowledge on M&E in the field of Public Administration, particularly in local government.

1.8. Research design and methodology

In this study, a qualitative research design was used in order to explore the effect of the utilisation of M&E on the intergovernmental support to municipalities. According to Brynard and Hanekom (2006), qualitative methodology refers to research that produces descriptive data, generally the respondent's own written or spoken words pertaining to their experience or perception. Maree et al., (2009) elaborate that this is the approach through which data is collected from respondents immersed in the setting of everyday life in which the study is framed. Bogdan and Biklen (1998) regard the term data as referring to the rough materials that the researchers collect from the world they are studying and are the particulars that form the basis of analysis.



1.8.1 Research design and methodology

According to Kumar (2005:8), research can be classified into three categories. Namely:

- application of the research study (pure or applied research);
- objectives in undertaking the research (descriptive, correlational, explanatory or exploratory); and
- Inquiry mode (qualitative or quantitative).

This study may thus be considered as applied research. According to Terre Blanche, Durheim and Painter (2006), the aim of applied research is to contribute towards practical issues of problem solving; decision making; policy analysis and community development. Terre Blanche et al. (2006:44) emphasise the importance of the researcher's aims and objectives, as critical in assisting to determine whether the research is explanatory, exploratory or descriptive.

1.8.2 Types of research

Terre Blanche et al. (2006) indicate that explanatory, exploratory and descriptive research focus on the goals and aims of the research. The research can be classified as exploratory and descriptive research. Descriptive research as explained by Kumar (2005), systematically describes a situation, problem, phenomenon, service or programme. Terre Blanche et al.

(2006) state that descriptive research aim to describe a phenomenon through the use of narrative type descriptions, classifications or measuring relationships. According to Kumar (2005:10), exploratory research explores an area where little or nothing is known. Terre Blanche et al. (2006) state that exploratory studies make use of an open, flexible and inductive approach, as it aims to explore new insights into a phenomenon. The research is also a case study type. According to De Vos et al. (2011), a case study may be referred to as an exploration or in-depth analysis of a single case or multiple cases over a period of time.

1.8.2.1 Qualitative research methodology

A qualitative research methodology was found to be the most suitable for the proposed study. The qualitative mode is supported by De Vos (1998) who states that qualitative research helps to understand and interpret meanings and intentions that underlie everyday human action. He emphasises that qualitative researchers helps to understand reality by discovering the meanings that respondents in a specific setting attach to it. Qualitative researchers also deem behaviour as being intentional, creative and can be explained, and not predicted. Terre Blanche et al. (2006:48) state that "... qualitative research is commonly used to inductively explore phenomena and provide meaningful descriptions of phenomena".

1.8.3 Data collection methods

This study has collected data using interviews and focus groups. Sarantakos (1998) states that interviews are conducted in a strict manner, which is not different from a questionnaire. Interviews are, in fact, questionnaires that are read out by an interviewer. Niewenhuis (2007) refers to interviews as a two-way conversation in which the researcher seeks answers from the respondents by asking them questions about the phenomenon under investigation for example, the respondents' beliefs, ideas, views, opinions, and behaviours. Niewenhuis (2007:87) further states that "...the aim of qualitative interviews is to explore the world through the eyes of the respondents". Interviews consist of three types, namely structured, semi-structured and unstructured interviews. Unstructured or open-ended interviews usually take place in the form of a conversation where the intention is to explore with the respondents their ideas, beliefs and attitudes about a certain phenomenon. Niewenhuis (2007) alludes that structured interviews are questions that are detailed and developed in advance before the interview date. He continues to state that focus groups are also interviews, but their strategy is based on the assumption that group interaction will be productive to widen the range of responses, activate forgotten details of experience, and release inhibitions that may otherwise

discourage respondents from disclosing information. Discussions in the focus group are focused on a particular topic, whereby debate and conflict are encouraged to assist with data collection.

1.8.4 Research population

The population for this study comprised of selected officials who are employed in the unit that is responsible for the implementation of M&E of municipalities within the Bojanala District Municipality in the North West Province, and the official who is responsible for municipal performance of the selected district municipality which serves as the case-study.

1.8.5 Data analysis

The data was qualitatively analysed. This means that data collection, processing, analysis and reporting are thus intertwined. Nieuwenhuis (2007) provides a model of analysis, which was developed by Siedel (1998). Siedel's model (1998) consists of three elements: noticing, collecting and reflecting. According to Nieuwenhuis (2007), when analysing qualitative data, the goal is to summarise what was observed or heard in terms of words, phrases, themes, or patterns that would provide further understanding and interpretation of the emerging data. The data was analysed by using content analysis. This method of analysis is used in qualitative responses to open-ended questions on surveys, interviews and focus groups. Nieuwenhuis (2007:101) further describes content analysis as "... a process of analysing at data from different angles with a view to identifying keys in the text that will help us understand and interpret the raw data."

1.9 Preliminary literature review

'Monitoring' and 'evaluation' are often used together and interchangeably as if they have the same meaning. The two are distinct concepts, yet related and complementary terms. The difference between these terms is outlined and their relationship is clarified below. Fookes (1996) characterises monitoring as the collection of data and its analysis to provide information, reporting of the information and provision of feedback and review. Shapiro (2008)'s definition of monitoring is similar to that of Fookes. On the one hand, Shapiro (2008:3) defines 'monitoring' as the "...systematic collection and analysis of information as a project progresses". He also indicates that monitoring is a good management tool that enables management to know when things are going right or wrong. On the other hand, Shapiro

(2008:3) defines evaluation as a "...comparison between the actual project impacts against the agreed strategic plans".

Mackay (2006) states that M&E is utilised to measure the quantity, quality and targeting of goods and services that are provided by government and the outcomes and impacts, which result from these outputs. Holvoet and Rombouts (2008:579) describe the relationship between M&E as follows: "...a monitoring system identifies the faults, while good evaluation information assists in clarifying the realities identified by the monitoring system". These two authors also state that M&E plays a vital role to fulfil the notion of accountability to funders, taxpayers and citizens, while giving feedback to management and policy makers to correct the mistakes identified by the monitoring system. M&E also plays an essential role in anti-corruption strategies.

Mackay (2007) argues that developing countries have a high demand for effective government M&E systems in order to ensure proper public sector management. He further states that the culture of evaluation has become a path to enhance government performance; hence, developing countries are working to strengthen their existing M&E systems, while others are developing them from scratch. Countries such as Chile, Colombia and Australia already have operating M&E systems that differ completely. Chile developed its first M&E system in 1974; Colombia in 1991; while Australia developed its formal strategy for evaluations from 1987 to 1991.

According to Mackay (2007), Chile has an impressive, strong and regimented M&E system that most Latin American countries revere and even desire to replicate. An attempt by other countries to replicate Chile's system without proper scrutiny could be dangerous. On the contrary, the process of comparing one country with another that has a successful system, is highly informative and allows other countries to realise the reason for that success and why replication might or might not work for them. Mackay (2007) also indicates that Chile has an impressive M&E system because of the high quality work involved in M&E, and thorough usage of the findings provided by the designed M&E systems. He further notes that even though Chile represents a strong M&E system, it also encompasses specific and rare amalgamation of characteristics that other countries might not possess. Therefore, replication of the system may not work for other countries, as it has for Chile. He continues to highlight the importance of the role of the finance ministry in ensuring proper public sector

management, with particular reference to the Chilean government. Mackay (2007) points out that Africa has a special case owing to the discrepancies of the past and extreme poverty levels. He reveals that the problem in African countries is that performance information is often of poor quality, whilst officials who are designated to collect performance information are often tired and overworked, but expected to provide information to other officials who rarely give feedback. He continues to say the key to a successful M&E system is to utilise the collected data correctly.

1.9.1 Monitoring framework in South Africa

Mettler (2000:1) states that "...local government is an autonomous sphere of government and its powers are derived from the Constitution and other legislation". The national and provincial spheres no longer delegate powers to the local government, but the provincial government still has an obligation to supervise, monitor, regulate and support local government. He refers to these relationships as intergovernmental relations. Section 154(1) of the Constitution states that "...National government and Provincial governments must support and strengthen the capacity of municipalities to manage their own affairs, exercise their powers and perform their functions". Again, section 139(1) of the Constitution provides for the intervention of provincial government in the affairs of local government by stating that "...when a municipality cannot or does not fulfil an executive obligation, as set out by the constitution or other legislation, the provincial executive may intervene by taking any appropriate steps to ensure fulfilment of that obligation".

According to Mettler (2000), the Constitutional Court describes the supervision of local government as a process that consists of a number of successive steps. The steps are: review of local government by provincial executive, identification of fulfilment of executive obligations by the provincial government and intervention by the provincial executive in the functional and institutional terrain of local government. Section 105(1) of the Municipal Systems Act 32 of 2000 (MSA) provides for the monitoring of local government by provincial government. The MSA states that the Member of the Executive Council (MEC) for local government in a province must establish mechanisms, processes and procedures to:

- monitor municipalities in the province to manage their own affairs, exercise their power and perform their functions;
- monitor the development of local capacity in the province; and

- Assess the support needed by municipalities to strengthen their capacity to manage their own affairs, exercise their powers and perform their functions.

According to Section 105(2) of the MSA, MECs for local government are required to exercise their functions by relying on annual reports and information, which are submitted by municipalities. The MEC may also request additional information from municipalities after taking into account the administrative burden to furnish the information, costs involved and existing performance monitoring systems, mechanisms and processes. Section 106 of the Systems Act also provides for intervention by the relevant MEC of local government when under-performance and maladministration occur in municipalities. Section 106(1) of the MSA, further states that if an MEC has reason to believe that a municipality is not fulfilling its statutory obligation or that corruption, fraud and maladministration have occurred, the MEC in terms of a notice, must request the municipal council or manager to provide information and designate a person to investigate, if necessary.

1.10 Chapter outline

Chapter 1: Introduction and Orientation to the study

In this chapter, the researcher has provided an in-depth background to the study including statement of the problem, objectives, research questions, significance of the study, research design and methodology, and outline of the Study.

Chapter 2: Literature Review of Monitoring and Evaluation

In Chapter 2, literature is reviewed to explore scholarly writings on the issues of service delivery underpinning the study.

Chapter 3: Research Design and Methodology

Appropriate research design and methods are explored in this chapter.

Chapter 4: The Findings

The gathered data is presented by means of tables and analysed utilizing available technological methods like Microsoft Office Excel, in the case of numerical or statistical data. This is allowed for easy interpretation of the data, from which possible conclusions are drawn in Chapter Five.

Chapter 5: Conclusions and Recommendations

A summary of the study, outlining of findings, conclusions and recommendations is presented in this Chapter.

1.11 Conclusion

This chapter was aimed at providing the reader with an orientation and understanding of the process which was followed in order to reach a conclusion on the problem statement. The concept studied was introduced and the chapter provided the reader with some key conceptual constructs underlying the study. The chapter also explained the process that was followed in order to reach the objectives of the study. The contribution of the study to the M&E system utilisation body of knowledge was also provided. In the next chapter literature review on which this study was based is discussed.

CHAPTER 2

LITERATURE REVIEW OF MONITORING AND EVALUATION

2.1 Introduction

In the previous chapter, the background to the municipality including statement of the problem, objectives, research questions, significance of the study, research design and methodology, scope of the study, and outline of the study were discussed. In this chapter, a literature review of monitoring and evaluation (M&E) is discussed. The literature review is ignited by defining the concepts of 'monitoring' and 'evaluation', as well as other related terminology. However, it is important to note that distinguishing between 'monitoring' and 'evaluation' is not to deny that they are closely related. Thus, this chapter was used to anchor the study on what other authors have said in relation with the area on which this study focuses.

2.2 Defining the concepts of 'Monitoring and Evaluation'

'Monitoring' and 'evaluation' are often used together and interchangeably as if they have the same meaning. The two are distinct concepts, yet related and complementary. The difference between these terms is outlined and their relationship is clarified below.

2.2.1 Defining the term "Monitoring"

Fookes (1996) characterises monitoring as the collection of data and its analysis to provide information, reporting of the information and provision of feedback and review. Kusek and Rist (2004) define monitoring as a continuing function that utilises precise accumulation of data around specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds. The Presidency, of the Republic of South Africa (2007: 1) sums up what has already been discussed when stating that "monitoring involves collecting, analysing, and reporting data on inputs, activities, outputs, outcomes and impacts as well as external factors, in a way that supports effective management. Monitoring provides managers, decision makers, and other stakeholders with regular feedback on progress in implementation and results and early indicators of problems that need to be corrected. It usually reports on actual performance against what was planned or expected". Shapiro's (2008) definition of monitoring is similar to that of Fookes. Shapiro



(2008:3) defines 'monitoring' as the "...systematic collection and analysis of information as a project progresses". On the other hand, Shapiro (2008) indicates that monitoring is a good management tool that enables management to know when things are going right or wrong. Monitoring has further been defined by Organisation for Economic Co-operation and Development (OECD) as a continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an on-going development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds (The World Bank Group, 2009). Thus, monitoring embodies the regular tracking of inputs, activities, outputs, outcomes and impacts of development activities at the project, program, sector and national level. This includes the monitoring of a country's progress against the millennium development goals (MDGs), or other national measures of development success (The World Bank Group, 2009).

2.2.2 Defining the term 'Evaluation'

Evaluation is defined as a process of assessing as systematically and objectively as possible an ongoing or completed project, programme or policy. The object is to be able to make statements about their relevance, effectiveness, efficiency, impact and sustainability of a project or programme performance, focusing on the analysis of the progress made towards the achievement of the stated objectives. In most cases, evaluation is not given emphasis in projects, as what is normally considered is monitoring (Margoluis & Salafsky, 1998). According to Gregersen, Folliott, and Brooks (2007), evaluation can be defined as the determination of what needs to be monitored and how, what indicators are relevant ... what data need to be collected and [at] what levels, depends directly on the evaluation objectives. It also estimates the value of the past accomplishment of an ongoing project; provides information about the achievements attributed to the project in the form needed by planners, managers, administrators and policy makers. Shapiro (2008:3) defines evaluation as a "...comparison between the actual project impacts against the agreed strategic plans". Shapiro (2008) elaborates that evaluation identifies what was set out to be done, what is accomplished and how it was accomplished.

Dassah and Uken (2008) define evaluation extensively as a modern term for a practice that dates back to time immemorial. They argue that it is diverse in application due to various approaches that impact on its elasticity. The history of evaluation was characterised by waves, which according to Dassah and Uken (2008) are located within the modernised,

political and administrative formations for policy development and planning, implementation and evaluation. They further locate it in economic and budgetary crises for policy evaluation to reduce expenditure and maximise input efficiency. Lastly, they locate evaluation in the discourse of the New Public Management era which was characterised by internal evaluative institutions and tools. According to the United Nations Children's Fund (UNICEF) (2012), evaluation is a process which determines as systematically and objectively as possible the relevance, effectiveness, efficiency and impact of activities in the light of specified objectives. It is a learning and action-oriented management tool and organisational process for improving both current activities and future planning, programming and decision-making.

Broughton and Hampshire (1997) maintain that evaluation has several purposes, which include assistance to determine the degree of achievement of the objectives and identifying the problems associated with programme planning and implementation. They go on to say that evaluation also generates data that allows for cumulative learning which, in turn, contributes to better designed programmes, improved management and a better assessment of their impact. In their view evaluations also offer assistance on how to reformulate objectives, policies, and strategies in projects or programmes. Evaluation, therefore, in the opinion of varied scholars and institutions, stated above can be substantiated as a mechanism that improves the relevancy of indicators, targets and above all the decision-making processes.

The Presidency of the Republic of South Africa (2007: 2) provides a useful summary that "Evaluation is a time-bound and periodic exercise that provides credible and useful information, to answer specific questions [and] to guide decision making by staff, managers and policy makers". Evaluations may assess relevance, efficiency, effectiveness, impact and sustainability. Impact evaluations examine whether underlying theories and assumptions were valid, what worked and did not and why. Evaluation can also be used to extract crosscutting lessons from operating unit experiences and determining the need for modifications to strategic results frameworks. Monitoring and Evaluation were seen primarily as project-related activities. It defined monitoring as a continuous assessment both of the functioning of project activities in the context of implementation schedules and of the use of project inputs by targeted populations in the context of design expectations. It was seen as an internal project activity, an essential part of good management practice, and therefore an integral part of day-to-day management. Evaluation was presented as a periodic assessment of the

relevance, performance, efficiency and impact of the project in the context of its stated objectives.

2.2.3 The relationship between Monitoring and Evaluation

Mackay (2006) states that M&E is utilised to measure the quantity, quality and targets goods and services that are provided by governments and the outcomes and impacts, which result from these outputs. According to Mackay (2007), developing countries have a high demand for effective government M&E systems in order to ensure proper public sector management. He further states that the culture of evaluation has become a path to enhance government performance; hence, developing countries are working to strengthen their existing M&E systems, while others are developing them from scratch. Holvoet and Rombouts (2008:579) describe the relationship between M&E as follows: "... a monitoring system identifies the faults, while good evaluation information assists in clarifying the realities identified by the monitoring system". Holvoet and Rombouts (2008) also state that M&E plays a vital role to fulfil the notion of accountability to funders, taxpayers and citizens, while giving feedback to management and policy makers to correct the mistakes identified by the monitoring system. M&E also plays an essential role in anti-corruption strategies.

2.3 The state of Monitoring and Evaluation in Chile, Colombia and Australia

Countries such as Chile, Colombia and Australia already have operating M&E systems that differ completely. According to Mackay (2007), Chile developed its first M&E system in 1974; Colombia in 1991; while Australia developed its formal strategy for evaluations from 1987 to 1991. Chile, in particular, has an impressive, strong and regimented M&E system that most Latin American countries revere and even desire to replicate. An attempt by other countries to replicate Chile's system without proper scrutiny could be dangerous. On the contrary, the process of comparing one country with another that has a successful system is highly informative and allows other countries to realise the reason for that success and why replication might or might not work for them. He also indicates that Chile has an impressive M&E system because of the high quality work involved in M&E, and thorough usage of the findings provided by the designed M&E systems. He further notes that even though Chile represents a strong M&E system, it also encompasses specific and rare amalgamation of characteristics that other countries might not possess. Therefore, replication of the system may not work for other countries, as it has for Chile. Burdescu, Villar, Mackay, Rojas and Saavedra (2005), state that Chile's M&E system is one of the strongest government M&E

systems in the world solely owing to its location in the Ministerio de Hacienda (Ministry of Finance).

2.4 Theories of Monitoring & Evaluation

M&E as a source of checks and balance require a uniform framework with measurable indicators in both public and private sectors. Different ideological boundaries and theoretical methodologies can lead to confusion, so it is very important to standardise concepts and approaches in order to enhance service delivery. The role of the state is inescapably evolving over time and it is now clear that good administration measures are required to accomplish sustainable development. States are under pressure to meet those tests of the planet economy, furthermore trying social investment. M&E is a device that can improve the way in which governments and other organisations can achieve positive results (Shapiro, 2010). Thus various theories related to M&E are relevant to discuss in this chapter, the first being the theory of change.

2.4.1 Theory of Change

Burke (2002: 13), in his book titled *Organization Change: Theory and Practice*, states that organisations change all the time and, to survive, they need to initiate a new system for management, initiate a programme to improve the quality of services, or change the structure to improve decision-making. Change in the culture of the organisation is important when introducing new strategies, because it is the behaviour of the people in the organisation that needs to change, to ensure that the new strategy is implemented (Burke, 2002). The theory of change is defined by Van Der Knapp (2007: 5), as the “collection of assumptions, principles and propositions to explain the relationship between a programmes action and the expected outcomes”. Van Der Knapp’s (2007) definition shows that the theory of change is about explaining the cause and effect of problems and changing behaviour within a particular setting or environment. The theory of change assumes that “programmes or projects introduce a change stimulus and processes that are used as vehicles that can develop, and desired outcomes can be planned to address the changing environment” (Reeler, 2007: 6). The components of the theory of change involve: a) situation analysis and identification of the problem, causes, opportunities and consequences; b) focusing, scoping and setting the boundaries of the programme linking to partners; and c) outcomes chain, which is the centrepiece of one programme theory, linking the theory of change and the theory of action/implementation (Funnell & Rogers, 2011: 150). The theory of change is also widely

used in the study and practice of Public Administration where change is regularly experience. This study of M&E is thus also highly influenced by changes in the needs of the community and the means with which to respond to them. The theory of change is mostly studies closely to the Organisational Theory.

2.4.2 Organisational Theory

Organisations are the products of individual human actions with special meanings and significance to those who act (Denhardt, 2004). Denhardt's (2004) definition reveals that organisations consist of official with specific tasks to perform. These tasks assist the organisation to achieve its goals (Weber cited in Rainey, (2009). Public organisations/public bureaucracies are specific types of organisations. Weber, cited in Rainey (2009: 30), describes an organisation as a bureaucracy consisting of rules, hierarchy of authority, administrative positions, management of sub-units and managers (Rainey, 2009: 30). Organisational theory emphasises topics that concern the organisation as a whole, such as organisational environments, goals and effectiveness, strategy and decision-making, change and innovation and structure and design (Rainey, 2009). Max Weber cited in Rainey (2009: 28), reasons that official's functions are assigned by management personnel in an organisation and identifies a hierarchy of authority in the organisation to help achieve organisational goals. Against this background, the chapter explores the meaning and nature of the concept M&E, emphasising its significance in the South African context.

The relevance of these theories to this study is that these theories outline the approaches, mechanisms and objectives of initiating change in an organisation and the structures provided to ensure that change initiatives are managed accordingly, as monitoring and evaluation are key tools in managing change.

2.5 Significance of the concepts Monitoring and Evaluation

The United Nations Development Programme (UNDP, (2002) characterises monitoring as a continuing function that aims fundamentally to provide the management and main stakeholders about a continuous mediation for early signs of progress, or need thereof, in the accomplishment for outcomes. A continuous intervention may be a project, programme or other kind of support with a result. As stated by Food and Agriculture Organization of the United Nations (1985) monitoring is a continuous or periodic surveillance over the implementation of a project to ensure that input deliveries, work schedules, targeted outputs and other required actions are proceeding according to plan. In light of the above definitions,

monitoring can thus be considered as a tool that constantly reviews the institutional policies and programmes, establish actions to assess the targets for identifying challenges, and provide strategies for improvement. Monitoring is an essential tool for the successful implementation of a project. The process of monitoring identifies those shortfalls, deviations and problems and causes and provides guidelines on how to take the appropriate remedial/corrective action (National Institute of Agricultural Extension Management, 2008). Moreover, monitoring should be a collective effort that involves all stakeholders to pave the way for efficient outcomes.

Monitoring is therefore primarily concerned with the ongoing collection and review of information on project implementation, coverage and use. By regularly collecting all relevant information on a project, this data can be used to assess the quality of project inputs and services. Such a system can also determine whether the service delivery was on time and the extent to which the targeted beneficiaries at all the relevant communities; have actually received these services. Furthermore, a monitoring system should provide information on the acceptability and actual use of services and the costs involved. In addition, an assessment can be made on whether the implementation of the specific programme coincides with the project's implementation plan (Levinson, Rogers, Hicks, Schaetzel, Troy & Young, 1999).

The definitions and information above concur that the monitoring process, as a control-driven instrument is important in providing information on the time spent in completing specific tasks; the amount of material used and the costs incurred. In addition, data on performance (both individual and group accomplishments) is helpful in scheduling work activities, evaluating work performance, and can also provide records on accountability for the project administrator.

Monitoring of outcomes (results) can also be of practical benefit for future projects of a similar nature. For example, if a dam has been built with public funds, the resulting decrease in sedimentation and/or increase in agricultural production provide information that would be essential for operational planning of similar projects. Similarly, monitoring the welfare of members of communities in the relevant community helps to determine the magnitude of gains and losses in health, education and income. Another example is the monitoring of changes in the quantity and quality of natural resources. This feedback furnishes additional information about the impact of projects and their sustainability in the longer term. Rossi,

Lipsey, and Freeman (2004), present the history of evaluation as dating back to the seventeenth century because it was applied in social research methods as well as determining ideological, political and demographic changes. It usually involved comparisons in time, area, or population requiring information from outside the project (Edmunds & Marchant, 2008).

M&E thus provide a direction of assessing the implementation of a strategy. M&E offers useful indicators for successful review of strategies and suggestions for effective outcome. It alerts the policy-makers with potentially identified challenges that can hamper the process of achieving established outcome (Khan, 2007). Above all M&E offers corrective tactics to overcome the identified challenges. M&E is a tool for quality assurance and must not be confused with other oversight activities. On the one hand, evaluation is a periodic activity, which accesses information from on-going reviews, while on the other hand monitoring provides a useful overview of general progress; evaluation enhances the achievement of outcomes.

2.6 A global overview of the concept Monitoring and Evaluation

An international review reveals that globally the processes of M&E were reformed to enhance the capacity of governments. The United States, in 1993, has passed the Government Performance and Results Act (GPRA) that emphasises great apprehensions regarding good government elements, viz. transparency, accountability, and performance of government departments (Hanks, 2014). Khan (2007) explains that a combination of macro and micro interventions call for a comprehensive multi-level M&E system to ensure an effective policy implementation, efficient delivery of services with intended outcomes and sustainability of the program benefits. These envisaged benefits must be provided to all the relevant communities and lead to the envisaged changes and improvements to the wellbeing of these communities. Shapiro (2010: 5) elaborates that in some organisations; M&E is considered a donor requirement rather than a management tool and adds that donors are certainly entitled to know whether their money is being properly spent.

However, the use of M&E should primarily be to ensure the smooth-running of the organisation or project itself and to establish whether it is meeting its original objectives. In other words, is it working efficiently and how could it do better?

“M&E helps in a general sense, to improve performance and achieve results. More precisely, it can be described as the measurement and assessment of performance ... to more effectively manage the outcomes and outputs that are known [collectively] as development results. Performance would be progress towards and achievement of results” (United Nations Development Programme, 2002: 5). To put it differently, M&E focuses on assessing the contributions of various factors to a given development outcome. These factors could include outputs, partnerships, policy advice and dialogue, advocacy and brokering/ co-ordination of programmes (United Nations Development Programme, 2002).



Based on the above-stated discussion, it can be stated that the key issues in M&E include the business plan of an organisation emphasising the established vision and mission. Monitoring process sets the performance targets to achieve that are aligned with the organisational strategic plan. The evaluation process thereafter confirms that availability of resources (financial and human resources) required for the achievement of set targets. M&E is a management device to manage policies and programmes of an institution.

In conducting M&E, the specific areas to consider depend on the actual intervention, and its stated outcomes. Areas and examples of questions, as discussed by Sera and Beaudry (2007: 1), include:

- Relevance: Do the objectives and goals match the problems or needs that are being addressed?
- Efficiency: Is the project delivered in a timely and cost-effective manner?
- Effectiveness: To what extent does the intervention help to achieve its objectives? What are the supportive factors and obstacles encountered during the implementation?
- Impact: What happened as a result of the project? This may include intended and unintended positive and negative effects.
- Sustainability: Are there lasting benefits after the intervention is completed?

M&E is an empirical instrument to manage diverse resources within the organisation. The instruments that are necessary to build up a good M&E system are: clear guideline, logical flow of processes, effective understanding of the use of indicators, and strategically-inclined implementation of data (Walck, 1995).

M&E of development activities, if correctly applied, may provide public and private sectors with the ways to improve service delivery with available, albeit not always adequate, resources. In other words, it is necessary to demonstrate positive results as an important part of accountability to all stakeholders. This is achieved through a realisation that M&E is linked with performance management. It being so, the indicators need to be established to achieve the above outcomes.

2.6.1 Performance Management versus Monitoring and Evaluation

There is a close relationship between M&E and Performance management (PM). PM includes activities which ensure that goals are consistently being achieved in an effective and efficient manner. PM can focus on the performance of an organisation, a department, employee, or even the processes to build a product or service, as well as many other areas. Thomas, William and Johnson (2001), explain that PM is also known as a process by which organizations align their resources, systems and employees to strategic objectives and priorities.

PM uses performance information to manage organisational capacity and processes: for example, to review programmes; assesses and revises goals and objectives; progress against targets; conduct employee evaluations; and formulate and justify budgets. On the one, PM is a management tool that is to clarify goals, document the contribution toward achieving those goals, and the benefits received from the investment in each programme. On the other hand, monitoring is a continuous function that uses systematic collection of data on specific indicators to provide the managers and the stakeholders of an ongoing intervention with indications of the extent of achievement of objectives and progress in the use of funds, while evaluation is the systematic and objective assessment of ongoing and/or completed projects, programmes or policies, in respect of their: design, implementation, results. Based on the information stated above, it can be stated that due to the connectedness between performance management, and M&E, a concept of performance-based monitoring and evaluation (PM&E) has emerged. Through conservative approach, the PM&E utilizes the implementation element of monitoring complemented with the review-inclined modern evaluation methods. The aim of integration is to assess the progress of policies/programmes phases, rectify, modify and correct the processes, and hence obtain desired outcomes. The concept moreover requires identification of appropriate indicators, explained in sub-sections below (Thomas et al., 2001).

2.6.1.1 Indicators

Performance indicators are measures of inputs, processes, outputs, outcomes, and impacts for development projects, programs, or strategies. When supported with sound data collection perhaps involving formal surveys analysis and reporting, indicators enable managers to track progress, demonstrate results, and take corrective action to improve service delivery (World Bank, 2004). Performance indicators form the core of any performance monitoring system because they prescribe the type of information that must be collected to measure the level of progress and enable the assessor to compare the actual results achieved with the planned outcomes (USAID Center for Development Information and Evaluation, 1996).

Performance indicators are therefore imperative instruments for rational decision-making processes in performance management system for measuring organisational policies, plans, programmes, and hence achieving desired results. Indicators enable project managers to track project progress, to demonstrate results and, if necessary, to take corrective action to improve the project (Hunter, 2009). In the process towards selection of performance indicators, a step-wise approach is required starting from an analysis of the management functions at each level, identifying their information needs according to those functions and deciding on performance indicators that cater to those information needs (Amjad, 2012). This is furthermore confirmed by the Presidency's Policy Framework for the Government-wide M&E System (2007) as cited by the South African Management Development Institute (SAMDI, 2013), which states that, an indicator is a pre-determined signal that a specific point in a process has been reached or result achieved. The nature of the signal will depend on what is being tracked and needs to be very carefully chosen. In management terms, an indicator is a variable that is used to assess the achievement of results in relation to the stated goals/objectives. It is deduced that performance indicators need to be selected as programme per se, feasible to achieve, logical in implementation, able to measure and assess the strategies, and must be significant in alignment and achievement of M&E processes.

It is equally important to realize that an indicator must have practicality in monitoring results. In other words, how easy is it to obtain and analyse data for that particular indicator? Obtaining valid and representative data can be both highly complex and very costly. For example, asking respondents opinion by means of an extensive survey is impractical – it is easier to obtain a smaller but representative sample of respondents. Indicators should therefore be as simple and few as possible, while demonstrating some measure of progress or

magnitude of change. It will be difficult to understand or analyse the indicators if they are too complex (UNDP, 2002).

2.6.1.2 Steps in Selecting Performance Indicators

According to the USAID Center for Development Information and Evaluation, (1996), performance indicators define the data to be collected to measure progress and enable actual results achieved over time to be compared with planned results and are therefore an indispensable management tool for making performance-based decisions about program strategies and activities. The Capitalizing Knowledge, Connecting Communities [CK2C] Communities Manual (FRAMEWeb.org, 2012) stresses that selecting appropriate and useful performance indicators is a fairly straightforward process. It requires careful thought, iterative refining, collaboration, and consensus building. The process includes the following steps:

Step 1 Clarify the results statements

Good performance indicators start with good results statements that people can understand and agree on. [The assessor should] carefully consider the results desired [and then] review the precise wording and intention of the strategic objective, strategic support objectives, special objective, intermediate result, critical assumption or result supported by partners (<http://www.info.gov.za>, 2006: 15).

Step 2 Develop a list of possible indicators

There are usually many possible indicators for any desired outcome, but some are more appropriate and useful than others. In selecting indicators, don't settle quickly on the first that come mostly conveniently or obviously to mind. A better approach is to start with a list of alternatives which can be assessed against a set of selection criteria. (<http://www.info.gov.za>, 2006: 16).

Step 3 Assess each possible indicator

Next, assess each possible indicator on the initial list. Experience suggests using seven basic criteria for judging an indicator's appropriateness and utility. When assessing and comparing possible indicators, it is helpful to use a matrix with seven criteria arrayed across the top and the candidate indicators listed down the left side. With a simple scoring scale, for example 1–5, rate each candidate indicator against each criterion (<http://www.info.gov.za>, 2006: 16).

2.6.1.2.1 Seven criteria for assessing performance indicators

- **Direct:** A performance indicator should measure as closely as possible the result it is intended to measure. It should not be pegged at a higher or lower level than the result being measured. If using a direct measure is not possible, one or more proxy indicators might be appropriate. For example, sometimes reliable data on direct measure are not available at a frequency that is useful to managers, and proxy indicators are needed to provide timely insight on progress. Proxy measures are indirect measures that are linked to the results by one or more assumptions. For example, in rural areas of Africa it is often very difficult to measure income levels directly. Measures such as percentage of village households with roofs (or radios or bicycles) may be useful, if somewhat rough proxy. The assumption is that when villagers have higher income they tend to purchase certain goods. If convincing evidence exists that the assumption is sound (for instance, it is based on research or experience somewhere), then the proxy may be an adequate indicator, albeit second best to a direct measure.
- **Objective:** An objective indicator has no ambiguity about what is being measured. That is, there is general agreement over interpretation of the results. It is both uni-dimensional and operationally precise. Uni-dimensional means that it measures only one phenomenon at a time. Avoid trying to combine too much in one indicator, such as measures of both access and operational precision means no ambiguity over what kind of data would be collected for an indicator. For example, a number of successful export firms is ambiguous; something like the number of export firms experiencing an annual increase in revenues of at least 5% is operationally precise.
- **Adequate:** Taken as a group, a performance indicator and its companion indicators should adequately measure the result in question. A frequently asked question is how many indicators should be used to measure any given result? The answer depends on a) the complexity of the result being measured, b) the level of resources available for monitoring performance, and c) the amount of information needed to make reasonably confident decisions.

- **Quantitative**, where possible: Quantitative indicators are numerical. Qualitative indicators are descriptive observations. While quantitative indicators are not necessarily more objective, their numerical precision lends them to more agreement on interpretation of results data, and are thus usually preferable. However, even when effective quantitative indicators are being used, qualitative indicators can supplement the numbers and percentages with a richness of information that brings programme results to life.
- **Disaggregated**, where appropriate: Disaggregating a people-level programme by gender, age, location or some other dimension is often important from a management point of view. Experience shows that development activities often require different approaches for different groups and affect those groups in different ways. Disaggregated data help track whether or not specific groups participate in and benefit from activities intended to include them. Therefore, it makes good management sense that performance indicators be sensitive to such differences.
- **Practical**: An indicator is practical if data can be obtained in a timely way and at reasonable cost. Managers require data that can be collected frequently enough to inform them of progress and influence decisions.
- **Reliable**: A final consideration in choosing performance indicators is whether data of sufficiently reliable quality for confident decision-making can be obtained.

Source: (<http://www.info.gov.za>, 2006: 17).



Step 4: Select the Best Performance Indicators

The next step is to narrow the list to the final indicators that will be used in the performance monitoring system. They should be the optimum set that meets the need for management (<http://www.info.gov.za>, 2006). It can be stated that the performance indicators have their advantages and disadvantages. These need to be considered for an effective monitoring and evaluation process. The advantages of performance indicators lie in their significance for measuring, assessing and aligning the organizational goals, strategies, policies and programmes. On the other hand, performance indicators do have some disadvantages. The progress of programmes and policies cannot be measured accurately through poorly

articulated indicators. Insignificant and non-feasible indicators are difficult means to achieve the desired outcomes of programmes and policies of an organization. Lack of proper selection of appropriate indicators can lead to insignificant outputs of performance –based decisions. In order to utilise the advantages of performance indicators for improved performance and productivity, The Presidency of South Africa (2007) has laid down the principles of M&E.

Particular indicators may vary depending on the information needs of the stakeholders at each level. In this case, the information obtained by means of applying an M&E system may be beneficial for both internal and external stakeholders. Outside the public sector, M&E is an important tool to determine expected results from the community, indicate displayable impacts from government action and determine improvement of living condition for citizens (Kusek & Rist, 2004: 19).

Within a results-based M&E system, measuring results as a method of obtaining information pertaining to success of outcomes and output would be crucial. If results are not measuring, one cannot determine the reward related to it, and if success not determined, there would be inability to identify failures (Talisayon, 2009: 20). In this process, monitoring and evaluation systems assist the decision-makers to take rational decisions for improvement. To ensure the effective use of monitoring and evaluation system is imperative that there would be a clear alignment between the strategic plans, programme and projects in the department. Strategic policy or plan ought to provide a comprehensive plan of the department. Programmes attempt to ensure that the strategic plans could be addressed at a micro level. Projects are then developed to ensure that the programmes could achieve successfully. All plans would be interrelated and inform each other. An effectively implemented project assists in achieving the programme objectives and addressing the policy or strategic objectives (Amjad, 2012).

Monitoring is not only concerned with the transformation of inputs into outputs, but also includes physical and financial monitoring. Used in this way, monitoring measures the progress of project or programme activities against established schedules and indicators of success. Process monitoring identifies factors that account for the progress of activities and/or success of output. Impact monitoring measures the initial responses and reactions to project activities and their immediate short-term effects. In relation to performance management, monitoring also helps to assess the stakeholders' understanding of the project and can

minimize the risk of project failure. It also promotes systematic and professional management (Si Alhir, 2003).

From the above literature it can be said that the role of various stakeholders in the monitoring process should be recognised. They may include the likes of financiers, implementing agencies, project teams, interested groups such as churches and so forth. It should also be recognized that to be an effective management tool, monitoring must take into account the risks inherent in the project/programme and its implementation.

2. 7 Monitoring and Evaluation in South Africa

In South Africa there have been several high level political pronouncements supporting M&E, and internationally the relationship between monitoring and evaluation and development has helped to put M&E in the forefront, as being more than a tool but also helping to concretely address development issues (Naidoo, 2011: 51). This means that M&E has been reinforced at different levels and have become accepted countrywide as being acceptable in the political, administrative and social terrain as a tool to promote sustainable development. The pronounced nature of M&E in South Africa results from its use not only to assist management, but also to support the transformation agenda of the developmental state. Given the history of apartheid, M&E could also bolster democracy by promoting activities that lead to greater transparency and accountability of government and its operations (Naidoo, 2011: 53).

According to The Presidency (2007: 7), the government's major challenge is to become more effective. M&E processes can assist the public sector in evaluating its performance and identifying the factors which contribute to its service delivery outcomes ... [They are] uniquely oriented towards providing users with the ability to draw causal connections between the choice of policy priorities; the resourcing of those policy objectives; the programmes designed to implement them; the services actually delivered; and their ultimate impact on communities.

In his 2004 State of the Nation address, the then president, Mr. Thabo Mbeki emphasized the importance of M&E and reporting in government. He explained that government was currently refining M&E systems in an effort to improve performance and the quality of outputs. This was aimed at providing an early warning system and a mechanism to respond

speedily to problems. This, he said would necessitate an improvement of government's statistical and information base (Public Service Commission, 2008). The president's statement indicates government's commitment to carry out its obligations and there has since been an increased focus on M&E in South Africa. Several departments are improving their capacity for M&E or are developing M&E systems. Until 2005, only individual staff performance evaluations were institutionalised; these were regularly and systematically carried out. Policy programme M&E, however, were not undertaken, managed and coordinated systematically in the South African public service. These activities were only undertaken sporadically by line function departments for purposes of their annual departmental reports [and] some departments were more rigorous than others in this process. The Public Service Commission monitored and evaluated the government's adherence to a restricted number of principles of good governance (Cloete, 2009).

Literature review suggests that M&E systems are often inadequate, although the basic building blocks are usually there because of the government's strategic/long-term planning complemented with appropriate and adequate budgeting systems. It is also evident from the literature that M&E is widely acknowledged as an important and useful management process that is strategically important. According to The Presidency (2005), there is a willingness to improve and enhance systems and practices, essential for long-term capacity and capability development. This willingness to improve is a major advantage that must be effectively used.

According to Cloete (2009: 298), the cabinet therefore decided to improve on M&E mechanisms for the following reasons:

- There is a need for regular national government report-backs to the International UN Millennium Goals Initiative on the progress with halving poverty in South Africa by 2014.
- The fact that South Africa hosted the World Summit on Sustainable Development in 2002 and at the time had no national M&E system to assess sustainable development as required by the Rio Convention of 1992 was a major reason to make improvements in this area. This need was reiterated at the Johannesburg Summit where South Africa was again the host country.

- The undertaking by the South African president to inform citizens on a regular basis of progress made with the government's National Programme of Action (POA) was another incentive to improve on monitoring and evaluation systems.
- Donors increasingly require systematic M&E of projects and programmes that they fund.
- Institutionalising national M&E systems has for the reasons summarised above, proved to be what can be described as international good governance practice.
- In order to improve the challenges associated with skills, good governance and improved service delivery, a so-called Government-wide M&E (GWM&E) policy framework has been established.

Mettler (2000:1) states that "...local government is an autonomous sphere of government and its powers are derived from the Constitution and other legislation". The national and provincial spheres no longer delegate powers to the local government, but the provincial government still has an obligation to supervise, monitor, regulate and support local government. Mettler (2000) refers to these relationships as intergovernmental relations. Section 154(1) of the Constitution, 1996 states that "...National government and Provincial governments must support and strengthen the capacity of municipalities to manage their own affairs, exercise their powers and perform their functions..." Section 139(1) of the Constitution, provides for the intervention of provincial government in the affairs of local government when stating that "...when a municipality cannot or does not fulfill an executive obligation, as set out by the constitution or other legislation, the provincial executive may intervene by taking any appropriate steps to ensure fulfillment of that obligation". According to Mettler (2000), the Constitutional Court describes the supervision of local government as a process that consists of a number of successive steps. The steps are: review of local government by provincial executive, identification of fulfillment of executive obligations by the provincial government and intervention by the provincial executive in the functional and institutional terrain of local government.

Section 105(1) of the MSA provides for the monitoring of local government by provincial government. The MSA states that the MEC for local government in a province must establish mechanisms, processes and procedures to:

- monitor municipalities in the province to manage their own affairs, exercise their power and perform their functions;
- monitor the development of local capacity in the province; and
- assess the support needed by municipalities to strengthen their capacity to manage their own affairs, exercise their powers and perform their functions.

According to Section 105(2) of the MSA, MECs for local government are required to exercise their functions by relying on annual reports and information, which are submitted by municipalities. The MEC may also request additional information from municipalities after taking into account the administrative burden to furnish the information, costs involved and existing performance monitoring systems, mechanisms and processes. Section 106 of the MSA also provides for intervention by the relevant MEC of local government when under-performance and maladministration occur in municipalities. Section 106(1) of the MSA, further states that if an MEC has reason to believe that a municipality is not fulfilling its statutory obligation or that corruption, fraud and maladministration have occurred, the MEC in terms of a notice, must request the municipal council or manager to provide information and designate a person to investigate, if necessary.

2.8 Government-Wide Monitoring and Evaluation strategy

According to Dassah and Uken (2008), M&E in Africa was still at the budding stage in 2006. They provide an analysis of the respective Government-wide Monitoring and Evaluation Systems (GWM&ES) used in Ghana and South Africa. However, they commend the development of the African monitoring and evaluation scene as having four positive advancements worth noting, namely **i)** advocacy for and the use of more participatory methods to develop policies, programmes and projects; **ii)** Africanization of evaluation systems; and **iii)** embarking upon development and gender and rights evaluation. Dassah and Uken (2008) also commend the Constitution of the Republic of South Africa 1996, for mandating the evaluation of the public service. This was first initiated by the then President Thabo Mbeki and has subsequently led to the establishment of the Ministry of Monitoring and Evaluation under the leadership of President Jacob Zuma. Currently, the Presidency in the Republic of South Africa is responsible for the implementation programme of the (GWM&ES) at all spheres of government (Cloete, 2009). The process of GWM&ES involves the recognition of stakeholders and focuses on the planning and assessment of any policy.

Research was conducted at international level, and lessons learnt from different countries assisted the South African policy-makers to establish the GWM&ES in the country. These developments are in line with international good governance processes and have interesting potential for improving the quality of governmental decision and implementation outcomes and impacts in this country (Cloete, 2009). The following are the principles that underpin South Africa's GWM&ES, as adapted from Nieuwenhuyzen (2012: 10):

- It is characterized by improved governance, based on transparency, accountability, participation and inclusion;
- It is rights-based;
- It is development-oriented, in that it is pro-poor, has a service delivery, learning, and impact awareness focus;
- The GWM&ES was undertaken ethically and with integrity, based on confidentiality, respect, fair reporting;
- It is utilization-oriented because it defines and meets expectations and supports utilization;
- The GWM&ES is methodologically sound, having consistent indicators, evidence-based findings, appropriate methodology and triangulation; and
- It is operationally effective, being planned, scoped, managed, cost-effective, and systematic.

The establishment of the GWM&ES in South Africa in 2005 was a major innovation and one which led to improved governance in the country. It provided a coordinated framework of systematic M&E activities that will no doubt be institutionalized in future as one of the major components of South Africa's public administration and management processes in the public sector. The implementation of GWM&E strives to meet the following goals:

- Improved quality of performance information;
- Improved monitoring of all outcomes and positive/negative impacts;
- Sectoral and thematic evaluation;
- Improved M&E of a wide variety of national outcomes; and
- Improved project performance.

Above all, it aims to foster a culture of sound governance (Nieuwenhuyzen 2012).

In summary, the objective of the GWM&ES is to provide an integrated, encompassing framework of M&E principles, practices and standards which should be implemented at all levels of government. It should function as a comprehensive information system for good governance (Ijeomah, 2010).

According to the Presidency (2005: 14) the South African system is designed to achieve the following results:

RESULT 1: Accurate and reliable information on progress made in the implementation of government policies and other public sector programmes which has been collected and updated on a regular, thorough and ongoing basis.

RESULT 2: Information on the outcomes and impact achieved by government and other public bodies, which has not only been collected and analysed but also periodically presented.

RESULT 3: The quality of monitoring and evaluation practices in government and public bodies is continuously improved.

The respective departments are obliged to provide the following information to ensure improved implementation of monitoring and evaluation:

- Value for money must be assessed by a system managed by national Treasury;
- Human Resource utilization must be assessed by the DPSA;
- An early warning system should be managed by the DPSA drawing on data from Persal and Vulindlela;
- Public administration of the GWM&ES must be assessed by the Public Service Commission; and
- Constitutional rights must be duly assessed by the Department of Justice (Presidency, 2005: 14).

Service delivery quality should be assessed by DPLG's system for monitoring the performance of provinces and local governments (The Presidency, 2005). It can therefore be deduced that GWM&E is the overarching policy framework for M&E in the South African government. The framework lays down the policy context for other government support systems such as the Treasury's policy on managing Programme Performance information, and Statistics South Africa's Quality Assurance Framework. It is also complemented by the legislative mandates of the various stakeholders that have been tasked with its

implementation. Importantly it also guides future implementation initiatives. This GWM&E framework is applicable to all spheres of government i.e. at the national, provincial and local spheres of government (The Presidency, 2007, <http://www.thepresidency.gov.za>).

In order to further improve the M&E in South Africa, the following operational improvements and adjustment, as discussed by Cloete (2009: 19), must be made as soon as possible to its structure and operation:

- Government should adopt as a matter of urgency a coherent and feasible, integrated and holistic national vision to guide the content of M&E activity;
- A sectoral integration of policy indicators should be undertaken to accommodate environmental and sustainability indicators, and to explicitly distinguish output from outcome and impact indicators;
- The roll-out of the system to provincial and local government levels should be fast-tracked and better co-ordinated within realistic timeframes;
- The capacity of the M&E Coordinating Unit should be improved to implement improvements on an ongoing basis; and
- More effective communication and marketing programmes should be implemented for the GWM&ES.

The values of public administration also need to be measured, monitored and evaluated for effective performance. "... Before the values can be used to measure performance they need to be stated in measurable terms. Since the values are rich concepts they have many dimensions. Practically it is only possible to measure a few dimensions that say something important about whether the value is complied with. Compliance with the values can be measured by means of indicators. An indicator is either a measure of performance along a specified dimension of the value or a normative statement that expresses some aspect of the value that must be complied with. Another way to explain the measurement of compliance with values is to say that several criteria can be applied to measure compliance with a value and for each criterion, a specific standard needs to be defined. This process of deriving standards from values can be illustrated by the examples" (Public Service Commission, 2008: 27). This will paralyse the system and be to the detriment of its operations and potential.

According to Kgechane (2013), very little guidance has been given on the role of the provincial premier's office as far as M&E is concerned. This means that a number of practices have arisen in South Africa's nine provinces. However, Kgechane (2013) maintains that a number of best practices have evolved and that these could gainfully be communicated to the entire provincial sector to stimulate learning and innovation. This implies that good province-wide M&E practices could be shared with other provinces while bad practices (such as duplicating reports) could be communicated with the aim of learning from one's own and others' mistakes. Provincial governments are therefore challenged to ensure that provincial policies are aligned with national priorities. Furthermore, local governments have the daunting task of harmonizing their Integrated Development Plans to reflect provincial strategies and national priorities. Municipal governments are therefore obliged to implement Performance Management and Development Systems (PMDS) to align their objectives and services to the provincial premier's office.

2.6 Conclusion

A number of common viewpoints were identified from the reviewed literature and the most important ones are that to begin with and on a theoretical level, there is a relation between the NPM theory and the phenomenon of M&E. The COGTA has not been in line with NPM provisions by improving and turning itself around in the form of strengthening its human capacity element for the implementation of a municipal M&E system that will enable municipalities to be assisted with their M&E reporting functions. The study therefore aims to add to the existing literature by using the reviewed themes of M&E, monitoring and evaluation systems, human capacity elements within M&E systems and evaluation capacity building.

Having outlined the literature review on which the study is anchored, the next chapter details the Research design and methodology adopted for the study.

Chapter 3

RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

In the previous chapter, literature on M&E and related concepts was reviewed. In this chapter, the research methods employed for the study are explained and their choice justified. In addition, descriptions of the chosen research design, target population, sampling techniques, data collection methods and procedures as well as the delimitation of the study are explained. In this study, as the latter part of this chapter shows where the research framework is outlined, data is considered from qualitative and as a qualitative case study, it goes beyond descriptive questions to answer the “how and why” questions (Yin, 1993). The study thus was exploratory in nature and was set out to seek explanations for questions related to the M&E-good governance relationship.



3.2 Research Design

According to Terre-Blanche, Durrheim and Painter (2006:48), a research design should provide a precise plan of action in a manner that clearly describes the techniques that will be employed when executing the research. Terre Blanche et al. (2006) also state that the research design should provide an extensive description of information with regard to sampling, data collection and data analysis techniques. In this study, the method that was utilized to obtain data is primarily qualitative in nature. It was envisaged that a quantitative method opinion poll database would only shed partial light on the nature of the M&E within the municipality. Consequently, preference was given to conducting the research in qualitative contexts. According to Babbie and Mouton (2006), qualitative approach enables respondents to expand with additional details to questions asked by the researcher. Another reason for a qualitative research approach is that the research work is essentially explorative in character. Qualitative data is said to be able to shed light on a variety of perspectives and opinions expressed by respondents.

In this study, a qualitative research design was used in order to explore the effect of the utilisation of M&E system on the intergovernmental support to municipalities. According to Brynard and Hanekom (2006:37), qualitative methodology refers to research that produces descriptive data, generally the participant's own written or spoken words pertaining to their

experience or perception. Maree et al. (2009:257) are of the view that this is the approach through which data is collected from people immersed in the setting of everyday life in which the study is framed.

3.2.1 Qualitative Research Design

Ivankova, Creswell and Clark, in Maree, (2007:257), describe qualitative inquiry as a process of understanding where a researcher develops a complex, holistic picture, analyses words, reports detailed views of informants and conducts the study in a natural setting. According to Terre Blanche et al. (2006:44), descriptive and exploratory research is conducted through qualitative research, for it is commonly used to inductively explore phenomena and to provide detailed descriptions of the phenomena. Bless, Higson-Smith and Kagee (2006:47) state that when conducting exploratory and descriptive research, the researcher has two alternate data collection methods such as case studies and surveys. A qualitative methodology was considered to be suitable for this study. The qualitative mode is supported by De Vos (1998:240) who states that qualitative research aims to understand and interpret meanings and intentions that underlie everyday human action. According to De Vos (1998), qualitative researchers aim to understand reality by discovering the meanings that people in a specific setting attach to it. Qualitative researchers also believe that behaviour is intentional and creative and can be explained, and not predicted. Terre Blanche et al. (2006:48) state that "... qualitative research is more commonly used to inductively explore phenomena and provide thick descriptions of phenomena".

3.3 Target Group

The group from which data were collected, comprised of appointed officials who are employed in the unit that is responsible for the M&E of municipalities within the Bojanala District Municipality in the North West Province, and the officials who are responsible for municipal performance of the selected district municipality which serves as the case-study. The targeted respondents (municipal personnel) were chosen, since they were considered to have specific knowledge on the issue being researched.

3.4 Sampling

De Vos et al. (2005:194) describe a sample as a subset of measurements, which is drawn from a population that the researcher is interested in, in order to understand that particular population. The authors also state that in a qualitative inquiry there are no rules for sample

size. Instead, the sample size depends on what the researcher wants to know; the purpose of the inquiry; what is at stake; what will be useful; what will have credibility; and what can be done with the available resources and time. Sampling in qualitative research is relatively limited based on saturation, not representative and size is not statistically determined, therefore, qualitative research uses non-probability sampling (De Vos et al., 2005:328). Terre Blanche et al. (2006:139) describe non-probability sampling as a type of sampling where the selection of elements is not determined by the statistical principle of randomness. De Vos et al. (2005:201) continue to name the different types of non-probability sampling as:

- purposive sampling;
- accidental;
- quota;
- dimensional;
- target;
- snowball; and
- spatial planning.

The sampling method used in this study was a purposive sampling. According to MacMillan and Schumacher (2006:126), in purposive sampling the researcher selects particular elements from the population, who will be representative or informative about the topic of interest. Based on the researcher's knowledge of the population, a judgment is made, about which respondents should be selected to provide the best information to address the purpose of the research. According to De Vos et al. (2005:328-329), in purposive sampling, where the sample is composed of elements that contain the most characteristics and representative attributes of the population, hence, purposive sampling was utilized in collecting data from the municipal officials. The sample consisted of two (2) respondents, which are the Unit Manager and the Unit Officer.

3.5 Data collection methods and procedures

The following two selected data collection methods are explained below, namely:

- Interviews;
- Document analysis.

3.5.1 Interviews

Rubin and Rubin (2005:4) define interviewing as conversations in which the researcher guides the respondent to an extended discussion about the research topic by following up on answers that are given by the respondent during the conversation. According to Terre-Blanche et al. (2006:287), interviewing is the predominant mode of data collection in qualitative research. Kvale, in Terre Blanche et al. (2006:287), states that qualitative interviews are attempts to understand the world from the respondent's point of view to unfold the meaning of respondent's experiences and to uncover their lived world prior to scientific expectations. The three types of interviews are also explained below:

- unstructured;
- semi-structured; and
- structured interviews.

3.5.1.1 Unstructured Interviews

De Vos et al. (2005:292) state that unstructured interviews are also referred to as in depth interviews. Royce, Bruce and Singleton (2005:222) state that in an unstructured interview, individual questions are developed spontaneously during the course of the interview, since the objectives are general and the discussion may be wide ranging. Royce et al. (2005:222) continue by stating that the interviewer is free to adapt the interview to capitalize on the special knowledge, experience and insights of respondents. According to De Vos et al. (2005:292-293), the purpose of an in-depth interview is not to get answers to questions, nor is it to test hypotheses or evaluate. Instead, the in-depth interview concentrates more on understanding the experiences of other people and the meaning that they make from that experience. He further states that the in-depth interview is perceived as lacking objective data, but it is still the type of interview that allows the researcher to extract data in order to gain more understanding of the participant's point of view. De Vos et al. (2005:293) also advise the researcher to engage in the interview, as this shows the researcher's willingness to understand the participant's response to a question in the wider context of the interview as a whole, instead of being objective and detached.

In this study, unstructured interviews were used to gather data from the municipal officials; hence, Lee (1993:101) alludes to the fact that for topics involving content, which may be of a

sensitive kind, there is preference for unstructured or in-depth interview. MacMillan and Schumacher (2006:204) further suggest that unstructured interviews allow the researcher greater latitude in asking broad questions, facilitating a high degree of objectivity and uniformity yet permitting probing and clarification.

During the interviews, the researcher probed important issues as laid out in the interview guide (see Annexure B). The questions in the interview guide were used merely as a guide, but not phrased rigidly as they appear in the guide. However, during the interview, all the desired responses were elicited. This was done in concurrence with Rubin and Rubin (1995:42) who suggest that, "...you begin a project with a design in mind to keep you on target about what you intend to learn. However, you do not have to follow the design in every detail. The questions change during the research as new avenues of inquiry open up". This encouraged the exploration of the topic in different ways. Thus, interviewing was flexible, iterative and continuous rather than prepared and locked in stone

The respondents were interviewed in their offices in the Rustenburg Local Municipality offices in Rustenburg. The respondents, who were targeted for unstructured interviews were the Unit Manager and the Unit Officer under the M&E Unit in the municipality. These respondents were chosen; since they were in the possession of full knowledge of the phenomenon under study, and by virtue of the positions, they occupy in the municipality could provide in-depth information.

Even though the interviews proceeded smoothly with full co-operation from the respondents, there were a few challenges in securing meetings. In some cases, the researcher secured appointments and then found that the respondent had to attend another meeting elsewhere during the time of the set appointment. These challenges were overcome by rescheduling the meetings and phoning on the set day to ensure that the respondent was available before making the trip to the municipality offices.

3.5.2 Document analysis

De Vos et al. (2005:317) provide four types of documents for review and analysis purposes, namely:

- Personal documents (letters and diaries);

- Official documents (government documents, reports);
- Mass media (newspapers, magazines, journals, television, radio, films and books); and
- Archival material (documents and data preserved in archives for research purposes).

The researcher further employed documented articles collections in obtaining further data about the study. These types of documents utilized in this regard were official documents of the municipality, including the:

- Annual Municipal Report;
- Integrated Developmental Plans (IDP);
- Annual Budgets;
- Municipal policies and by-laws; and
- The Auditor-General's Reports (www.agsa.gov.za).

According to Welman, et al. (2005), apart from the non-reactivity associated with the unobtrusive nature of these official statistical and archival sources, their greatest advantages are the ease and low cost involved in obtaining them, and the fact that these are especially useful in such large-scale investigations. All the artefacts utilised proved invaluable and freely available on the internet sources as well as on the municipal website of the Bojanala Local Municipality.

3.6 Data analysis and interpretation

The data was analysed qualitatively. Qualitative research is an ongoing process. This means that data collection, processing, analysis and reporting are thus intertwined. Nieuwenhuis (2007) provides a model of analysis, which was developed by Sarantakos (1998). Sarantakos's 1998 model consists of three elements: noticing, collecting and reflecting. According to Nieuwenhuis (2007), when analysing qualitative data, the goal is to summarise what was observed or heard in terms of words, phrases, themes, or patterns that would give further understanding and interpretation of the emerging data. The data was analysed by using content analysis. This method of analysis can be used in qualitative responses to open-ended questions on surveys, interviews and focus groups. Nieuwenhuis (2007:100) further describes content analysis as "... processes of looking at data from different angles with a view to identifying keys in the text that will help us understand and interpret the raw data."

After each interview was conducted, the researcher reconciled the information gathered to determine whether there were any trends, inconsistencies, contradictions and margin of errors in the information provided; this was in conjunction with ascertaining if the data relevantly answered the research questions. This included narrative analysis for the information drawn from qualitative study. From the data, the researcher was able to draw conclusions and subsequently make recommendations.

3.7 Limitations of the Study

The study was limited to the Bojanala Local Municipality and focused only on the aspects of M&E within the municipality. The following is but one limitation the researcher came across:

- The strike which occurred during the last quarter of the year 2016 in South Africa's Universities, North West University included, resulted in the researcher experiencing difficulties in accessing documents in the library and even on the internet from the institution.

3.8 Ethical Considerations

The researcher followed the necessary protocols and adhered to the ethical guidelines of the North West University in terms of this research. This included obtaining the necessary permission to use information for research purposes, ensuring that validation takes place, and acknowledging sources of information. For the protection of the participants, all private information related to participants who would not like to be named will be kept secret by the researcher due to sensitivity of the subject under investigation. All the participants will be free to not respond if they feel unhappy. The response and results will be treated with utmost confidentiality.

3.8 Conclusion

In this chapter, a careful selection of appropriate research methods and data, collection procedures employed were explained to provide the readers with a picture of the state of affairs in the Bojanala District Municipality. The researcher discussed the rationale for having employed qualitative methods of data collection. After identifying the target group, purposive sampling technique was used in selecting the respondents to the study; then unstructured interviews, documentation and observation were employed to gather the relevant data. The researcher was guided by the epistemic imperative of science. Furthermore, before gathering data, respondents' consent was obtained from the respondents and permission granted by the municipality for the study to be conducted. In the research report the anonymity, confidentiality and dignity of the respondents were carefully protected. The data collection procedures used, both obtrusive and unobtrusive, were also intended to produce a complete, cohesive and unbiased report on the findings about the governance processes, strengths and weaknesses of the Bojanala District Municipality administration. In the next chapter, data analysis and interpretation are discussed.

CHAPTER 4

PRESENTATION, ANALYSIS AND DISCUSSION OF FINDINGS

4.1 Introduction

In the previous chapter, the data collection methods employed, accumulated important data relevant to the study. The aim of this chapter is to present, analyse and discuss the findings that were gathered pertaining to municipal service delivery M&E unit of the Bojanala District Municipality in implementing a municipal M&E system. The presentation, analysis and discussion of the findings also take into account the provisions of the surveyed literature (secondary sources). This detailed process involved the scrutiny of each response from the interviews to calibrate and recapitulate those into a detailed report. In this chapter, qualitative analysis of the research findings is reflected. The respondents are the municipal officials of the Bojanala District Municipality. The data from municipal officials was subjected to qualitative analyses, and then triangulated to display a high degree of validity, consistency and reliability. With reference to the objectives of this study which are to: locate and explore the concept of monitoring and evaluation, provide a theoretical overview of the concept of M&E systems in South Africa, analyse the policy framework that guides M&E systems in the South African context and in particular the local sphere of government; explore the challenges faced by the municipal service delivery M&E unit of the COGTA, with specific reference to Bojanala District Municipality in implementing a municipal M&E system; and develop concluding remarks and recommendations for the improvement of the implementation of M&E in Bojanala District Municipality, questions were prepared in a manner that will satisfy these object utilising the qualitative method of research.

4.2 Qualitative Analysis

Having looked at the responses, the following step of the study focuses the attention to the qualitative aspects of their responses in as far as governance issues are concerned.

4.2.1 Interview Schedule with Officials from Bojanala District Municipality

4.2.1.1. How does the COGTA as an organisation view its role as the coordinating body of M&E in the municipality?

Responded 1: COGTA provides support as well as training to the municipality as and when needed. COGTA also works with other institutions and departments to help municipalities align their programs to the Government Wide Monitoring and Evaluation System.

Responded 2: To a certain extent, there is some level of understanding of the role of the department in terms of it being the coordinating body of municipal M&E in the province. The department is mandated to monitor and support the local government sphere in the province, as such, there is common understanding of the centrality of M&E in the department.

Responses on this question seemed to agree that to a certain extent, there is some level of understanding of the role of the department in terms of it being the coordinating body of municipal M&E in the province. On top of that, concerns that were raised however were that the department does not recognise the work produced by the service delivery M&E unit as central to the core mandate of the department. Another major concern that was highlighted across the responses was that from a departmental point of view there seems to be a disjuncture between the importance and the understanding of the actual institutionalisation of M&E including what capacity and resources must be considered in order to ensure an efficient M&E unit and system in the department.

4.2.1.2. What efforts did the COGTA embark upon to prioritise the capacitation of the service delivery M&E unit?

Respondent 1: COGTA has no mandate in terms of the staff compliment of the municipality, they however provide trainings and capacity building of the municipality on a number of occasions.

Respondent 2: The department has made little effort in relation to the capacitation of the unit even though the nature and amount of the work indicated that the unit is in serious need of capacitation, in terms of the number of personnel and also more highly skilled personnel who have a solid M&E background. This also reflected how

little attention has been paid to the M&E unit which is supposed to form a part of the core of the departmental mandate.

In line with this question, responses seemed to agree that from a departmental point of view, there has been not much effort to ensure full capacitation of the M&E unit, even where numbers have been filled, there is still need for more skills and experience to match the required outputs in terms of the understanding of the content and the monitoring output.

4.2.1.3. What are the efforts in place to try and institutionalise a municipal M&E system? How successful are these efforts?

Respondent 1: The municipality is in a process of procuring an institutionalised M&E system, the challenge is that the budget is sometimes not enough to cover the cost of carrying out the system to fruition.

Respondent 2: The M&E framework that the department has developed and currently attempting to rollout to municipalities is the only effort in attempts to institutionalise a municipal M&E system.

Responses to this question pointed to the development of a departmental M&E framework which entails to the institutionalisation of M&E system.

4.2.1.4. How important is the work produced by the service delivery unit towards the attainment of the overall goals of the COGTA?

Respondent 1: It is extremely important as the biggest mandate of the municipality is to deliver services to the communities in a very effective and efficient manner.

Respondent 2: The work of the unit should be considered very important to the attainment of the goals of the department as the unit's work is based on identifying municipality's areas of non-performance. This will then lead to the Department supporting municipalities in the identified areas of non-performance as well as assisting them with regard to their integrated development planning processes.

Respondents considered the work of the unit to be of utmost importance as its aim is to also identify municipal service delivery challenges, early identification of matters that could block service delivery and measures that could unblock them.

4.2.1.5. Monitoring – Section 155 (6) of the Constitution regulates provincial government to provide for the monitoring and support of local government in order to assess the support needed by municipalities in order to strengthen their capacity.

a) Would you say that the support that is given to your municipality by the provincial government is adequate?

Respondent 1: Support can never be adequate, there are a lot of gaps and needs mainly because M&E was never practiced in municipalities in the past 20 years of democracy. The gap is huge but we are getting there.

Respondent 2: No, it is not adequate

From the response to this question pointed out that support is not adequate in the municipality, but rather change towards adequacy is taking place.

b) During the period that you have been working for this municipality, has the province been actively involved in assisting the municipality to manage its own affairs?

Respondent 1: Yes. There are a number of joint programs that the municipality currently does with the province to ensure compliance to legislation as well as clean audits and overall service delivery.

Respondent 2: Support is given through grant funding. Because that is the only means of acquiring finance, it becomes inadequate for the municipality to effectively run projects and programmes.

From the responses one would conclude that the provincial government has been assisting the municipality in managing its own affairs to run smoothly financially and administratively so.

4.2.1.6. How capacitated are unit members to properly carry out their M&E functions?

Respondent 1: The unit currently comprises of 2 people (a manager and an officer), the municipality is looking at expanding the unit this financial year to include: a section manager, 2 x M&E officers, 4 Data collection and capturing officers and 10 field workers.

Respondent 2: The unit is not properly capacitated in line with the departmental strategic outlook and the expected monitoring outcomes in terms of responding

properly to various strategies such as outcomes, National Development Plan but expansion of staff is in process.

An important point to note about the above response relates to what was mentioned earlier about the knowledge and understanding of respondents regarding capacity requirements for functional M&E systems. The respondents seemed to have grasped this question correctly as the researcher was only interested in finding out whether the service delivery M&E unit had been properly capacitated in terms of the right number of personnel who also possess the proper M&E skills to be able to carry out their M&E functions and thereby implement a municipal M&E system.

4.2.1.7. What abilities do members of the unit possess related to the implementation of a municipal M&E system?

Respondents: The unit members each have Public Management and Governance (Majoring in Municipal Governance) qualifications from the University of Johannesburg. They also possess M&E qualification from Wits University and University of Pretoria respectively.

There was an agreement amongst respondents about members of the unit possessing a somewhat slight background related to M&E.

4.2.1.8. What abilities do members of the unit possess related to the management of evaluation projects?

Respondents: They both have been involved in summative evaluation of 5 year projects in different fields.

4.2.1.9. What M&E training or capacity building courses do members of the M&E unit attend on a regular basis?

Respondent 1: Trainings organised by COGTA and other M&E related courses

Respondent 2: In the last 5 years, a number of unit members only attended one week long training and capacity building course on M&E. Members have also been offered general report writing courses and training in developing an M&E system. However no M&E courses have been offered on a regular basis.

In relation to this response, the respondents also seemed to agree that the onus lay with the Director of the municipal service delivery M&E unit to lead the orientation on the M&E system by ensuring that firstly, the M&E unit is well capacitated and also, ensuring that staff members of the unit attend M&E related training on a regular basis in order to improve their skills.

4.2.1.10. How skilled are the members of the unit in carrying out their functions effectively, efficiently and sustainably?

Respondents: They are skilled taking into consideration that one can be too skilled to learn more. The unit members are still pursuing their studies with different universities in South Africa.

Respondents indicated that however members of the unit do possess somewhat relevant skills and expertise in relation to carrying out their duties effectively, it was also noted that as M&E is considered as an evolving discipline, it is important that members of the unit attend M&E training and capacity building courses on a regular basis in order to build and improve on their skills and further their studies in the field of M&E

4.2.1.11. How knowledgeable are members of the unit about quantitative and qualitative research methods?

Respondents: They are knowledgeable about qualitative and quantitative methods yes, when analysing numbers; they have to take into consideration the interpretation of those numbers. Quants in this regard assist the unit to then give easy to read and understand reports to senior management as well as Council

This question intended to explore how knowledgeable unit members are regarding qualitative and quantitative research methods as part of carrying out their M&E tasks and as part of individual competencies or attributes for M&E practitioners. Respondents generally agreed that members of the unit are knowledgeable about qualitative and quantitative research methods.

4.2.1.12. What abilities do members of the unit possess related to supervising others (service providers) involved in conducting evaluations?

Respondent 1: Because they both have experience in conducting surveys and research, they are able to supervise others when it's time to do formative or summative evaluations. In the beginning of every project or program a logic framework is developed as well as evaluation questions so when the time comes to monitor and evaluate a baseline has already been created and makes for referencing.

Respondent 2: Unit members have proven themselves to have supervision abilities relating to service providers, as the projects that were once embarked upon when service providers were involved turned out to be successful.

Respondents indicated that they have such experience and have supervised service providers before.

4.2.1.13. How skilled are the unit members in presenting M&E reports?

Respondent 1: They are extremely skilled, have been doing and presenting reports on a weekly as well as monthly basis to the senior management team.

Respondent 2: Members of the unit are skilful in presenting M&E reports: however, these skills need to be constantly improved upon as M&E is an evolving discipline. Just like in all the skills related questions, this also needs to be improved upon through the M&E training and capacity building courses.

Respondents generally agreed that unit members do possess the ability to prepare and present M&E reports.

4.2.1.14. The provincial government makes use of municipal performance reports to monitor municipal performance after submission of the reports:

- a) Does the provincial government give the municipality feedback that identifies how the municipality performed?
- b) Does the feedback include remedies on how to improve municipal performance?
- c) Are the remedies viable or achievable?
- d) Does the province assist the municipality to implement those remedies?

Respondents:

- (a) Yes

(b) Yes, feedback is provided at the end of every assessment to assist the municipality to correct the non-achieved key performance areas.

(c) Yes

(d) Yes, they provide support and guidance on the matters that might be otherwise difficult for the municipality to attain.

Respondents generally agreed that the provincial government makes use of performance reports to monitor the municipality performance and to give remedies to the problems experienced by the municipality in terms of service delivery monitoring and evaluation.



4.3 Conclusion

The aim of this chapter was to present, analyse and discuss the findings that were gathered pertaining to the challenges faced by the municipal service delivery M&E unit of the Bojanala district Municipality looking at COGTA in implementing a municipal M&E system. This chapter presented, analysed and discussed the findings that were gathered through the questionnaires. The presentation, analysis and discussion of the findings also considered the provisions of the surveyed literature (secondary sources). A discovery was made that the COGTA management has not created much of an enabling environment based on effective internal processes that will ultimately assist municipalities with their M&E functions as required by legislation.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

In this final chapter, conclusions and recommendations relating to the objectives of the study are discussed. This research was seeking to find answers to the question of M&E with specific reference to Bojanala District Municipality. This section is informed by the findings presented in chapter 4. A synopsis of the conclusions drawn is therefore the core of this chapter.

5.2 Summary of chapters

Chapter one of this research study presented the introduction of the study, which dealt with introducing the reader to the concept of the study under review. It included the statement of the problem of the study, the research objectives plus the significance of the study, the research design and methodologies, the delimitation as well as ethical considerations of the study.

In Chapter two, literature review was presented. This was intended to provide different works of literature by various sources to testify that the matter being investigated was crucial and that it had to be responded to. The literature review espoused the works of different scholars about the multi-dimensional perspective of governance conceptual and theoretical underpinnings.

Chapter three paid attention to the research design and methodology followed during the interaction with the participants. The chapter detailed the processes of respondent selection through data collection procedures that would be employed. A qualitative method used had numerous advantages. Firstly, it was useful because it allowed the researcher to describe and evaluate the performance of programmes in their natural settings, focusing on the process of implementation rather than on quantifiable outcomes. Secondly, it availed collecting data through securing appointments with all the municipal officials targeted for the study with the intention of interviewing them.

Chapter four of the study provided an involved process of analysis of the data, which were scientifically collected. Firstly, the critical issues, which emerged from the study, confirmed

that M&E from the Provincial government and at the Bojanala District Municipality was not up to the required standard as expected by the legislation.

5.3 Summary of the Conclusions

The following are conclusions that were drawn from the research:

- According to the Bojanala District Municipality, the province is not as involved in municipal affairs as it should be. Therefore, the provincial sphere of government should be more hands on in monitoring all municipal programmes, because
- There is misunderstanding and miscommunication between the provincial and local government, which creates problems of accountability. During the interview, Bojanala District Municipality alleged that the provincial government does not give municipalities adequate support.
- There is also a problem of not understanding that government spheres should be “interdependent and interrelated”. Interdependent means that the local sphere has the constitutional right to seek for assistance from the provincial and national spheres of government, whilst national and provincial governments are obligated to support and strengthen the capacity of municipalities to manage their own affairs, exercise their powers and perform their functions. Interrelated refers to the duty of each sphere to cooperate with others in good faith for the greater good of the country. Therefore, the provincial sphere should strive to act in good faith when dealing with local government and must be upfront with them at all times with regard to possible or emerging problems.
- The provincial government should exercise their right to intervene in municipal matters on time, and not leave matters until they are irrecoverable. The municipalities pointed out that the provincial government does not intervene on time.
- Since there is no adequate or skilled staff in the provincial government to conduct proper monitoring of municipalities, the provincial government should send existing staff for training courses that will help them to know more on about how M&E works. The provincial government should also hire experts to head the M&E district offices.
- The provincial government is mandated to be involved in municipal IDP processes and development, and with effective involvement, the provincial government should be able to see any irregularities in municipal IDPs.
- Municipal wide M&E has not been implemented owing to a lack of M&E capacity; lack of financial and human resources; and lack of administrative will to improve

governance. The province should support municipalities and make sure that municipal wide M&E is implemented.

- Evaluations of municipalities are also important, because there is no point in collecting performance information and not putting it to good use to improve municipal performance.

5.4 Recommendations

Six (6) recommendations were formulated to facilitate the development of a successful M&E system for the Provincial Government and Municipalities.

5.4.1 Recommendation 1: Key role for a powerful champion

A powerful champion serves as a success factor in M&E. A powerful champion refers to a powerful minister, or senior official who strives to institutionalise M&E, convince colleagues about its importance and the need to allocate significant resources to create a whole government M&E (Mackay, 2006:6). The GWM&ES is championed by the president's office, much like that of Colombia. The down-fall to this is that there might be a low-level utilisation of M&E information by the budget and planning directorates of the Planning Ministry and the Finance Ministry. Chile's M&E system is successful owing to its location in the Ministry of Finance. It would be advantageous for South Africa to explore the idea of M&E championed by the Ministry of Finance.

5.4.2 Recommendation 2: Substantive government prerequisite for successful institutionalization.

Mackay (2006:5) describes the term institutionalisation as the "...creation of an M&E system, which produces monitoring information and evaluation findings, which are judged valuable by key stakeholders, which are used in the pursuit of good governance, and where there is sufficient demand for the M&E function to ensure its funding and its sustainability for the foreseeable future ...". Achieving substantive demand for M&E is a difficult task, and the lack of knowledge about what M&E entails may be a barrier to demand. This leads to a lack of government demand for M&E owing to a lack of understanding of it and what it can provide.

5.4.3 Recommendation 3: Build a reliable ministry data system

A reliable ministry data system is essential in providing raw data on which M&E systems depend. Furthermore, Mackay (2006:8) emphasises that African countries are often faced with the problem where sector ministries collect performance information and the data is of poor quality. A reason for this may be that the task of data collection is given to over-worked officials at a facility level who are tasked with providing data for other officials in district and capital offices, but hardly ever receive any feedback on how the data is utilised. South Africa also falls under one of those African countries that experience the problem of receiving performance information that is not of quality as proven by the Bojanala District Municipality and the Provincial Government.

5.4.4 Recommendation 4: Role of structural arrangements to ensure Monitoring & Evaluation objectivity and quality

The structural arrangements of an M&E system are important from a number of perspectives. One of these perspectives, as described by Mackay (2006:8), is the need to ensure the objectivity, credibility and rigor of the information the M&E system produces. He also states that with regard to data, Chile relies on external audit committees, while Canada uses the national audit office.

Since the province does not have an adequate workforce for M&E, it may be advisable for government to join Chile and contract out evaluations to academic institutions. Contracting evaluations out may be a temporary solution, whilst the right workforce is being trained.

5.4.5 Recommendation 5: The provincial government and the local government should arrange workshops for educating both provincial and municipal employees on M&E in government; how it affects them, and what it will contribute to effective and efficient service delivery. The workshop should also the legislation that forms the basis for municipal monitoring.

5.4.6 Recommendation 6: The government should start to invest more on evaluation mechanisms (feedback), because there is no point in achieving successful monitoring alone, without checking to see if the remedies that are provided after monitoring were implemented and, if so, whether or not they were successful.

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School of Management

Faculty of Commerce and Administration

North West University

Mafikeng

2745

2016-09-27

Bojanala District Municipality

Municipal Manager

Rustenburg

0300

Dear Sir/Madam

REQUEST FOR PERMISSION TO CONDUCT ACADEMIC RESEARCH

I hereby wish to apply for permission to conduct research within the Bojanala District Municipality, which will include an interview, survey with identified and selected personnel members within the department.

The concepts, Monitoring and Evaluation within the municipality are the focus of the research. The research objective is to evaluate the monitoring and evaluation of municipalities in order to ensure that they fulfil their constitutional mandate.

The research objectives have been formulated to provide a broader understanding of:

- How the department monitors and evaluates municipalities;
- What Monitoring and Evaluation (M&E) systems have the department established for the municipalities?
- Are the systems in line with legislation and are they effective?

The adopted research methodology is qualitative. Data will be collected with the use of interviews. Interviews are to be conducted with the officials employed in the unit responsible for the monitoring and evaluation of municipality.

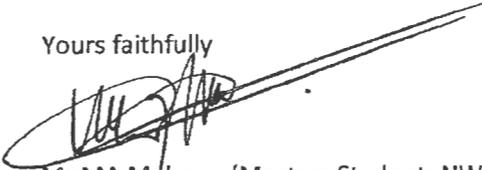
The following ethical considerations will be complied within in the research:

- Appointments with participating employees/ officials are set around a time that suits them and does not disrupt their work;
- Confidentiality of information will be maintained at all times; and

- The end results of the research will be made available to the institution upon completion of the study.
- Favourable considerations of this request will be highly appreciated.

Thank you.

Yours faithfully

A handwritten signature in black ink, appearing to read 'MA MEGWE', is written over a horizontal line. The signature is stylized and somewhat cursive.

Mr MA Mekgwe (Masters Student: NWU-Mafikeng Campus)

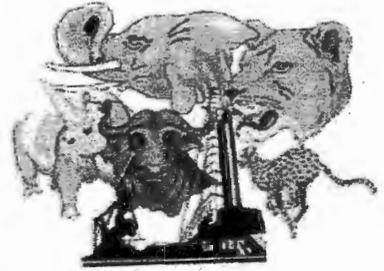
Student No: 22457909

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083 5004 643

ma.mekgwe@gmail.com

Bojanala Platinum District Municipality



OFFICE OF THE EXECUTIVE MAYOR

P.O. Box 16, Rustenburg, 0300, North West Province, South Africa
Tel: (014) 590 3056 Fax: (014) 590 3698 Email: ematebane@rustenburg.gov.za

TO: SCHOOL OF MANAGEMENT- NORTH WEST UNIVERSITY

CC: MR M A MEKGWE

RE: ACADEMIC RESEARCH : MONITORING AND EVALUATION

09 November 2016

The above matter refers

This letter serves as conformation that Mr M A Mekgwe conducted a research study in the functionality of the Monitoring and Evaluation Unit of Rustenburg Local Municipality. Mr Mekgwe interviewed Ms E Matebane who works as a Monitoring and Evaluation Officer in the unit. Mr Mekgwe was granted an interview on the 09th November 2016.

Should you have any clarity seeking questions please do not hesitate to contact Ms E Matebane on 014 590 3056 or email ematebane@rustenburg.gov.za.

Thank you.

A handwritten signature in black ink, appearing to be 'E. Matebane', is written over a dotted line.

Ms E Matebane
MONITORING AND EVALUATION OFFICER

INTERVIEW SCHEDULE WITH OFFICIALS FROM BOJANALA DISTRICT MUNICIPALITY

1. How does the COGTA as an organisation view its role as the coordinating body of M&E in the municipality?

.....
.....

2. What efforts did the COGTA embark upon to prioritise the capacitation of the service delivery M&E unit?

.....
.....

3. What are the efforts in place to try and institutionalise a municipal M&E system? How successful are these efforts?

.....
.....

4. How important is the work produced by the service delivery unit towards the attainment of the overall goals of the COGTA?

.....
.....

5. Monitoring – Section 155 (6) of the Constitution regulates provincial government to provide for the monitoring and support of local government in order to assess the support needed by municipalities in order to strengthen their capacity.

a) Would you say that the support that is given to your municipality by the provincial government is adequate?

b) During the period that you have been working for this municipality, has the province been actively involved in assisting the municipality to manage its own affairs?

.....
.....

6. How capacitated are unit members to properly carry out their M&E functions?

.....
.....

7. What abilities do members of the unit possess related to the implementation of a municipal M&E system?

.....
.....

8. What abilities do members of the unit possess related to the management of evaluation projects?

.....
.....

9. What M&E training or capacity building courses do members of the M&E unit attend on a regular basis?

.....
.....

10. How skilled are the members of the unit in carrying out their functions effectively, efficiently and sustainably?

.....
.....

11. How knowledgeable are members of the unit about quantitative and qualitative research methods?

.....
.....

12. What abilities do members of the unit possess related to supervising others (service providers) involved in conducting evaluations?

.....
.....

13. How skilled are the unit members in presenting M&E reports

.....
.....

14. The provincial government makes use of municipal performance reports to monitor municipal performance after submission of the reports:

- a) Does the provincial government give the municipality feedback that identifies how the municipality performed?
- b) Does the feedback include remedies on how to improve municipal performance?
- c) Are the remedies viable or achievable?
- d) Does the province assist the municipality to implement those remedies?

.....
.....
.....



NORTH-WEST UNIVERSITY
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Institutional Research Ethics Regulatory Committee

Tel: +27 18 299 4849
Email: Ethics@nwu.ac.za

ETHICS APPROVAL CERTIFICATE OF PROJECT

Based on approval by the Human Sciences Research Ethics Committee (HSREC) on 06/02/2017, the North-West University Institutional Research Ethics Regulatory Committee (NWU-IRERC) hereby approves your project as indicated below. This implies that the NWU-IRERC grants its permission that provided the special conditions specified below are met and pending any other authorisation that may be necessary, the project may be initiated, using the ethics number below.

Project title: Monitoring and evaluation system utilization in sustainable development in the Bojanala District Municipality.

Project Leader/Supervisor: Prof C Hofisi

Student: MA Mekgwe

Ethics number:

N W U - 0 0 3 2 3 - 1 7 - A 9

Application Type: Master's

Commencement date: 2017-01-30

Expiry date: 2020-01-30

Risk:

N/A

Special conditions of the approval (if applicable):

- Translation of the informed consent document to the languages applicable to the study participants should be submitted to the HSREC (if applicable).
- Any research at governmental or private institutions, permission must still be obtained from relevant authorities and provided to the HSREC. Ethics approval is required BEFORE approval can be obtained from these authorities.

General conditions:

While this ethics approval is subject to all declarations, undertakings and agreements incorporated and signed in the application form, please note the following:

- The project leader (principle investigator) must report in the prescribed format to the NWU-IRERC via HSREC:
 - annually (or as otherwise requested) on the progress of the project, and upon completion of the project
 - without any delay in case of any adverse event (or any matter that interrupts sound ethical principles) during the course of the project.
 - Annually a number of projects may be randomly selected for an external audit.
- The approval applies strictly to the protocol as stipulated in the application form. Would any changes to the protocol be deemed necessary during the course of the project, the project leader must apply for approval of these changes at the HSREC. Would there be deviated from the project protocol without the necessary approval of such changes, the ethics approval is immediately and automatically forfeited.
- The date of approval indicates the first date that the project may be started. Would the project have to continue after the expiry date, a new application must be made to the NWU-IRERC via HSREC and new approval received before or on the expiry date.
- In the interest of ethical responsibility the NWU-IRERC and HSREC retains the right to:
 - request access to any information or data at any time during the course or after completion of the project;
 - to ask further questions, seek additional information, require further modification or monitor the conduct of your research or the informed consent process.
 - withdraw or postpone approval if:
 - any unethical principles or practices of the project are revealed or suspected,
 - it becomes apparent that any relevant information was withheld from the HSREC or that information has been false or misrepresented,
 - the required annual report and reporting of adverse events was not done timely and accurately,
 - new institutional rules, national legislation or international conventions deem it necessary.
- HSREC can be contacted for further information via Ethics@nwu.ac.za or 018 289 2873.

The IRERC would like to remain at your service as scientist and researcher, and wishes you well with your project. Please do not hesitate to contact the IRERC or HSREC for any further enquiries or requests for assistance.

Yours sincerely

Prof LA

Digitally signed by
Prof LA Du Plessis

Du Plessis

Date: 2017.02.14
12:16:37 +02'00'

Prof Linda du Plessis

Chair NWU Institutional Research Ethics Regulatory Committee (IRERC)



NORTH-WEST UNIVERSITY
 YUNIBESITI YA BOKONE-BOPHIRIMA
 NOORDWES-UNIVERSITEIT
 MAFIKENG CAMPUS

FCA Plagiarism Declaration Form



I, MELLO DAVID the Honours Leader/Masters Promoter/Doctoral Supervisor
 of MEKGWE MA who is the author of the

project/mini-dissertation/dissertation/ thesis, entitled:

Monitoring and evaluation System
Utilisation in sustainable development
in the Bojanala District Municipality.

hereby declares that the aforementioned document was checked via Turn-it-in for plagiarism. I found that no/some parts of the project/mini-dissertation/dissertation/thesis were plagiarized.

PP

Leader /Promoter/Supervisor

12/05/2017

Date

Student

12/05/2017

Date



Academic Administration (Mafikeng Campus)

SOLEMN DECLARATION (for Masters and Doctoral Candidates)

1 Solemn declaration by student

I M.A. Mekgwe declare herewith that the mini-dissertation/dissertation/thesis entitled, Monitoring & Evaluation System Utilisation in Sustainable Development in Bejanna District Municipality which I herewith submit to the North-West University as completion/partial completion of the requirements set for the Masters degree, is my own work and has not already been submitted to any other university.

I understand and accept that the copies that are submitted for examination are the property of the University.

Signature of candidate [Signature] University-number 22457909

Signed at Mmabatho this 12 day of May 2017

Declared before me on this 12th day of May 2017
Commissioner of Oaths: [Signature]

CLAUDIA MADLYN PIETERSEN
Ex - Officio Commissioner of Oaths
Director: Information Technology
North-West University - Mafikeng Campus
Private Bag X2046, Mmabatho 2735

OATH
1. The deponent
1.1 has acknowledged that he/she is familiar with the content of the statement and that he/she understands it; and
1.2 declares that he/she has no objection against taking the oath and regards it as binding on his/her conscience; and
1.3 has signed the statement in the presence of the undersigned
2. This oath was taken by having the deponent utter the words: "I swear that the content of this statement is true, so help me God."
Sworn before me on the 12th day of May 2017 at Mafikeng

2 Declaration by supervisor/promotor



The undersigned declares:

- 2.1 that the candidate attended an approved module of study for the relevant qualification and that the work for the course has been completed or that work approved by the Senate has been done
- 2.2 the candidate is hereby granted permission to submit his/her mini-dissertation/dissertation or thesis
- 2.3 that registration/change of the title has been approved;
- 2.4 that the appointment/change of examiners has been finalised and
- 2.5 that all the procedures have been followed according to the Manual for post graduate studies.

Signature of Supervisor: [Signature] Date: 12/05/2017

Signature of School Director: [Signature] Date: 12/5/2017

Signature of Dean: _____ Date: _____

1065 Hector Petersen Drive

Unit 5

Mmabatho

11/05/2017

This is to certify that the dissertation entitled

**Monitoring and Evaluation System utilisation in Sustainable
Development in the Bojanala District Municipality**

Submitted by

MOLEMO ABRAHAM MEKGWE

For the degree of

MASTER OF PUBLIC ADMINISTRATION

In the

FACULTY OF COMMERCE AND ADMINISTRATION

**MAFIKENG CAMPUS
NORTH WEST UNIVERSITY**

Has been edited for language by

Mary Helen Thomas (B.Sc. Hons. PGCE)

Mary Helen Thomas