

**CRITICAL ANALYSIS OF THE IMPLEMENTATION OF GOVERNMENT-
WIDE MONITORING AND EVALUATION SYSTEM IN EASTERN CAPE
MUNICIPALITIES - CASE STUDY OF CHRIS HANI DISTRICT
MUNICIPALITY**

BY

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**A MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF
THE REQUIREMENTS FOR THE MASTER OF PUBLIC
ADMINISTRATION (MPA)**

AT THE

SCHOOL OF PUBLIC ADMINISTRATION

FACULTY OF MANAGEMENT AND COMMERCE

UNIVERSITY OF FORT HARE

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ACADEMIC YEAR: 2015

ACKNOWLEDGEMENTS

Though only my name appears on the cover of this mini-dissertation, a great many people have contributed to its production. I owe my gratitude to all those people who have made this dissertation possible and because of whom my graduate experience has been one that I will cherish forever. Most importantly I would like to give glory to the Almighty God for blessing me with everything I have and to guide me through His word.

My deepest gratitude is to my Supervisor, Dr Antony Matemba Sambumbu. I have been amazingly fortunate to have a Supervisor who gave me the freedom to explore on my own, and at the same time the guidance to recover when my steps faltered. Dr Sambumbu taught me how to question thoughts and express ideas. His patience and support helped me overcome many crisis situations and finish this mini-dissertation. I appreciate Doc what you have done for me, and will forever cherish it.

My mentor and coach, Mr Bhekisisa Mthembu who has been always there to listen and give advice. I am deeply grateful to him for the long discussions that helped me sort out the technical details of my work. I am also thankful to him for his constructive criticism at different stages of my research were thought-provoking and they helped me focus my ideas and for carefully reading and commenting on countless revisions of this manuscript.

I am grateful to Professor Thakhathi for his encouragement and practical advice. His seminars have given me great ideas on this study through the interaction of the participants and the speakers he had organised. His motivational words as well as those of the motivational speakers in the workshops have encouraged me to complete this study.

It is of utmost importance for me to send a word of gratitude to Engcobo Local Municipality for giving me an opportunity to pursue this degree. I would like to particularly thank both my administrative head Mr Silumko Mahlasela and my political head Councillor Zibele Xuba who had always motivated me. Their support and care helped me overcome setbacks and stay focused on my graduate study. I greatly value their role in completion of this study and I deeply appreciate their belief in me.

Most importantly, none of this would have been possible without the love and patience of my family to whom this dissertation is dedicated to, they have been a constant source of love, concern, support and strength all these years. I would like to express my heart-felt gratitude to my kids Mpho and Ndalo. I sacrificed the time that I should have spent with you and focused on this dissertation. There were times when you needed my attention and to be helped with your homework but I could not do that because I was away for a week or glued to my books, but you understood. Thank you so much for that.

To my late Father Bandile, I know you are proud of me wherever you are and I know your spirit is always with me, your love for education is what drove me to finish this study. You wanted me to attain a PhD and it is my intention to do exactly that, may your soul Rest in Peace Faku. To my Mother Nomawethu and Aunt Neliswa Mncunza, thank you so much for being there for me and my kids during this time. There were times that my kids were sick and I was far away to take care of them, you did not waste time and came to my rescue. Your support and understanding will forever be cherished. To my sister Nozuko I would not be where I am today if it weren't for you, thank you so much.

DECLARATION

I, Vuyiseka Nosipho Mviko do hereby declare that the mini-dissertation titled Critical Analysis of the Implementation of Government-Wide Monitoring and Evaluation System Framework in Eastern Cape Municipalities: Case Study of Chris Hani District Municipality submitted by me in partial fulfilment of the degree of Master of Public Administration at the University of Fort Hare is my independent work and has not been submitted by me at another university.

SIGNATURE

DATE

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ACRONYMS

GWM&ES : GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM

M&E : MONITORING AND EVALUATION

SMS : SENIOR MANAGEMENT SERVICE

PMDS : PERFORMANCE MANAGEMENT & DEVELOPMENT SYSTEM

PSC : PUBLIC SERVICE COMMISSION

UN : UNITED NATIONS

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ABSTRACT

South Africa is faced with enormous backlog of service delivery which is attributed to the apartheid government and performance challenges especially in areas like Eastern Cape. It was then identified that there was no uniform system to monitor and evaluate performance of government institutions and the impact of the services they render to the community. The government then adopted a monitoring and evaluation system called Government - Wide Monitoring and Evaluation System for all government departments and municipalities.

This study analysed the implementation of this Government-Wide Monitoring and Evaluation System in Eastern Cape Municipalities with specific reference to Chris Hani District Municipality. It further assessed the effectiveness of this monitoring and evaluation system and whether its implementation has improved performance in municipalities, so as to identify the hampering limitations and the appropriate improvement strategies that can be recommended. In order to reach conclusions to the questions and objectives, the study was conducted using qualitative research methodology. Interviews were conducted as described in chapter 3. Chapter 4 presents the findings that were achieved from the interviews and the interpretation of these findings whilst chapter 5 presents conclusion and recommendations based on the findings.

CHAPTER ONE

OVERVIEW, INTRODUCTION AND RESEARCH BACKGROUND

1.1 INTRODUCTION

Faced by resource constraints and the constantly expanding population, most of the governments in the developing countries are under enormous pressure to meet the needs of their citizens (Reuben, 2005:66). In a bid to ensure resource optimisation and that the implemented government programmes contribute to the meeting of the needs of every citizen, most of the developing countries' governments are increasingly recognizing that monitoring and evaluation are critical if they are to successfully implement their programmes (Reuben, 2005:66). However, at the same time, enormous amount of evidence has continued to show that most governments still struggle to determine the appropriate framework that can be used for monitoring and evaluation (McDonald & Muça, 2003:62). This leads to the increasing disintegrated systems and methods of monitoring and evaluation as new methods and systems are invented and added onto the existing ones in lieu of the assessment of how all the accumulated systems and methods can be integrated under one single coherent system to impact positively on the overall effectiveness of monitoring and evaluation.

These challenges are not exceptional to the limitations bedevilling the effectiveness of the monitoring and evaluation framework adopted by the South African government since 2005. This is attributable to the fact that Cloete (2009:297) notes that even after the implementation of the government wide monitoring and evaluation in South African Public Service in 2005, there is still challenge of having monitoring and evaluation systematically undertaken and managed. Instead, he points out that the government has only focused on individual performance evaluation and not the organisational performance with the effect that the organisational performance evaluation was only done occasionally by the Departments for purposes of their annual performance reports. Yet, as Cloete (2009:298) further explains the need for an effective Monitoring and Evaluation System is essential for providing regular reporting to the United Nations (UN) on Millennium Development Goals, assessing the overall sustainable development in the country, meeting donor requirements, and as a practice for enhancing good governance. Unless, the appropriate measures are undertaken to reverse the status quo, it is unlikely that the South African

government will be able use its existing framework for monitoring and evaluation to achieve such strategic objectives and goals. It is therefore against that backdrop that the primary objective of this study is to analyse critically the implementation of the Government-Wide Monitoring and Evaluation System with specific reference to the Eastern Cape Municipalities so as to identify the hampering limitations and the appropriate improvement strategies that can be recommended. Despite the fact that the entire research process is directed towards the achievement of this primary research objective, the discussions in this chapter provides the research background information. Thereafter, the chapter examines the research problem statement, the research objectives and questions, the significance of the research and the overview and structure of the research report.

1.2 RESEARCH BACKGROUND

Although the roots of the concept of monitoring and evaluation are traceable in the private sector, it has increasingly been adopted by the public sector as a primary tool for evaluating and improving the employee performance so as to influence the improvement in service delivery (Stewart, 1986:30). In the South African Government, the first evidence of monitoring and evaluation was seen of the 'mainstreaming' of performance management in the 1998 White Paper on Local Government (1998). The 1998 White Paper on Local Government (1998) proposed the introduction of performance management systems to local government as a tool to ensure developmental local government.

This was followed up in 2001 with the promulgation of Performance Management Guide for Municipalities and the General Key Performance Indicators for Local Government (July 2001) as well as in 2002 of the Department of Public Service and Administration's Draft Guide: Performance Management and Development (GP 5/7 1). The Guide on Performance Management and Development, issued by the Department of Public Service and Administration, was designed to help departments understand the implications of the new public service policy context for monitoring and evaluation, to develop an effective departmental policy on performance management and development that links individual performance to the goals of the department in a way that is relevant and appropriate to the needs and circumstances of each specific department, and to design, implement and use a system for monitoring and evaluation that is appropriate,

relevant and effective. As part of the initiative to improve the monitoring, evaluation and control of activities in the public service, the government through the Public Service Commission (PSC) introduced the performance management and development system (The Public Service Commission, 2008; Sangweni, 2008). Sangweni (2008) argues that the introduction of the performance management and development systems for senior managers in the public service created the much needed process through which managers can be systematically evaluated and held accountable for their performance. Constant evaluation and monitoring is considered essential due to the fact that senior managers in the public service are entrusted with public funds through which government seeks to improve the provision of services for all. However, a Survey conducted by the PSC in 2007 in the Eastern Cape demonstrated that there was some low level of compliance with the performance management development process.

In the North Western Province, the Survey revealed that compliance was uneven across departments. The areas identified as problematic included; lack of systematic monitoring to ensure that all senior managers enter into performance agreements on time, the quality assurance of performance agreements to ensure that they meet the required standards, and regular performance reviews to ensure the provision of feedback. The inculcation of a culture of accounting for performance by the senior staff among the lower employees was also found to be significantly lacking. The study also revealed that most performance agreements did not reflect applicable Batho Pele Principles against Key Results Areas and core management concepts. In regard to the performance management and development, senior managers are expected to identify key results areas and incorporate the applicable Batho Pele Principles. The Batho Pele cuts across key results areas, and are used to define the kinds of services which each key results areas is expected to deliver (Bradshaw, 2008; Bradshaw, Norman & Lewin, 2007:643). The Batho Pele principles are also utilized when performance assessments are conducted. However, the performance agreements which were analyzed by the PSC demonstrated a significant level of non-compliance with the Batho Pele principles and the required key results areas. Further results of the study revealed that most performance agreements did not include personal development plans. According to the Public Service Commission (2008), the inclusion of personal development plans in the performance agreements is compulsory for that senior managers and their supervisors should agree on the steps to be taken to address the developmental gaps and the data at which the review of progress can be

done. However, the study revealed that such essential requirements are lacking in almost all the performance agreements which were submitted.

The analysis of most of the performance agreements submitted also revealed that mediators were not identified. The inability to identify mediators as Sangweni (2008) indicated means that disputes within the department may take long before they are resolved, thus interfering with the normal flow of work processes. Besides finding that most of the performance agreements were signed after 30 April, contrary to paragraph 8.5 (5) of the SMS Performance Management and Development System (PMDS), the findings also revealed that most of performance agreements did not include work plans. The requirement of an effective performance management and development process is that performance agreements must clearly and directly devolve from the department's strategic or operational plan and the work plans of the units in the coming year. A performance work plan specifies the deliverables that each staff is responsible and outlines the performance standards against which he or she will be assessed against. In effect, the exclusion of a work plan limits the evaluation of performance under the performance management and development system.

In a bid to improve the performance of the entire South African public service system, the President used his prerogative to create the Department of Performance, Monitoring and Evaluation in 2008. The government then outlined 12 critical outcomes which must be achieved. These critical outcome goals were associated with measurable outputs which must guide performance agreements with ministers and inter-ministerial coordination arrangements. In effect, data collection is being improved to monitor outcomes and measurable outputs, and progresses are also evaluated by the government/president bimonthly. Whether there is a significant correlation between the establishment of the Department of Performance, Monitoring and Evaluation and the improved performance of the South African local government is what remains questionable. Nonetheless, there has been the establishment of monitoring units in all departments in order to ensure the continuous monitoring and evaluations of activities. Although their separation from the implementation hierarchy is essential to help ensure their independence, it has also turned to be a hindrance to their effectiveness (Presidency, 2010; Improving Government's Performance, Developing the MTSF into a set of key outcomes with measurable & agreed interventions; Statistics South Africa, 2009).

In that the separation often makes it difficult to collect basic data on implementation inputs and outcomes. In addition empirical research reveal that the findings are often late, incomplete, and not automatically fed back into improving operations. Many departments know little about what policies and programmes are working, which are not and why. Instead responses to failed programs often focus on establishing new programmes and sub-departments, worsening coordination and increasing fragmentation which makes control of activities difficult. Further effort to improve the monitoring and the evaluation of activities is reflected in the Presidential effort to establish a hotline in 2008. This hotline facilitates the citizens to lay complaints directly. One of the positive effects have so far been in deterring inefficient public health officers from engaging in the inefficient activities with negative effects on service delivery. However, the success of the Presidential Hotline has been marred by services which are organised as centrally driven silos, and therefore render coordination difficult. Other challenges are; complex procedures, lack of comprehensive operation manuals for implementation, overlapping mandates, authorities and responsibilities, excessively complex Integrated Development Plan. Municipalities prefer to deliver the service themselves due to the onerous requirements for contracting service provision. In other words, as it is demonstrated in the research problem statement in the next section, such challenges are not different from the challenges which are marring the effectiveness of the process of monitoring and evaluation in the Eastern Cape Municipalities.

1.3 RESEARCH PROBLEM STATEMENT

The research problem statement for this research is latent in the fact that following the introduction of the government wide monitoring and evaluation programme in 2005, the process for effective accomplishment of monitoring and evaluation in the Eastern Cape Municipalities is still marred by a lot of challenges. One of the challenges is associated with the fact that the municipalities seems to be overburdened by the activities linked to monitoring and evaluation to the extent that they do not have time to concentrate on the allocated tasks. This is reflected in the fact that the same employees have to attend to the staffs from the department of monitoring and evaluation, respond to performance management and appraisal, and at the same time provide reports to the managers and supervisors about their overall progress of activities' accomplishment. In the midst of lack of a single framework that defines how and when each of these activities can be

effectively accomplished, the overall performance of the employees seems to be affected. The effects of these are already latent in the failure to deliver services that effectively respond to the needs and wants of the residents in the jurisdiction of a particular municipality. In other words, although the overall purpose of monitoring and evaluation is to improve the municipal performance, it is important that it must not be conducted in the manner that undermines the effective ongoing accomplishment of activities. Yet, it is also increasingly turning out that most of the employees do not understand how and when to link each evaluation process with another due to lack of skills and poor communication from the managers and the monitoring and evaluation staffs on how such can be accomplished. Generally, it is seems that it is not only the employees who are struggling to understand this overall concept of monitoring and evaluation, but also that the managers are facing certain difficulties. This is attributable to the fact that no training and development on the competencies and skills for monitoring and evaluation have been conducted with the effect that most of the people who are involved in monitoring and evaluation cannot be generally regarded as specialists. The other challenges are associated with the fact that the implementation of monitoring and evaluation has not be consistent and comprehensive enough to cover all the municipalities. When combined with the poor feedback provided by the supervisors, all these seem to be undermining the faith and confidence of the employees about the overall importance and values of monitoring and evaluation. In other words, the fact that the results of monitoring and evaluation are not used for determining the corrective and improvement measures which must be put in place only contributes to reinforcing the employees' interpretation that monitoring and evaluation are mere formalities. It is therefore against that backdrop that this research is being conducted along the research objectives and questions outlined in the following subsections.

1.4 AIM OF THE RESEARCH

The main aim of this research is to undertake a critical evaluation of the process for the implementation of government-wide monitoring and evaluation system in Eastern Cape Municipalities, so as to the identify the hampering challenges and the remedial measures which can be recommended.

1.5 RESEARCH OBJECTIVES

In line with the above indicated aim of the research, the entire research process will be directed towards the achievement of the secondary research objectives which are to:

- Assess how effective is the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities
- Evaluate how the M&E framework which is used in the process of monitoring and evaluating the activities has influenced the improvement in the performance of the Eastern Cape Municipalities
- Examine the factors which are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities
- Recommend the measures which can be used for improving the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities

1.6 RESEARCH QUESTIONS

In a bid to achieve the above outlined aim of the study and the research objectives, the entire research process will be directed towards answering the research questions that involve the evaluation of:

- How effective is the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?
- To what extent has the M&E framework which is used in the process of monitoring and evaluating the activities influenced the improvement in the performance of the Eastern Cape Municipalities?
- Which factors are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?

- Which measures can be recommended for improving the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?

1.7 SIGNIFICANCE OF THE RESEARCH

This study is significant because it will give the Eastern Cape government strategies to improve the quality of services rendered to communities and their impact to their lives. Government has attempted many studies on service delivery, however service delivery protests and backlogs suggest that there is no impact to communities, this therefore suggests that the people's lives have not been changed much meaning that the services rendered are not effective. Therefore a need for a critical evaluation of government programmes is necessary to be conducted. Monitoring and Evaluation is a new phenomenon in South Africa and as such there are limited studies in South Africa that have been conducted, therefore this study will add value to scholars who still want to dig deeper and come up with new strategies on M&E. It will provide additional theories onto the existing theories of Monitoring and Evaluation. The outcome of this study will prompt future studies on monitoring and evaluation. The following section will examine literature and theories that are relevant to this study.

1.8 OVERVIEW AND CHAPTER ORGANISATION

The study will be structured according to the following five chapters:

Chapter 1: Overview, Introduction and Research Background: This chapter will give an overview of the study. It highlights the problem that lead to the conducting of this study, objectives of the research, research questions, significance of the study and overview and chapter organisation.

Chapter 2: Literature and Theories on Monitoring and Evaluation in the Modern Public Sector Organisations: In this chapter relevant literature and studies will be examined based on the research questions and objectives.

Chapter 3: Research Design and Methodology: this chapter will describe the research designs, methodology and techniques that will be used in this study. These

are research design, target population and sampling, data collection methods, data analysis, validity, reliability and ethical considerations.

Chapter 4: Findings Interpretation and Discussions: The interpretation and of the interview findings will be dealt with in this chapter.

Chapter 5: Conclusion and Recommendations: This is the last chapter that will examine the conclusion and recommendations of the study. The aim is to respond to the objective that deals with proposing strategies for improvement.

1.9 CONCLUSION

In a nutshell, the discussions in this chapter indicate that even after the implementation of the government wide monitoring and evaluation in South African Public Service in 2005, there is still challenge of having monitoring and evaluation systematically undertaken and managed. Yet, as Cloete (2009:298) further explains the need for an effective Monitoring and Evaluation System is essential for providing regular reporting to the United Nations (UN) on Millennium Development Goals, assessing the overall sustainable development in the country, meeting donor requirements, and as a practice for enhancing good governance. Unless, the appropriate measures are undertaken to reverse the status quo, the chapter indicates that it is unlikely that the South African government will be able use its existing framework for monitoring and evaluation to achieve such strategic objectives and goals.

According to the discussions in the chapter, it is therefore against that backdrop that the primary objective of this study is to evaluate critically the implementation of the Government-Wide Monitoring and Evaluation System with specific reference to the Eastern Cape Municipalities so as to identify the hampering limitations and the appropriate improvement strategies that can be recommended. Despite the fact that the entire research process is directed towards the achievement of this primary research objective, it is highlighted that the discussions in this chapter provides the research background information, the research problem statement, the research objectives and questions, the significance of the research, and the overview and structure of the research report. Against that background, the discussions in the next chapter examine theories and literature which are relevant to the study.

CHAPTER TWO

LITERATURE AND THEORIES ON MONITORING AND EVALUATION IN THE MODERN PUBLIC SECTOR ORGANISATIONS

2.1 INTRODUCTION

In line with the main purpose of this research which is indicated in Chapter 1 of this Research Report to involve the evaluation of the effectiveness of monitoring and evaluation in the Eastern Cape Municipalities, the discussions in this chapter examine theories and literature which are relevant to the study. Besides assessing the concept of monitoring and evaluation in the modern public sector organisations, the chapter also evaluates the process for designing M&E framework in the modern public sector organisations, the effects of monitoring and evaluation on the performance of the modern public sector organisations, and the determinants of the effectiveness of monitoring and evaluation in the modern public sector organisations. The details of the discussions are as follows.

2.2 THE CONCEPT OF MONITORING AND EVALUATION IN THE MODERN PUBLIC SECTOR ORGANISATIONS

The concept of monitoring is noted by Chikane (2007:5) to connote the ongoing managerial process and functions which are accomplished with the overriding motive of providing managers, decision makers and the key stakeholders with relevant information and feedback on the progress of project implementation and the overall extent to which the pre-determined strategic objectives and goals are most likely to be achievable. He elaborates that while using pre-defined standards, monitoring enhances the assessment and the reporting on the planned or the expected outcome in the light of the actual outcomes so far achieved. In other words, Chikane (2007:5) argues that monitoring exceeds the mere process of assessment to encompass the collection and analysis of data so as to gain the necessary insight into the successes and the limitations in the implementation processes, strategies and results, and the overall corrective and improvement measures that can be recommended. He points out that although quite often, the concept of monitoring is used interchangeably with the notion of evaluation, the two are distinct for the reason that whereas monitoring is an ongoing process, evaluation

is usually a time bound exercise that systematically and objectively assesses the relevance, performance, challenges and the successes of programmes and projects.

In addition to noting that the values of evaluation are latent in the fact that it can facilitate the addressing of other outcomes and developmental issues, Chikane (2007:5) also posits that the process of evaluation is usually directed towards the addressing of certain specific questions to guide the decision makers or programme managers on reaching the necessary conclusions on the actions that must be taken. He further states that this is not only accomplished by assessing whether the underlying theories or assumptions are valid, worked and why did or did not work, but also the analysis of the overall relevance, efficiency, effectiveness, impact and sustainability of the government programmes which are being implemented. The view that the concept of monitoring differs from the notion of evaluation is further accentuated in Jaszczolt and Potkanski's (2010:29) views that whereas in terms of subject evaluation focuses on the strategic aspects of project implementation, monitoring on the other hand only addresses the operational issues. These authors explain that in regard to character, evaluation can be incidental, flexible with the effect that its methodology can be rigorous and sophisticated. In contrast, they revealed that in terms of character, monitoring is more regular, continuous and systematic, with the effect that only rapid appraisal methodologies are used. Despite such differences, these authors point out that both monitoring and evaluation supplement each other. On the other hand, authors such as McDonald and Muça (2003:62) and McDougall and Khadka (2006:94) share similar views that the overall effectiveness of M&E is influenced by the kind of a framework adopted by the managers in the modern public sector organisations.

2.3 THE DESIGN OF M&E FRAMEWORK IN THE MODERN PUBLIC SECTOR ORGANISATIONS

Theoretical interpretations indicate that the three main constructs that influence the design and the overall effectiveness of M&E Framework in the modern public sector organisations include; the use of planning as the basis for the accomplishment of M&E, the assessment of the quality, reliability and validity of M&E Framework, and the implementation of M&E Framework. The details of each of these constructs are examined as follows.

2.4 PLANNING AS THE BASIS FOR THE ACCOMPLISHMENT OF M&E

Khadka (2006:94) notes that the overall plan and design of M&E framework can influence the effectiveness of monitoring and evaluation in the modern public sector organisations. McDonald and Muça (2003:62) elaborate that the implication associated with the poorly designed and managed M&E is that it can do more harm than good for the reason that it can lead misleading results that render it difficult for the essential resources to be channeled where it is required. They caution that the existence of effective plan and design for M&E is not enough, but how it is managed to cascade throughout the organisational structures. These authors propose that this limitation can be ameliorated by selecting and communicating the appropriate indicators, establishing baselines, collecting quality data, and reporting and using the findings more effectively. In other words, McDonald and Muça (2003:62) perceive that the limitation at the centre of the factors undermining the effectiveness of M&E in the modern public sector organisations is linked to the challenges of maintaining and sustaining an M&E system on an ongoing basis. Besides these internal challenges, these authors also note that it is a challenge to establish international standards for methodological rigour, ethical practice and efficient management processes in M&E. They state that the key issues that can pose challenges include how aid agencies should oversee evaluations outsourced to consultants, how to build country ownership of M&E processes where there are significant capacity constraints or limited buy-in, and how to co-ordinate evaluations of joint donor programmes effectively. In addition to agreeing with McDonald and Muça (2003:62), Reuben (2005:66) advises that most of the challenges that mar the effectiveness of M&E can be effectively ameliorated if effective planning is undertaken according to the key main steps encompassing planning, implementation, analysis, dissemination of information and use.

In terms of planning for M&E, Reuben (2005:66) reveals that its effectiveness is defined by the use of the 10 ten steps for building, maintaining and sustaining an effective results based M&E system that include; readiness assessment, agreement on outcomes to monitor and evaluate, the outline of key performance indicators, determining the baseline data, performance targets reflecting the expected and the desired targets, monitoring and evaluation, reporting of results, the use of results to improve performance, and using results for further sustainability. Under readiness assessment, Reuben (2005:66) states

that a readiness assessment should be conducted to determine whether prerequisites for a results-based M&E system are in place. He states that it also enhances the review of incentives and capacity for an M&E system, roles and responsibilities, and the structures for assessing the overall government performance. In the second step that involves the agreement on outcomes to monitor and evaluate, he explains that it is important that a consensus is reached through a participatory process that identifies stakeholders' concerns and formulate them as outcome statements. Thereafter, Reuben (2005:66) suggests that outcomes should be disaggregated and a plan developed to assess how they can be achieved. Thirdly, he elaborates that key performance indicators must be clearly defined so as to effectively monitor outcomes through a participatory process considering stakeholder interests and specific needs. Despite emphasizing that indicators should be clear, relevant, economical, adequate and monitorable, he states that the defining of the baseline data under the fourth step should be precise and accurate to enhance the monitoring of future performance. However, Malena and Forster (2004:76) highlights that the important issues which must be considered when setting baselines and gathering data on indicators include the sources, collection, analysis, reporting and use of data. In terms of the fifth step, Reuben (2005:66) suggest that performance targets must be clearly selected and defined so as to identify the expected and desired project, programme and policy results. In a bid to effectively accomplish this, he adds that the factors to consider include baselines, available resources, time frames, political concerns, and the overall encouragement of the key partners and stakeholders. With all these in place, he emphasizes that the process for monitoring and evaluation can start with the effect that monitoring for results. However, McDonald and Muça (2003:62) caution that for the process of monitoring to be effective, there is need for ownership among the employees, management, maintenance and credibility, as well as the reliability, validity and timeliness of data collection. In terms of evaluation, they state that it must facilitate the provision of the relevant information on strategy, operations and learning.

Despite highlighting that different evaluations may seek to answer different questions, these authors also highlight that the key features that define the effectiveness of the evaluation framework include; impartiality, usefulness, technical adequacy, stakeholder involvement, value for money and feedback. Nevertheless, McDonald and Muça (2003:62) share similar views with Reuben (2005:66) that once monitoring and evaluation

are completed, the reports can be used to gain the necessary support, and to explore and investigate further issues that need to be discovered. In order to avoid the challenge where the results of M&E cannot be easily interpreted, these authors emphasize that all the reports to be made as a result of M&E must take cognizance of the requirements of the target audience and present the information and data more clearly. In addition to pointing out that the results of M&E systems can also be used to improve performance and demonstrate accountability and transparency, McDonald and Muça (2003:62) also reveal that the obtained results can also be used for organisational and institutional knowledge and learning. They further state that besides ensuring that good results of M&E can be used for sustainability, they also caution that the overall M&E system can be effective if it integrates all the essential components that include demand, clear roles and responsibilities, trustworthy and credible information, accountability, capacity and incentives. In addition to ensuring the effectiveness of the plan for M&E, Malena and Forster (2004:76) also suggest that it is important that the assessment of the overall quality and validity of the M&E framework is conducted.

2.5 ASSESSMENT OF THE QUALITY, RELIABILITY AND VALIDITY OF M&E FRAMEWORK

Malena and Forster (2004:76) argue that ensuring the quality and integrity of M&E framework is important for reaching accurate and reliable conclusions about what works and what does not. They reveal that one of the measures for achieving this requires the assessment of whether the M&E framework integrates the appropriate internal quality control panels that provide expert advice, guidance and quality assurance. These authors further state that this must be accompanied by the assessment of whether M&E framework emphasizes the need for impartiality, accountability, the use of the appropriately skilled experts in the monitoring and evaluation process, and emphasizes the participation of all the employees, country ownership and timeliness of the evaluation. Hand in hand with these essential attributes, McDougall and Khadka (2006:94) note that the essential principles which must be considered during the design of the M&E framework include; ensuring that clear guidelines and methods to be used in monitoring and evaluation are clearly outlined in conjunction with the definition of roles and responsibilities. These authors suggest that the principle requires that although the M&E framework must be aligned with the key strategic and policy objectives, the actual process of monitoring and evaluation is independently conducted from the policy decision

making process and the delivery management of development assistance. They add that initiatives must also be taken to ensure that the process for monitoring and evaluation is transparent and open as possible with the effect that results are made widely available to all the employees, the public and other stakeholders. When these principles are clearly set, Reuben (2005:66) notes that it is essential that the policy for monitoring and evaluation is clearly set and defined. In the process of formulating these policies, he suggests that initiatives must be taken to ensure that it addresses both the institutional structures for managing evaluations and the openness of the evaluation process and enhance the recruitment of a critical mass of evaluation staff with sufficient expertise in their field to ensure credibility of the evaluation process. He further states that monitoring and evaluation are important role to play during a project and that it should not only be conducted after project completion.

Reuben (2005:66) further posits that there must be activities' coordination and collaboration between stakeholders and the departments and units in the public sector organisations to avoid duplication of tasks and the improvement in the efficiency of the overall process for monitoring and evaluation. He emphasizes that the policy for M&E must also encourage the establishment of an effective M&E strategic plan, the standards that guide M&E processes and the key methods and techniques that can be used in monitoring and evaluation. Meanwhile, Cooley and Vokopola (2004:13) note that in general the overall validity and usefulness of monitoring and evaluation are measured by its statistical validity, action or use orientation, transferability and fittingness. However, they point out that the managers in the public sector organisations must be cautious of the problems associated with the misuse and under use of both data and theory. These authors further state that empirical evidence conducted over years indicate that the validity and reliability of M&E can be affected by lack of explicit attention to the techniques of meta-analysis in studies that involve the aggregation of agency ratings. Cooley and Vokopola (2004:13) caution that the other problems are linked to the fact that mean-based quantitative statistics can give a misleading summary for the reason that monitoring and evaluation may focus on desirable processes and impacts but ignore differences in the quality of best practices or in the conditions that explain disparities in performance. In addition to noting that there is often weak analysis of qualitative data, including the prevalence of data mining, sometimes formalized in the best-practice approach, these authors also note that quite often, the common approaches to the

problem of attribution involve before and after comparisons, and the comparisons with a control group or a combination of the two. However, Cooley and Vokopola (2004:13) highlight that such approaches have only limited applicability. They also state that it has been confirmed in empirical studies that the established methods of tackling sustainability in project appraisal usually suffer from being too technically sophisticated, distracting from key assumptions and from being most suitable only where variables are clearly defined. These authors propose that in a bid to resolve these challenges, it is important that the managers in the modern public sector organisations ensure the formal application of meta-analysis in studies that aggregate performance derived from the agency-wide performance, and country and sector studies. They further suggest that this must be measured against the requirements of attribution, aggregation and alignment, and the use of techniques to ensure that qualitative data are summarized in a way that reveals, rather than distorts, the patterns in the data. In a view consonant with Cooley and Vokopola's (2004:13) proposition, Crawford (2004:16) indicate that the other solutions reside in paying greater attention to establishing the control in evaluation design, either through randomization or through propensity score matching. Both techniques imply taking a prospective approach. They further reveal that the managers in the modern public sector organisations must consider; the analysis of impact which is firmly embedded in a theory-based approach and which maps the causal chain from inputs to impacts, seek ways to establish impact that open the black box and provide lessons about what works and what doesn't, and apply risk analysis to enhance the discussions of sustainability using theory-based evaluation which seeks to uncover the key assumptions that underlie project design. Nonetheless with the validity and reliability of M&E framework tested, McDougall and Khadka (2006:94) highlight that the next step involves the actual implementation of M&E.

2.6 THE IMPLEMENTATION OF M&E FRAMEWORK

Dedu and Kajubi (2005:19) reason that the effectiveness of the process for the actual implementation of the M&E framework is not only measured by the accomplishment of the actual monitoring and evaluation, but also by a whole lot of other factors. Besides emphasizing that there must be liaison with all the stakeholders and adherence to all the established policies and standards, these authors also highlight that cognisance must be taken of the fact that the effectiveness of monitoring and evaluation can be undermined

by the politics of evaluation. They explain that the politics of evaluation is associated with the fact that evaluations are more than just a mere technical process, but a process which is associated with the capacity to determine access to resources and the funding fate of programmes. On that basis, they argue that it is inevitable therefore that they are subjected to pressures from different stakeholders to produce favourable assessments or to avoid addressing sensitive issues. Dedu and Kajubi (2005:19) reveal that the consequences of such pressure are associated with the effect that no evaluation can ever be value free and completely objective with the effect that decisions such as what to study, which methods to use and whose criteria define programme success all involve human judgment. This view is echoed in Goetz and Jenkins' (2005:118) assertion that monitoring and evaluation can be extremely challenging, as it may confirm or confront the programme concerned, its underlying values, supporters and opponents. In effect, they point out that political manoeuvring is neither bad nor avoidable for that it signals the importance of monitoring and evaluation. These authors also note that evaluators should be alert to political and ethical issues from the outset since societal politics have, at times, proved critical in the history of monitoring and evaluation. In that regard, Goetz and Jenkins (2005:118) propose that while the managers in the modern public sector organisations seek to ensure the successful implementation of the monitoring and evaluation framework, it is important that they pay attention to the fact that it may not be easy to identify the multiplicity of stakeholders' values, nor to prioritize their interests appropriately. They attribute their argument to the fact that trends have proved that some stakeholders wield greater influence and can use their position to affect evaluation focus, criteria, methodology or data access. These authors further emphasize that the other factor that the managers in the modern public sector organisations must consider is connected to the fact that evaluators may tend to hold diverse professional values regarding the evaluator's role to thereby obstruct the development of external accreditation or licensing.

Goetz and Jenkins (2005:118) also note that it is a well-known fact that evaluators can inevitably be influenced by their own perspective and values when determining a programme's merit or quality, even when discerning what constitutes data. Meanwhile, Helling and Serrano (2005:18) suggest that in a bid to avoid such challenges, codes of professional conduct can be helpful in clarifying potential responses to political situations and in defending those responses to clients and stakeholders. Despite cautioning that in

complex scenarios, such codes may not provide clear priorities or choices, but rely on individual judgments, they also state that it is important for the managers in public sector organisations to appreciate the fact that monitors and evaluators are often commissioned with political motives with the effect that at all stages of an evaluation, the evaluator may encounter hidden agendas, obstruction, conflicting priorities, and his or her own shifting role as guide, publicist, friend and critic. In effect, Helling and Serrano (2005:18) suggest that evaluators may adopt the following strategies to address political constraint: negotiation before the commencement of monitoring and evaluation, and understanding the political environment to help an evaluator identify ways to address the pressure exerted on the evaluation. At the same time, these authors propose that stakeholder analysis should be conducted to identify priorities, concerns and constraints.

Alatas and Wetterberg (2003:66) and Arroyo (2004:190) share similar views that political constraints can be avoided if during the implementation of monitoring and evaluation, good communication is maintained to facilitate the evaluator's access to sources of information which the client or other stakeholders are initially reluctant to make available. They also revealed that good communication can help monitors and evaluators to identify the data required, provide feedback to allay suspicion, and demonstrate the value of the evaluation.

In the presentation and use of evaluation findings, Arroyo (2004:190) posits that although M&E should ultimately result in improved policy and practice, it is increasingly confirmed that the findings and recommendations of evaluations are frequently under-used. In order for evaluations to be influential, he states that it is important to consider how to integrate them into the policymaking cycle, the political incentives to take up findings, and how the report is presented and understood by different stakeholders. Meanwhile, Alatas and Wetterberg (2003:66) the implementation of the M&E framework must be accompanied the measures for strengthening the national M&E capacity that include; the assessment of technical barriers, the improvement of the government in-house or independent M&E capacity, the interaction between the executive and the legislature, and the strengthening of the overall national statistical capacity.

Although similar to the three main constructs that influence the design and the overall effectiveness of M&E Framework in the modern public sector organisations, the World Bank (2010:1) also provides an alternative and complementary framework for

assessing the effectiveness of M&E capacity in the modern public sector organisations.

2.7 THE USE OF THE WORLD BANK'S (2010:1) FRAMEWORK FOR ASSESSING THE EFFECTIVENESS OF M&E CAPACITY

Devas and Grant (2003:307) reveal that so far, it has been confirmed that the use of the World Bank's (2010:1) framework influences the assessment and the improvement of the overall capacity of monitoring and evaluation in the modern public sector organisations. These authors reason that it is often mistaken that any form of an M&E framework can enhance the effectiveness of the process of activities. In real situation, they noted that it has turned out in most cases that some of the M&E frameworks do not possess the appropriate capacity and effectiveness for ensuring the effective monitoring and evaluation of the process for the implementation of the programmes in the modern public sector organisations. In effect, it is posited in the World Bank's (2010:1) framework that the assessment of the effectiveness of the capacity of M&E framework can be effectively accomplished on the three main perspectives encompassing the strength of the demand for evaluation, the market ability to supply M&E Experts and techniques, and the existence of the appropriate institutional frameworks to ensure that the M&E findings are utilised by translating into practice.

2.8 THE STRENGTH OF THE DEMAND FOR EVALUATION

In the World Bank's (2010:1) framework, it is explained that the strength of the demand for evaluation is measured by the existence of the formal and informal legal and policy requirements for conducting monitoring and evaluation, the overall degree of public interest in the quality of public administration performance, and the understanding of the values of M&E, its roles and functions among public officials. Devas and Grant (2003:307) elaborate that whereas in terms of formality, monitoring and evaluation would be required as the prerequisite for ensuring the efficient and effective accomplishment of activities in public sector organisations, under the informal policy and legal requirements, monitoring and evaluation are undertaken as mere measures for enhancing compliance with the prescribe public sector regulations and policies. In either case, these authors point out that the drawbacks are latent in the fact that M&E may tend to be undertaken only as activities which are required by law or the bureaucrats in public sector offices, rather than

as a voluntary initiative by the directors, managers, supervisors and employees in the modern public sector organisations. At the same time, Devas and Grant (2003:307) points out that such a situation implies that in the absence of effective policies and legislations, the effectiveness of M&E is most likely to be undermined. In other words, they construe that such approach and interpretation divests the notion of M&E from the need of voluntary usage is usually a manifestation of the extent to which the employees view M&E as the essential activities that must be accomplished irrespective of whether or not prescribed by law to ensure the successful implementation of government programmes.

Despite highlighting that the degree of public interest in the quality of public administration performance is mainly influenced by the media that usually focus on the further probing of identified evidence of shortfalls, Devas and Grant (2003:307) also note that the World Bank's (2010:1) framework reveals that the extent to which the officials in public sector organisations are knowledgeable and informed about the values and tools that can be used influences the effectiveness of M&E. However, these authors suggest that in order for such knowledge and competencies to be improved, constant training and development of all the managers and supervisors as well as the employees on matters of M&E is a prerequisite. In cases where the public sector organisations do not have the requisite capacity, the World Bank's (2010:1) framework emphasizes that it is imperative that the external consultants or experts are hired, though in most of the cases, critics have argued that the external consultants or experts may not have the necessary internal knowledge and understanding to accomplish monitoring and evaluation more effectively. In other words, such a view leads to another the need for the assessment of the effectiveness of supply as one of the critical constructs in the evaluation of the effectiveness of M&E.

2.9 THE MARKET ABILITY TO SUPPLY M&E EXPERTS AND TECHNIQUES

Goetz and Jenkins (2005:69) concur with the World Bank's (2010:1) framework that the overall effectiveness of the ability of the market to supply the relevant expertise and tools also impact on the effectiveness of monitoring and evaluation. These authors suggest that this can be effectively assessed by evaluating the existence of the expertise or evaluators at the disposal of an organisation, the availability of credible data sources and information systems and the access to effective evaluation tools and methodologies. In

terms of the availability of the relevant expertise for M&E, Goetz and Jenkins (2005:69) reveal that empirical research conducted across different public sector organisations indicate that most of the so called M&E specialists come into the practice of monitoring and evaluation by mistakes or chance. They attribute these findings to the fact that evidence indicates that most personnel tend to get involved in M&E without any formal qualification. These authors note that the challenge resides in the fact that outside the organisations in the labour market, there are no effective training and education programmes offered by the Colleges or the Universities.

According to Goetz and Jenkins (2005:69), this affects the overall supply of skilled and specialists M&E to the public sector organisations, with the effect that most of the M&E personnel only tend to rely on prior accumulated experience. These authors point out that such a situation undermines the effectiveness of M&E in the modern public sector organisations. Meanwhile, Salmen and Delion (2006) argue that even if training programmes were to be put in place, the overall environment in the public sector organisations would still undermine the effectiveness of M&E. These authors reveal that the process of M&E in most of the modern public sector organisations is still characterised by lack of the appropriate professional standards, lack of code of ethics, and poor training opportunities and workshops to enhance the exchange of experience.

In terms of the methodologies for M&E, they pointed out that as much as there are more competent statisticians and social scientists, the challenge arises from the fact that they are not experts in monitoring and evaluation. Salmen and Delion (2006) posit that the effects of these are usually latent in the fact that monitoring and evaluation are not treated as core activities, but as peripheral to all the other activities and processes in public administration and management. Yet, as trends have shown, without real commitment and dedication to monitoring and evaluation, it turn difficult for the public sector managers to gain insight into the successes and progress associated with strategy implementation and other service delivery programmes. Instead, Salmen and Delion (2006) highlight that the use of methodologies such as the Project Cycle Management and the Log Framework Table would be appropriate for M&E professionals for the reason that they enhance the assessment of the success of projects on more wider goals, results, outputs and inputs. At the same time, they note that the use of techniques such as the log frame table facilitates the presentation of the information on the key aspects of a programme in the more systematic and logical manner. Although Goetz and Jenkins (2005:69) concur with

Salmen and Delion (2006) about the values associated with the use of Project Cycle Management and the Log Framework Table, these also point out that the challenge still arises from the fact that in most public sector organisations, there are enormous amount of data.

They further state that this enormous amount of data is held by different government agencies that makes logical analysis and interpretation almost difficult. In certain cases, they noted that most of the evaluators have faced difficulties of getting to know where relevant data and statistics can be obtained with the effect that by the time the data is obtained, it is either not relevant anymore or they are in a state where no relevant and logical interpretation and conclusion can be reached. In a bid to overcome such challenges, Goetz and Jenkins (2005:69) revealed that it is important that the evaluators must start from defining the sector and subsector development strategies in order to determine where the indicators could have been specified.

These authors state that thereafter, a thorough review of available data should be conducted to identify gaps in the current system and agree on the needs for additional research. They further reason that when launching surveys and evaluation, initiatives must not only be given to a particular medium term program, but also to a long-term monitoring system which is closely linked to the sector strategy. In addition to the market ability to supply M&E Experts and techniques, Devas and Grant (2003:307) also share similar views with the World Bank (2010:1) that the evaluation of the overall institutional arrangement and preponderance to implement the recommendations of the M&E also influences the effective assessment of the suitability of M&E framework.

2.10 THE EXISTENCE OF THE APPROPRIATE INSTITUTIONAL FRAMEWORKS

Devas and Grant (2003:307) posit that without the existence of the appropriate institutional frameworks to ensure that the M&E findings are utilised by translating into practice, M&E would not be worth an effort at all. In order to ensure that the existing institutional arrangements are effective, assessments must be conducted on whether the overall system is conducive to incorporate evaluation conclusions and recommendations in managing ongoing activities, documenting successes and failures of completed measures, planning follow-up interventions and holding public sector accountable for its operations. They further propose that it is also worth considering whether the examples of successful utilization of evaluation reports are known and available to project

managers and responsible public officials. Reuben (2005:66) highlights that the other measure for evaluating the effectiveness of institutional arrangements may involve the assessment of how the reports from M&E are dealt with after they have been developed. He states that the other measure involves the assessment of whether an incentive mechanism that makes people learn from their previous experience is built into the system, and also whether a kind of central depository of evaluation reports has been put in place so that anybody can have an easy access to them. Reuben (2005:66) further argues that if the effectiveness of the institutional arrangement is to be adequately assessed, it is also important to examine whether M&E personnel or agencies close the follow up processes before the actual results are effectively evaluated. He construes that M&E concepts, tools and techniques can only be effectively evaluated if good practice for building effective M&E system and maintaining a database of M&E reports are disseminated. Beyond training and on-line technical support to public officials, Reuben (2005:66) perceives that project managers and evaluators could also provide useful roles in the process of incorporating evaluation provisions to the public administration system at the central and local levels.

Nonetheless, authors such as Baiocchi (2005:10), Beal (2005:177), Jaszczolt and Potkanski (2010:29) and Ackerman (2005:82) concur that when the process for monitoring and evaluation is successful, its overall positive effects on the improvement of the performance of the modern public sector organisations can be enormous.

2.11 EFFECTS OF MONITORING AND EVALUATION ON THE PERFORMANCE OF THE MODERN PUBLIC SECTOR ORGANISATIONS

Theoretical analysis indicate that the positive effects of monitoring and evaluation on the performance of the modern public sector organisations include; the improvement in the identification and correction of deviations during programme implementation, the achievement of high performance of the modern public sector organisations, the improvement on the employee and management competencies, and the enhancement of accountability that leads to the improvement in service delivery. The details for each of these positive effects of M&E are examined as follows.

2.12 IMPROVEMENT IN THE IDENTIFICATION AND CORRECTION OF DEVIATIONS DURING PROGRAMME IMPLEMENTATION

Singh (2003:219) explains that when the process of activities' accomplishment begin, it is important that the management continuously measure, monitor and evaluate progress so far made. He attributes his arguments to the fact that such approach enables the management gain insight on whether the set organisation goals will be achievable or not. In the event that it is clear that it may not be possible to achieve the prescribed goals and objectives, he states that the management can be able to intervene and provide the relevant advice and coaching on how progress can be achieved. He adds that the other form of intervention can be in the form of the provision of the relevant resources so as to motivate the employees or ensure that the processes that are cash constrained are availed with the essential resources.

Pimpa (2012:21) reveals that the secret to the effective accomplishment of the monitoring end evaluation of activities is to constantly do evaluation perhaps weekly or monthly so that if it is determined that time outlined is too short, it can be added. However, these authors caution that the process of monitoring and evaluation is not solely a management dictated activity, but a collaborative initiative in which the managers or supervisors play more proactive role in identifying the employee's weaknesses and strengths and advising so that the employees can improve their overall performance. Pimpa (2012:21) suggests that while the process of monitoring end evaluating progress is being accomplished, the managers and supervisors must play the roles of a coach and a mentor rather than manager so as to encourage the employees put in more efforts and commitment to improve in the areas where they are not performing well, and get better results in the areas where they are performing well.

At the same time, Boselie (2010:42) emphasizes that as the process of monitoring and evaluation is being accomplished, the management must focus on identifying and encouraging behaviours which are effective and ignoring and discouraging poor behaviours so as to influence the process of activities' accomplishment towards the direction that enhances the achievement of the outlined goals and objectives. In a bid to ensure the successful accomplishment of the process of monitoring and evaluation, Boselie (2010:42) suggest that managers must consider structuring the process of their formal assessment along the criteria that include; the review of the observed behaviour,

the review of the staff member's self assessment, summarising and rating the staff member's performance, meeting with the employees to discuss performance, resolving gaps or the differences between actual and planned performance, and finally, establishing goals for performance and professional development.

Generally, these authors share similar views with Conway and Monks (2009:140) that the effective accomplishment of such activities leads to the need to conduct performance appraisal. These authors elaborate that the process of performance appraisal must be accomplished by listing, observing behaviours and the process of activities' accomplishments, and providing the appropriate feedback on what the employees need to do to improve their overall performance. In other words, these authors construe that through constant identification and correction of deviations during programme implementation, the achievement high performance of the modern public sector organisations may tend to be more probable.

2.13 ACHIEVEMENT OF HIGH PERFORMANCE OF THE MODERN PUBLIC SECTOR ORGANISATIONS

Jamrog et al. (2008:29) posit that it is well confirmed that the use of monitoring and evaluation measures influences the attainment of high performance in the modern public sector organisations. They reason that monitoring and evaluation enhance the constant assessment and evaluation of the employees' competencies and subsequently the determining of the development measures which can be used to improve the employees' competencies and performance. These authors construe that through such approach, the management not only tends to be able to identify and correct deviations, but also improve on the skillfulness of the employees. In general, Jamrog et al. (2008:29) state that all these are associated with the resounding effects of improving the employee performance and subsequently the attainment of high performance in the modern organisations.

The notion of high performance is defined by Hughes (2010:199) to connote the resulting effects of performance improvement that influences the simultaneous delivery of all the three elements that include quality of products and services, outstanding customer value and sound financial performance. In other words, he construes that through monitoring and evaluation, the management is able to build the competencies that enables the employees to improve their efficiency and effectiveness to the levels that impact positively on the improvement of service delivery.

In the context of Hughes's (2010:199) description, the quality of services in the public sector organisations refers to the extent to which the activities which are accomplished are directed towards the effective meeting of the needs expectations of the communities and the general public. He states that monitoring and evaluation ensure the accomplishment of these by facilitating not only on the evaluation of the employee's performance, but also the review of certain antecedents that include supporting work systems and methods as well as processes so as to ensure that the public sector organisations perform to their best. Despite noting that customer values are associated with developing and maintaining relationships with the customers and the general public, Hughes (2010:199) also points out that monitoring and evaluation also enhance the evaluation of the dimensions that include; satisfaction, responsiveness, service, timeliness, convenience, courtesy, competence of employees and problem resolution. In terms of the fostering of a sound financial management system, Hughes (2010:199) elaborates that when monitoring and evaluation are effectively accomplished in the modern public sector organisations, it can impact positively on revenue increment, the minimisation of costs, the establishment of a good management models and efficient systems.

Meanwhile, Macey and Schneider (2008:10) reveal that the introduction of the concept of monitoring and evaluation in the modern public sector organisations has facilitated the resolving of the challenge that most of the government departments have been grappling to solve for decades. They highlight that these challenges regard how to improve performance in all facets that include the efficiency of resources' usage, the delivery of programme outcomes, and the enhancement of transparency, accountability and citizens' participation. However, Jamrog et al. (2008:29) point out that the extent to which monitoring and evaluation would impact on influencing the improvement in the governmental performance, depends on how the concept of one size fit all is avoided by ensuring that monitoring and evaluation models are adapted fit into each of the unique government departments. In other words, these authors construe that the complexities associated with the variables in different government department departments implies that an evaluation must be conducted so as to determine the monitoring and evaluation framework which would be suitable. In this endeavour, they propose that a range of the environmental factors that must be considered include; leadership, the nature of a particular government department, the organisational culture, organisational history, the

maturity of monitoring and evaluation systems and the workplace climate. In other words, Jamrog et al. (2008:29) interpret that monitoring and evaluation in the modern public sector organisations is able to contribute to the achievement of high performance because of its ability to continuously contribute to the improvement of the employee and management competencies.

2.14 IMPROVEMENT ON THE EMPLOYEE AND MANAGEMENT COMPETENCIES

Jamrog et al. (2008:29) elaborate that in high performing public sector organisations, monitoring and evaluation are usually undertaken with the motive of identifying the inhibitors of the employees' performance and the determining of the training and development measures that must be undertaken. They stated that as a result of the application of such training and development measures, monitoring and evaluation impact positively on the building of the employee and organisational competencies, and subsequently the improvement in the overall performance of the modern public sector organisations. This view echoes Grant and Parker's (2009:317) assertion that if monitoring and evaluation are well accomplished, improvements are usually realised on the key competencies that include the individual, attributes and knowledge of the employees. However, they caution that the limitation of most of the modern monitoring and evaluation systems is linked to the fact that they are modelled to only examine the individual employee's performance. Yet, to improve the organisational competencies and the general organisational performance, monitoring and evaluation must not only be directed towards improving the individual employee's performance, but also linked to the improvement of group performance.

According to Grant and Parker (2009:317) this influences the creation of a coherent set of competencies that impact positively on the improvement of the performance of the modern public sector organisations. In other words, as Hughes (2010:199) noted, the improvement in competencies and capabilities influence the overall improvement of service delivery in the modern public sector organisations. Hughes (2010:199) states that achieving specified goals and objectives means that the organization is able to improve its service delivery as well. He elaborates that whether it is in the private or public sector, modern trends reveal that the meeting of the consumers' needs is the key to realizing general organizational success. He attributes his arguments to the fact that monitoring and evaluation systems enable organisations constantly review their service delivery

processes and where deviations are noted, necessary corrective measures are undertaken to ensure that the process is brought on track.

Hand in hand with improving service delivery, Hughes (2010:199) also reveals that effective monitoring and evaluation systems also influence cost reductions and reduces wastages by examining employees' behaviours and actions that result into waste and reducing efficiency and effectiveness. The view that monitoring and evaluation impacts positively on the improvement of service delivery in the modern public sector organisations is further accentuated in the views of Parston and Goodman (2008:19) that monitoring and evaluation enhance the identification and elimination of the individual and organisational deficiencies. They elaborated that whereas the individual employee deficiencies that can be identified and ameliorated by through monitoring and evaluation include lack of skills, poor commitment and other personal challenges, the organisational deficiencies that can be identified and remedied through monitoring and evaluation encompass; lack of effective leadership, poor motivation and poor work environment. Despite arguing that the identification and amelioration of these deficiencies enhance the improvement of the performance of the modern public sector organisations, these authors also revealed that monitoring and evaluation also contribute to the improvement of accountability in the modern public sector organisations.

2.15 ENHANCEMENT OF ACCOUNTABILITY THAT LEADS TO THE IMPROVEMENT IN SERVICE DELIVERY

Peters (2010:66) reveals that over the years, monitoring and evaluation were viewed as the private sector concepts. Instead, they noted that the process for holding employees and managers accountable was limited to the policy and regulatory measures. He explained that in the context of the different existing administrative laws, employees were required to accomplish activities within certain policy prescriptions with the effect that on failure, they were usually held accountable by the either superiors or the parliaments public accounts committees or through the public ombudsman or a court of law. However, Peters (2010:66) points out that despite the deterring effects of these regulatory and policy measures, they were not adequate for identifying and facilitating the correction of deviations as the process for activities' accomplishment is still going on. In contrast, he highlights that the integration of the concept of monitoring and evaluation in the modern public sector organisation has contributed to the fulfilling of such gaps. Peters (2010:66)

explains that unlike the accountability measures through legal prescriptions, the use of monitoring and evaluation enable manager assess and evaluate the employees' performance as the process for activities' accomplishment is going.

As compared to the legal and policy measures that only intervenes post the process of activities' accomplishments, he notes that monitoring and evaluation play proficient roles in the implementation of public sector programmes by ensuring continuous monitoring and intervention. According to Peters (2010:66), this influences the correction of the devitaions that would have been more costly to remedy if earlier interventions were not made. This view is further distilled in the assertion of Marcus, Ashkenazi and McNulty (2009:10) with the integrtaiion of monitoring and evaluationin financial management, tendering processes and in the evaluation of the process of service delivery, there has been significant improvement in the accountability of public sector managers than ever before. These authors reason that this improvement in accountability influences the improvement of the mangagement capacity of the modern public sector organisations. Marcus et al. (2009:10) explains that management capacity connotes the competencies and dynamic capabilities which are necessary for the public sector organisations to achieve the outlined strategic goals and objectives. They elaborate that this improvement in management capacity arise from the fact that monitoring and evaluation enahnce the assessment and improvement of the configuration of interrelationships between systems and subsystems that influence the ability of the public sector organisations to attain the outlined strategic objectives and goals.

Despite these positive effects of monitoring and evaluation, authors such as Chen and Chiu (2009:474), the Australian Government (AGRAGA) (2010) and Clardy (2007:339) point out that the process for the effective accomplishment of monitoring and evaluation in the modern public sector organisations is still undermined by a number of limitations. In other words, they concur with Devas and Grant (2003:307) and Goetz and Jenkins (2005:69) that although the concept of monitoring and evaluation is widely spoken of in the modern public sector organisations, initiatives to ensure that all its core determinants are considered during the design of its framework has usually been quite minimal.

2.16 THE DETERMINANTS OF THE EFFECTIVENESS OF MONITORING AND EVALUATION IN THE MODERN PUBLIC SECTOR ORGANISATIONS

Literature and theories on monitoring and evaluation indicate that the determinants of the effectiveness of monitoring and evaluation in the modern public sector organisations encompass: the involvement and empowerment of employees in M&E's design and processes, the investment in the information system for monitoring and evaluation, and the development and establishment of appropriate communication mechanism. The details of each of these determinants for M&E are evaluated as follows.

2.17 THE INVOLVEMENT AND EMPOWERMENT OF EMPLOYEES IN M&E'S DESIGN AND PROCESSES

Khanka (2012:208) reveals that the use of employee empowerment influences the ordinary employees' involvement, motivation and commitment which impact on the realization of the successful monitoring, and evaluation of the general activities' accomplishments. Gupta and Gupta (2012:104) construe that the concept of empowerment refers to the process of improving decision making ability of the employees through the enhancement of cooperation, training, education and teamwork, so as to render the achievement of the desired strategic objectives and goals of the organization possible. They reason that empowering employees induces reductions in; worker dissatisfactions, costs of absenteeism, turnover, poor quality, sabotage, and alienation of managers from employees. Khanka's (2012:208) arguments also find basis in the Bowen and Lawler's (1995:73) revelations that employee empowerment influences the employees' commitments and adaptation to changes, with the likely consequence that the empowered employees will always strive to perform beyond the organization's and customers' expectations.

In terms of monitoring and evaluation, Tutar et al. (2011:22) argue that the whole scenario implies that in an employee empowered institution, individual employees are granted the mandate to evaluate, detect deviations and take immediate corrective actions before deviations turn into serious costly problems. Mills and Ungson (2003:143) state that the application of structural empowerment increases the employee's responsibility and accountability to constantly ensure that activities are executed in accord with the prescribed processes and methods which enhance the achievement of the improvement

in the organizational performance and the outlined strategic goals and objectives. Conger and Kanungo (1998:471) interpret that the concept of employee empowerment is not just about improving institutional abilities and internal entrepreneurship of employees, but also the conditions that enable the perception of self-empowerment applications.

Conger and Kanungo (1998:471) decipher that empowerment must encourage employees to be result orientated, and become ambitious for success so as to enhance the creating of a culture of high achievement motivated people. High achievement motivated people is defined by Epstein and Harackiewicz (1992:128) to refer to the instinct that prompts people to effectively accomplish the assigned tasks. Bowen and Lawler (1995:73) and Conger and Kanungo's (1998:471) perceptions of the effects of employee empowerment on organizational performance are echoed in the findings Tutar et al.'s (2011:32) study.

According to Tutar et al. (2011:32), employee empowerment is associated with organizations that attach significant importance to high achievement. Tutar et al. (2011:32) posit that high achievement, impacts positively on motivation and commitment, enhances monitoring and evaluations, and subsequently improving general organizational performance. Tutar et al. (2011:32) attribute the basis of his argument to the fact that quite often high achievement employees are motivated, continuously strive for success, and are usually willing to risk and even attempt harder tasks for achieving higher organizational performance and self-actualization. Yet at the same time, Linden, Wayne and Sparrow (2000:16) note that employee empowerment influences the improved employee commitment, and sense of ownership of the allocated organizational activities. Linden et al. (2000:16) posit that the organizational commitment refers to an individual's attachment, loyalty and identification with the organization, and usually result from the fact that the effective implementation of employee empowerment provides meaningfulness to the job.

Linden et al. (2000:16) further argues that this subsequently enhances monitoring and evaluations in that the employees may tend to become more committed by ensuring that all the detected minor deviations are corrected immediately. However, Swarnalatha and Prasanna (2012:110) point out that the ability to achieve such positive effects on monitoring and evaluating of the organization's general accomplishment of activities can be limited by the two factors that include; the failure to follow the five stages which are required in the employee empowerment process and the inability to deal with certain

practices that are inconsistent with the initiative that influence the achievement of the total organizational employee empowerment. In terms of the six stages in the empowerment process, Swarnalatha and Prasanna (2012:110) posit that the effectiveness of the organizational empowerment process is measured by; the identification of the conditions of powerlessness, implementing the empowerment strategies and techniques, removing the conditions of powerlessness and providing self-efficacy information, generating feelings of empowerment, and evaluating effects on improving general organizational performance.

Swarnalatha and Prasanna (2012:110) stated that the inconsistent organizational practices and habits which must be ameliorated include; incongruent organizational culture, love for authority, maintenance of tight control, fear of subordinates, fear of exposure, attitudes towards, subordinates, and personality of superior. Despite sharing the notion that employee empowerment influences the successful monitoring and evaluation of the general organizational performance, Rao (2010:88) also points out that its use in conjunction with the establishment of supporting information system would not only influence successful control of activities, but also ability to achieve the significant improvement in the general organizational performance.

2.18 THE INVESTMENT IN THE INFORMATION SYSTEM FOR MONITORING AND EVALUATION

Rao (2010:88) concurs with Blakley (2001:1) that that the establishment of an effective information system is one of the other modern monitoring and evaluation pre-requisites that determine the successful monitoring and evaluating of the organizational activities. According to Blakley (2001:1), trends reveal that modern organizations are increasingly relying on computers and their information systems to perform a number of evaluation, monitoring and control activities. From these increasing usages, Gordon, Loeb, Lucyshyn and Richardson (2005:29) as supported by Rao (2010:88) confirm that statistically a direct positive relationship exists between the establishment of information systems and the enhanced performance of the organisation's monitoring and evaluation systems. Gordon et al. (2005:29) attribute their findings to the fact that information systems facilitate the real-time monitoring and evaluations of the activities in now more widely extended modern enterprises. Gordon et al.'s (2005:29) findings are also substantiated in Oz's (2010:47) findings that information systems interact with the organizational structures to facilitate the effective and efficient monitoring and evaluation of activities in

modern organizations. Besides reducing the general operational costs and improving productivity, Oz (2010:47) posits that the information system's usage enhances a firm's competitive advantage by facilitating the monitoring of existing and prospective customers' needs and responding by devising the strategies through which such needs can be met more effectively and efficiently. However, Moorthy, Voon, Samsuri, Gopalan and Yew (2012:1) point out that in a decentralized system, it may be difficult to harmonize standards, thus rendering it difficult for monitoring and evaluation of activities to be accomplished according to the common prescribed standards. In a contrary view, Laudon and Laudon (2007:53) and Rao (2010:87) believe that the realization of a positive relationship is predicted by the extent to which the organization integrates all the three core elements of an effective information system into its information systems.

Laudon and Laudon (2007: 53) state that there are three types of MIS; Decision Support System (DSS), Information Reporting (IR) and Executive Information Systems (EIS). According to Laudon and Laudon (2007: 53), decision support system (DSS) provides information and models which facilitate the tactical and strategic decision making. Information Reporting system (IRS) outlines the pre-specified reports for the day-to-day decision making and Executive Information System (EIS) prescribes a system for analyzing, comparing and highlighting trends to help senior managers govern the strategic direction of a company.

In terms of monitoring and evaluation of the organisation's activities, Ko and Dorantes (2009:13) believe that the achievement of the effective coordination and communication between the different levels of the organisation's management, may also mean that there must be a combination of; Decision Support System (DSS), Information Reporting (IR) and Executive Information Systems. Nevertheless, Post and Anderson (2000:130) perceive that having the three core elements facilitates the information sharing and interdepartmental communication which are essential for the benchmarking between the organisation's internal departments. Rao (2010:87) agrees with Post and Anderson (2000:130), Ko and Dorantes (2009:13), and Laudon and Laudon (2007:53), and points out that the use of information system in a centralized organization enhances data integration and the constant management's monitoring and evaluations of the organizational activities. In a decentralized system, Rao (2010:87) note that management is not exposed to such benefits, as users tend to be in more control of the system than management, thereby limiting the significant management involvement which is essential

for the implementation of an effective monitoring and evaluation system. Rao (2010:87) interprets that although a decentralized system is also associated with the benefits encompassing; closer user proximity and user confidence, quite often, it is also linked to limitations such as data redundancy and loss of synergy. In effect, Rao (2010:87) suggests that during the information systems development, measures must be taken to ensure that the two systems are effectively integrated to enhance both significant management and user involvement.

Kirkpatrick (1996) as cited in Onaolapo and Odetayo (2012:15) postulates a contrary view that the existence of the three core parts of information systems does not necessarily indicate that the organisation's information's systems will enhance the evaluation and monitoring of the organisation's activities. Kirkpatrick (1996:12) as cited in Onaolapo and Odetayo (2012:15) reveal that the effectiveness of the organisation's information system as a basis for the existence of an effective monitoring and evaluation mechanism can be measured at three different sequential levels. Kirkpatrick (1996:12) explains that Level 1 deals with data collection, capturing, validation and reporting, as Level 2 examines data interpretation and presentation to managers. Kirkpatrick (1996:12) as cited in Onaolapo and Odetayo (2012:15) reveals that level 3 assesses how the information is used for decision-making. Onaolapo and Odetayo (2012:15) argue that it is important to satisfy the Kirkpatrick's (1996:12) three levels for effective information systems, because invalid data or poor reporting may either lead to the devising of solutions for problems which are non-existent or if there is late reporting it can lead to late management reactions against the spotted deviations.

Moorthy et al. (2012:6), and Cavusoglu, Mishra and Raghunathan (2004:69) share similar views with Kirkpatrick (1996:12) that invalid data and late reporting can arise due to either poor employee training, lack of user involvement during its implementation, work overload, employee dissatisfaction, or poor constant management evaluation of how the information system itself is used. In that regard, Hashim et al. (2012:1) suggest that the effectiveness of the organization's information systems may also be measured by the extent to which sufficient resources are allocated towards the implementation of the contingent plans for combating risks and viral threats. Hashim et al. (2012:1) perceive that the other factors determining the effectiveness of the organization's information system include; top management support, skillfulness, a culture of information usage, constant review, maintenance and upgrade. Nonetheless, authors such as Onaolapo and

Odetayo (2012:15) and Oz (2010:47) believe that well-functioning organizational information systems also determines the effectiveness and efficiency of the entire organizational communication mechanisms.

2.19 DEVELOPMENT AND ESTABLISHMENT OF APPROPRIATE COMMUNICATION MECHANISM

Butler and Rose (2011:183) postulate that communication refers to the process of exchanging or transmitting information, and it is central for the efficient and effective executions and monitoring of the organisational activities and operations. Butler and Rose (2011:183) base their view on the fact that communication facilitates the exchange and conveyance of ideas, instructions, directives, reports and employees' explanations on how the ongoing activities are being executed. Butler and Rose (2011:183) further argue that such processes subsequently influence the evaluation and monitoring of how activities are accomplished. The Association of Business Executives (ABE-UK) (2008:17) construes that the establishment of an effective organizational communication mechanisms is one of the predictors for the existence of an effective monitoring and evaluation systems. The ABE (2008:17) attributes its arguments to the fact that it is through the established communication facilitate the conveyance of feedback about deviations from the expected standards and plans by the employees to management, so that the appropriate corrective and improvement measures can be determined and applied. On that basis, the ABE (2008:17) perceive that without communications, managers cannot be able to determine which areas need interventions.

At the same time, the ABE (2008:17) points out that actions or measures which are essential for correcting the deviations and improving performance are conveyed from management to the employees in a communication process. In contrary views, Armstrong (2010:593) states that all these control processes may not be effectively accomplished without encouraging a cyclical process in the communication process. Armstrong (2010:593) construes that the key elements in the communication cycle encompass; sender, medium, recipient and feedback loop from the recipient to the sender. Armstrong (2010:593) adds that communication must also flow downwards, upwards, horizontally, diagonally and laterally. Armstrong (2010:593) further highlights that such varied communication processes serves the purposes of providing different departments with the avenues to create the effective interlinks between themselves, and to be conversant about the developments in other departments. In other words, Armstrong (2010:593)

argues that such a process enables the organization assess how they would be affected and what actions can be taken. In the absence of such varied nature of communication, Armstrong (2010:593) perceives that internal benchmarking may not be effectively undertaken by the different organisation's internal departments. Generally, Armstrong (2010:593) construes that the successful benchmarking is enhanced by the internal communication mechanisms, and the external channels through which communications can be transmitted to and from the external business environment.

In conclusion, Armstrong (2010:593) states that such communication processes would not only enhance benchmarking, but also the evaluations and monitoring of the changes in the external business environments and the appropriate alignment of the organisation's actions with such changes. Nonetheless, John and Jeff (2007:196) expressed concerns over instances where the existence of cyclical nature of communication has been lacking, as managers tend to give more and more instructions to employees without encouraging two-way communication structures. John and Jeff (2007:196) posit that such a situation may turn to be the source of low motivation, morale and unwillingness to provide critical information in future. John and Jeff (2007:196) interpret that such consequences usually affect the successful operations of the organisation's monitoring and evaluation systems.

In addition, John and Jeff (2007:196) note that the nature of the information being conveyed may also determine the extent to which communication will be effective. John and Jeff (2007:196) further elaborate that poorly formulated or presented information can be misconstrued and can lead to executions of wrong actions. In the context of John and Jeff's (2007:196) wordings, such a situation results into failure to perform according to the expected plans and standards, and the inability to attain the strategic objectives and goals within the prescribed duration. Just like John and Jeff (2007:196), Rasula, Vuksic and Stemberger (2012:150) conceptualize that costs resulting from the wrong actions undertaken may also be enormous, and reduce the organisation's profit margins. In order to circumvent this, Hitt et al. (2010:329) and Butler and Rose (2011:183) reveal that organizations must constantly evaluate and monitor how their communication's processes are accomplished, and whether the communication processes are supportive of the evaluations and monitoring mechanisms. Besides being cyclical, Butler and Rose (2011:183) emphasize that information must also be reliable and accurate and reported on time in order to enable the appropriate corrective actions to be taken as soon as possible. Hitt et al. (2010:329) suggested that a precondition for reliable and relevant

information is prompt recordings and classifications as transactions and events take place. In a situation where there is less monitoring and verification of how the information is formulated, Hitt et al. (2010:329) believe that there is a risk of distortion by employees in order to cover up for wrong deeds. Hitt et al. (2010:329) add that such a situation signifies that the application of the corrective control actions will be based on wrong information. In order therefore to ensure the reliability of information, Butler and Rose (2011:183) and Hitt et al. (2010:329) acknowledge John and Jeff's (2007:196) opinion that management must have an information system for verifying information before actions are taken.

2.19 CONCLUSION

In addition to examining the concept of monitoring and evaluation in the modern public sector organisations, the discussions in this chapter also assessed the process for the design of M&E framework in the modern public sector organisations. Theoretical interpretations indicate that the three main constructs that influence the design and the overall effectiveness of M&E Framework in the modern public sector organisations include; the use of planning as the basis for the accomplishment of M&E, the assessment of the quality, reliability and validity of M&E Framework, and the implementation of M&E Framework.

Although similar to the three main constructs that influence the design and the overall effectiveness of M&E Framework in the modern public sector organisations, the World Bank (2010:1) also provides an alternative and complementary framework for assessing the effectiveness of M&E capacity in the modern public sector organisations. Devas and Grant (2003:307) reveal that so far, it has been confirmed that the use of the World Bank's (2010:1) framework influences the assessment and the improvement of the overall capacity of monitoring and evaluation in the modern public sector organisations. These authors reason that it is often mistaken that any form of an M&E framework can enhance the effectiveness of the process of activities. In real situation, they noted that it has turned out in most cases that some of the M&E frameworks do not possess the appropriate capacity and effectiveness for ensuring the effective monitoring and evaluation of the process for the implementation of the programmes in the modern public sector organisations. In effect, it is posited in the World Bank's (2010:1) framework that the assessment of the effectiveness of the capacity of M&E framework can be effectively

accomplished on the three main perspectives encompassing the strength of the demand for evaluation, the market ability to supply M&E Experts and techniques, and the existence of the appropriate institutional frameworks to ensure that the M&E findings are utilised by translating into practice. Nonetheless, authors such as Baiocchi (2005:10), Beal (2005:177), Jaszczolt and Potkanski (2010:29) and Ackerman (2005:82) concur that when the process for monitoring and evaluation is successful, its overall positive effects on the improvement of the performance of the modern public sector organisations can be enormous. Theoretical analysis indicate that the positive effects of monitoring and evaluation on the performance of the modern public sector organisations include; the improvement in the identification and correction of deviations during programme implementation, the achievement of high performance of the modern public sector organisations, the improvement on the employee and management competencies, and the enhancement of accountability that leads to the improvement in service delivery.

Despite these positive effects of monitoring and evaluation, authors such as Chen and Chiu (2009:474), the Australian Government (AGRAGA) (2010) and Clardy (2007:339) point out that the process for the effective accomplishment of monitoring and evaluation in the modern public sector organisations is still undermined by a number of limitations. In other words, they concur with Devas and Grant (2003:307) and Goetz and Jenkins (2005:69) that although the concept of monitoring and evaluation is widely spoken of in the modern public sector organisations, initiatives to ensure that all its core determinants are considered during the design of its framework has usually been quite minimal. Literature and theories on monitoring and evaluation indicate that the determinants of the effectiveness of monitoring and evaluation in the modern public sector organisations encompass: the involvement and empowerment of employees in M&E's design and processes, the investment in the information system for monitoring and evaluation, and the development and establishment of appropriate communication mechanism. Against this theoretical background, the discussions in the next chapter elucidate on the research design and methodology which were used in the primary research process.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY (QUALITATIVE RESEARCH)

3.1 INTRODUCTION

While mainly guided by the main aim of the study, and the research objectives and questions which are outlined in Chapter 1 of this Research Report, the discussions in this chapter elucidate on the research design and methodology which were used in the primary research process. Despite highlighting that the study used a case study research design, the chapter also indicates that the research method was mainly qualitative with interviews being the main qualitative research technique. With the main research method and technique having been examined, the chapter evaluates the target population and sampling techniques, data collection, data analysis, validity and reliability, and the research ethical considerations. The details of the discussions are as follows.

3.2 RESEARCH DESIGN: CASE STUDY RESEARCH DESIGN

De Vaus (2006) explains that a research design connotes the overall blueprint that outlines and integrates the different components and methods that are used in the study to facilitate the determining of samples, data collection, analysis, interpretation and conclusions in the context of the defined research problem, and the research questions and objectives. He perceives that the effectiveness of the used research design is predicted by the extent to which the research problem is clearly identified, described and justified, the review of literature and theories relevant to the research problem, explicitly well outlined research objectives, questions and hypothesis, and the research methods of the study.

De Vaus (2006) concurs with authors such as Saunders, Lewis and Thornhill (2009:21) that the different types of research designs include; action research design, case study design, causal research design, cohort research design, cross-sectional research design, descriptive research design, experimental research design, exploratory research design, historical research design, longitudinal research design, observational research design, philosophical research design and sequential research design. This study uses a case study research design for the reason that as much as the main aim of this research is to undertake a critical evaluation of the process for the implementation of government-wide

monitoring and evaluation system in the entire Eastern Cape Municipalities, the primary research process will only be limited to a case study of Chris Hani District Municipality.

It is anticipated that through such approach, the study will be able to make logical interpretations and conclusions about the overall effectiveness of the process for the implementation of government-wide monitoring and evaluation system in the entire Eastern Cape Municipalities. It is noted in Saunders et al.'s (2009:21) explanation that instead of conducting a seeping survey, a case study focuses only a particular aspect of the organisation or only on a single organisation in order to conduct in-depth analysis and evaluation of the research problem. Because the research is narrowed down to a particular area or subject, these authors argue that the use of a case study facilitates the comprehensive understanding of complex issues which would have not been reasonably practicable if evaluated in a wider context.

They also note that the fact that the study is limited to a specific area or subject implies that the application of different measures and techniques is more feasible for eliciting as much relevant and detailed information which is sufficient for dealing with the issues raised in the research problem, objectives, questions and hypothesis. It is these reasons that motivate the use of a case study in this research. This decision is accentuated in the fact that by the nature of the study itself, this research is limited to the evaluation of the effectiveness of the process for the implementation of government-wide monitoring and evaluation system in the entire Eastern Cape Municipalities so as to identify the limitations and the remedial measures that must be suggested. De Vaus (2006) posits that one of the criteria for selecting a research design is to evaluate the nature of the study. In the context of this prescription, it is certainly clear that by the nature of this study, the use of a case study design would be appropriate for eliciting of the relevant information.

However, Lodico (2010:10) cautions unless mitigating measures are used, the values of a case study design can be marred by the tendency of biasness associated with its limited context. He also notes that since a case study is limited to a particular aspect of the organisation or the problem, the findings may not be representative of the overall reflection of the problem. These limitations will be outwitted by using some elements of exploratory and descriptive research designs. Lodico (2010:10) states that the exploratory research design connotes the form of a research design in which evaluation

and analysis are conducted in order to highlight and enhance the gaining of familiarity and understanding of the issues underlying the identified problem. He notes that lack of prior knowledge or limited understanding of the problem is a prerequisite for the application of the exploratory research design. In line with this view, exploratory research was conducted in this study prior to the formulation of the research problem statement in Chapter 1 of this Research Report.

Hand this aspect of exploratory research design, this research also used some aspects of descriptive research design on that in the process of exploring the issues related to the research objectives and question of the study, this research also sought answers to the questions of who, what, when, where and how associated with the effectiveness of the process for the implementation of government-wide monitoring and evaluation system in the entire Eastern Cape Municipalities so as to identify the limitations and the remedial measures that must be suggested. In the process of accomplishing this, the qualitative research method was used.

3.3 RESEARCH METHOD: QUALITATIVE RESEARCH METHOD

Contrary to a research design that prescribes a form of a general approach and methods which are used in the accomplishment of a research, Strauss and Corbin (2000:172) posit that a research method refers to the process of outlining the specific techniques and tools which are used in the primary data collection process. These authors interpret that a research method concerns the actual techniques that the research uses in the process of obtaining raw data from the participants or respondents in a study. Collis and Hussey (2009:15) and Bryman (2012:32) reveal that a research method can either be qualitative or quantitative. Bryman (2012:32) elaborates that the quantitative research method which is usually applied when the researcher intends investigating large scale patterns of behaviour, approaches social phenomena from the perspective that they can be measured and quantified. In stark contrast to the quantitative research methods, these authors note that the qualitative research which is often more effective when seeking to investigate interactions and relationships in details, refers to a research method which seeks to elicit as much in-depth understanding of human behaviour and reasons thereof as possible.

Collis and Hussey (2009:15) further explain that the qualitative research method does not only seek to answer what, where and when of the research aspect, but also why and how

of decision making. Strauss and Corbin (2000:172) point out that whereas the common quantitative research methods include experiments, surveys and statistical analysis; on the other hand, the common qualitative research methods include participant observation, focus groups, interviews and content analysis. Considering the views of these authors on what quantitative and qualitative research methods entail, this study opted for the use of the qualitative research method. The selection of qualitative research method is accentuated in the view that it was anticipated that it would facilitate the effective evaluation of:

- How effective is the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?
- To what extent has the M&E framework which is used in the process of monitoring and evaluating the activities influenced the improvement in the performance of the Eastern Cape Municipalities?
- Which factors are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?
- Which measures can be recommended for improving the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?

In a bid to accomplish this, the research used interviews as the main qualitative research method, and the details of how this was accomplished after determining the appropriate sample size are as illustrated in the following sections and subsections.

3.4 TARGET POPULATION

According to Cox, (2008), a target population refers to the “entire sets of units that for which the survey data are to be used to make inferences”. Easterby-Smith, Thorpe and Jackson (2008:133) posit that a target population connotes the units, people or subjects which may comprise either human or non-human subjects which are the main focus of the research. These authors note that it is an important criteria that in determining the

target population for the study that the selected units are similar in nature. In this study the researcher's purpose is to examine, evaluate and describe the process for the implementation of government-wide monitoring and evaluation system in the entire Eastern

Cape Municipalities with specific reference to a case study of Chris Hani District Municipality. Chris Hani District Municipality's Human Resource Document (2014) indicates that there are 26 managers and 107 ordinary employees. This implies that in total, the 133 employees of Chris Hani District Municipality are the target population for this research. In a bid to determine the appropriate sample size, this research applied different techniques and the next discussions provide the details.

3.5 SAMPLING

Terre Blanche et al. (2006:49), defines sampling as "the selection of research participants from an entire population and involves decisions about which people, settings, events, behaviours, and or social processes to observe". Taylor (2007:126) notes that whereas a sample refers to a subset of the population which is used in the study, sampling connotes a process of determining the appropriate valid representative units or subjects which can be used in the study to enable it possible for the drawing of the relevant generalization about the target population. He highlights that the process for sampling can be accomplished using either the probability or non-probability sampling techniques. In the context of Cooper and Schindler's (2005) explanation, probability sampling concerns the random process for determining the units which must be included in the subset of the population for the research.

In addition to highlighting that probability sampling is mainly used in quantitative research, these authors also note that the main techniques which are used in probability sampling include; simple, systematic, stratified or cluster random sampling. In contrast to probability sampling, Taylor (2007:126) posits that non-probability sampling which is commonly used in qualitative research refers to the technique in which the process for determining the units to be included in the sample is accomplished using the criteria which are not based on randomness. They highlight that the techniques which are used in non-probability sampling include; purposive sampling, convenience sampling, judgmental sampling, quota sampling and snowballing.

In line with Taylor (2007:126) and Cooper and Schindler's (2005) prescriptions and the fact that the selected research method is qualitative, this study used the non-probability sampling technique. Specifically, the study applied purposive. Taylor (2007:126) explains that purposive sampling connotes the use of a technique in which only the sample units which have characteristics which are relevant to the issues being researched are selected. Creswell (2009:127) describes purposeful sample as sampling that takes place when research choose participants and area where there more information relevant to the study. He further explains that in purposive sampling, the researcher also decide as to who is going to be sampled, what form the sampling should take, and the size of the sample. He states that it adds credibility to sample when potential purposeful sample is too large.

The decision to use purposive sampling is anchored on the fact that this study is concerned with the evaluation of the effectiveness of the process for the implementation of government-wide monitoring and evaluation system in the entire Eastern Cape Municipalities with specific reference to a case study of Chris Hani District Municipality (CHDM). This implies that even if there are approximately 133 employees of CHDM, some of them were not included. In effect, the study used purposive sampling by selecting only the managers, supervisors and ordinary employees who are perceived to be knowledgeable and capable of providing authentic views and opinions on the issues associated with the implementation of government-wide monitoring and evaluation system in the entire Eastern Cape Municipalities.

This did not tantamount to discrimination, but a process which was necessary for substantiating the veracity of the study. Yet, although some of the employees were deliberately left out, from the interview participants that comprised of the managers, supervisors and ordinary employees who were selected, no discrimination was made on the basis of race, gender, age or any other unnecessary grounds. Nonetheless, while using purposive sampling, the study was able to draw 15 participants from the target population of the 133 employees of CHDM. After determining the appropriate sample size for the study, the interview process was accomplished using the data collection method described in the next subsection.

3.6 DATA COLLECTION METHOD

Strauss and Corbin (2000:172) posit that the different data collection methods which are used for eliciting information from participants in a qualitative research include participant observation, focus groups, interviews and content. Despite the existence of these different data collection methods, this study used interviews as the main technique or tool for primary data collection. While deriving from Zimbalist's (2007:29) enunciation, interviewing which is the process of gathering data from humans by asking questions and getting them to respond can be structured, semi-structured or unstructured. In addition to noting that structured interviews are widely used in surveying opinions, beliefs and perceptions of people, he also explains that structured interviews refers to a research technique in which the research usually approaches the participants with a set of questions associated with limited response and a defined plan that the interview process follows.

Zimbalist (2007:29) adds that semi-structured interviews consist of a list of open-ended questions based on the topical areas the researcher intends to study with the effect that the open-ended nature of the questions provides opportunities for both the interviewer and interviewee to discuss certain topics in more detail. He states that the advantage of semi-structured interviews is also reflected in the fact that if the interviewee has difficulty answering a question or hesitates, the interviewer can either do a detail-oriented probe, elaboration probe, a clarification probe or a combination of the three. Zimbalist (2007:29) highlights that unstructured interviews is a techniques which although is used for finding information on a specific topic, the process usually has no preconceived plan or expectation as to who the interview must proceed. In this research, semi-structured interviews were used on the basis that although a questionnaire was designed basing on the research objectives and questions outlined in Chapter 1 of this Research Report, avenues were also left so that if there was any need, further probe could be done through a detail-oriented probe, elaboration probe, a clarification probe. The details of the interview questionnaire which was used in the interview process are as explained in the following subsection.

3.7 DESIGN OF INTERVIEW QUESTIONNAIRE

Gillham (2008:19) posits that a questionnaire refers to a research instrument comprising of a series of appropriately defined questions which are used in probing and gathering formation which is relevant to the study. The reason why a questionnaire was used in the interview process is echoed in Mellenbergh's (2008:211) views that as compared to the other types of surveys such as verbal or telephone surveys, questionnaires are usually standardized and easy to administer. He notes that the fact that questionnaires are standardized also implies that the obtained responses are also most likely to be standardized and well-structured for easy analysis. In order to ensure that the questionnaire was standardized and that the likely responses to be obtained are structured in the way that accurately respond to the needs of this study, the research questions which are outlined in Chapter 1 of this Research Report were used as the guide. In effect, the questionnaire was structured according to the research questions that include:

How effective is the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities? To what extent has the M&E framework which is used in the process of monitoring and evaluating the activities influenced the improvement in the performance of the Eastern Cape Municipalities? Which factors are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities? And; Which measures can be recommended for improving the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?

When the final version of the questionnaire was drafted, a pilot study was conducted on three participants who did not comprise part of the final sample participants who were used in this research. The purpose of pilot testing was to enable the researcher obtain views and opinions of other people about the statements and questions in the questionnaire before the actual interview processes commenced. Fortunately, all the three pilot participants confided that all the statements and questions were clear for any prospective participants to respond without difficulties. The completion of the pilot test led to the commencement of the actual interview processes. The details of how the interviews were conducted are as illustrated in the discussions following.

3.8 THE INTERVIEW PROCESS

Mellenbergh (2008:211) reveals that in modern research processes, interviews can be administered through telephones, e-mails, web-surveys, face to face, or personal administration. However, this research used face to face personal interviews. Face to face interviews were used in the primary data collection on the basis that after the management of CHDM had consented to the request to participate in the study, the researcher made appointments with the respective managers and employees to be interviewed. Prior to the commencement of the interview process, the researcher explained to the interviewees that the study is merely an academic exercise and therefore, they do not need to fear for any repercussions although if they participated and talked freely and honestly, the findings would help the management improve the effectiveness of the process of monitoring and evaluating the activities in the Eastern Cape Municipalities. At the same time the interviewer added that the participant in the interview was voluntary and optional, upon which if the participants felt uncomfortable with the questions or for any other reason, they were free to withdraw.

With the participants informed about what the study is about and their associated rights, the interview process commenced with the giving of the questionnaires to the participants so that they could fill, and giving certain duration, upon which on expiry, they can be collected. The interviewer did not only consider representation on the basis of the levels of positions held by the prospective participants, but also the age groups, gender, years of experience and race factors. This is reflected in the biographical information section in the questionnaire and the discussions in Chapter 4 of this Research Report. The questionnaires which were mailed were not only be accompanied with brief explanations outlining the purpose and objectives of the study, but also the researcher's contact numbers through which he could be contacted if there were any queries. As for the remaining five participants who wanted direct personal interviews, the research kept on making appointment with each of them and pitching for interviews until all the 15 desired sample interview participants were all effectively interviewed. When data collection was completed, the analysis was accomplished according to the processes which are described in the next section.

3.9 DATA ANALYSIS

De Vos et al. (2011: 397) highlights that the two main fundamental approaches which are used for the analysis of interview data include the deductive approach and inductive approach. These authors elaborate that the process and structure for analysing interview data using deductive approach is usually predefined by a conceptual framework and/or the research objectives and questions for the study. In stark contrast, Gill et al. (2008:21) explain that in inductive approach, a blind analysis is usually undertaken by reading and evaluating interview data without reference to any predefined framework in order to determine the emerging themes and how they relate to the key issues that concern the study.

This study used a combination of deductive and inductive approach in the process for analysing the interview data. The deductive approach was used on the basis that while transcripts were being read and evaluated repeatedly, the overall purpose was to determine how the emerging themes and subthemes effectively relate and respond to the research questions that are out lined in Chapter 1 of this Research Report to include: How effective is the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?, To what extent has the M&E framework which is used in the process of monitoring and evaluating the activities influenced the improvement in the performance of the Eastern Cape Municipalities?, Which factors are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?, and Which measures can be recommended for improving the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?

Although this process led to the identification of sufficient relevant themes and sub-themes, inductive approach was also used to outwit the weaknesses of having to restrict the process for the analysis of interview findings to such research questions. Inductive approach was also used in order to encourage the analysis without any biasness, but with a free mind. In order to accomplish this, the study used the thematic content analysis as one of the most common techniques for the analysis of interview data using inductive approach. The three main steps which were used in thematic content analysis include: thorough reading and evaluation of interview transcripts, the identification of key themes

and subthemes, grouping of themes according to how they relate or contrast each other, and creating relationship between key themes in order to assess whether they provide any relevant meaningful framework. Since the formulation and design of the questionnaire was guided by the research objectives and questions outlined in Chapter 1 of this Research Report, the resulting key themes and subthemes were not so distinct from the kind of information that they study aimed to achieve.

Nonetheless, as the entire research process was being accomplished, measures were also put in place to ensure the validity and reliability as well as the ethical considerations of the study.

3.10 CREDIBILITY, DEPENDABILITY AND TRANSFERABILITY

The study used credibility, dependability and transferability as the measures for ensuring the validity and reliability of the entire research process. This decision was in line with Maxwell's (2012:279) view that in a qualitative research, validity is measured by assessing whether the obtained qualitative data is plausible, credible, and reliable and can be defended when challenged. In other words, he posits that validity and reliability in a qualitative research are debatable. In order to assess validity of a qualitative research, Maxwell (2012:279) outlines that the three types of validity in a qualitative research that must be considered include; descriptive validity, interpretive validity and theoretical validity. All these three kinds of validity were considered in this research on the basis that descriptive validity was infused by ensuring that while the analysis and reporting of the results of interview findings was being accomplished, all efforts and measures were put in place to ensure that the end results were the accurate reflections of the views expressed by the 15 participants.

In addition, detailed notes and clarifications were also compiled immediately after the interviews when the memory of the facilitator about what was discussed was still fresh. At the same time, the tendency to change or manipulate interpretation, and data explanation in anyway whatsoever were also avoided as the means for enhancing descriptive validity of the study. Interpretative validity was accomplished by construing the results of interview findings in the context of what the interviewer perceived the 15 participants to have been feeling, thinking, experiencing and perceiving about: How effective is the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?, To what extent has the M&E framework

which is used in the process of monitoring and evaluating the activities influenced the improvement in the performance of the Eastern Cape Municipalities?, Which factors are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?, and Which measures can be recommended for improving the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities? During the interpretation and explaining the results of interview responses, initiatives were undertaken to observe theoretical validity by ensuring that the provided explanations are congruent with the views in the collected data.

As much as descriptive validity, interpretive validity and theoretical validity were used for assessing the internal validity of a qualitative research, Lincoln and Guba, 2005:69) propose that the external validity of a qualitative research can be assessed by evaluating the extent to which the study can be generalized to another setting or group of people. They state that the assessment of generalisability of a qualitative research can be accomplished by evaluating: applicability, context dependent and replicability. This study met the applicability test on the basis that it can be applied to another sample. Regarding context dependent, the study can be applied to another setting as long as the setting exhibits the characteristics of a local government department striving to an M&E framework. Replicability was met on the basis that if the study was to be repeated without any modifications by management, the same findings would still be obtained. The other measures which were used for ensuring the validity and reliability in this research included; triangulation which involved checking the study from different dimensions, member checking, peer checking and audit trail which involved keeping the record of everything that was done or said.

3.11 RESEARCH ETHICAL CONSIDERATIONS

According to Greener (2008), ethics relate to moral choices affecting decisions and standards and behavior during the primary research process. During the study, the researcher eliminated all possibilities of engaging in certain unethical practices which would have affected the validity and reliability of this study. The researcher at the beginning of the study signed the research ethics forms containing different codes and wanted and unwanted practices in a research process. The researcher in addition undertook certain readings in order to avoid getting trapped in unethical conducts. During

the selection of the sample the researcher included respondents without segregations on race, age or disability, although the biographical information section had to be removed from the questionnaire. Since the respondents were uncomfortable with. The researcher complied, as the respondents felt insulted by demanding such information. The researcher acknowledges all sources cited in the research in order to avoid falling victim of plagiarism which is an unethical practice in a research process. The researcher also avoided fabrications or practices which could have been unethical. In addition, the researcher ensured that the respondents were protected from more especially psychological harm. This was accomplished by avoiding all acts which could have led the respondents to suffer any unusual stress, emotional injury, embarrassment and loss of self-esteem. For instance the researcher exercised transparency by requesting the respondents to expose anything on the questionnaire or in the research process which they felt psychologically uncomfortable with.

Although, they expressed concern that the nature of the study would affect their reputation, they were counselled that the research process was not a personal vindictive against anybody, but a pure academic programme. In terms of informed consent, the researcher also informed the respondents about the nature of the study, and stated that they were free to participate or not to participate. In addition, it was indicated that if they choose to participate they were free to withdraw at any time during the process. In other words, since all the respondents consented to participate, the participation in this research was purely involuntary. The respondents' right to privacy was also observed by ensuring that all the obtained responses were strictly confidential. This was achieved by avoiding to present information in a way in which others could easily discover how some or a particular respondent might have responded to certain questions or statements. For example, the word "participants in the focus group discussions" was used during the discussions, and therefore did not attribute the responses to any particular individual. Finally appropriate level of honesty was maintained as part of the research ethical compliance.

3.12 CONCLUSION

In a nutshell, it is clear that this chapter provides an accurate description of the research design, methods and techniques which was used in the primary study. It is indicated that considering that the main objective of this study is to evaluate the effectiveness of the

process for the implementation of government-wide monitoring and evaluation system in the entire Eastern Cape Municipalities, the inhibitors and the remedial measures that can be recommended, it was perceived that using qualitative research techniques would enable in-depth sufficient information to be obtained. Eliciting sufficiently in-depth information is indicated in the chapter to have been perceived to render it possible for determining whether such main objective of the study has been fulfilled. Basing on such a conclusion, it is also noted that the later sections in the chapter examined the target population and sampling, data collection method, data analysis, validity and reliability and ethical considerations. The next chapter provides the discussions and interpretations of the findings in the light of the issues in the research objectives and questions.

CHAPTER FOUR

PRIMARY FINDINGS, INTERPRETATIONS AND DISCUSSIONS

4.1 INTRODUCTION

The primary findings of the research are presented and discussed in this Chapter. The process for the discussions of the relevant key themes resulting from the interview findings are accomplished according to the research questions which are outlined in Chapter 1 of this Research Report to include: How effective is the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?, To what extent has the M&E framework which is used in the process of monitoring and evaluating the activities influenced the improvement in the performance of the Eastern Cape Municipalities?, Which factors are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?, and Which measures can be recommended for improving the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities? However, prior to examining the findings on these key research questions, the chapter explored the findings on the biographical information of the 15 participants who were drawn from Chris Hani District Municipality. The details of the findings were as follows.

4.2 BIOGRAPHICAL INFORMATION SECTION AND THE COMPOSITION OF THE INTERVIEW PARTICIPANTS DRAWN FROM CHRIS HANI DISTRICT MUNICIPALITY

The illustrations in the grid in Table 4.1 indicate that out of the 15 participants who were drawn from the target population of 133 employees of Chris Hani District Municipality, only 4 were female employees. As 11 of the 15 interviewed participants were mainly males. The fact that there was gender balance and consideration during this research implies that the study was able to obtain a variety of views on the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities. Besides considering gender issues, the illustrations in Table 4.1 also indicate that the study also took into consideration the views from different age groups of the employees. In terms of the age groups, Table 4.1 shows that most of the 15 participants who were drawn from the target population of 133 employees

of Chris Hani District Municipality fall in the middle age ranging from 35 to 45. The second highest category of age group was the employees in the age bracket of 45 to 55, and following are the employees between the age of 18 and 25.

TABLE 4. 1: A GRID OF BIOGRAPHICAL INFORMATION AND THE COMPOSITION OF THE INTERVIEW PARTICIPANTS DRAWN FROM CHRIS HANI DISTRICT MUNICIPALITY

Main Category	Sub-Categories	Number of Interviewed Participants (Out of 15 Interviewed Participants)
Gender	Female	4
	Male	11
Age Groups	18 to 25 Years	2
	25 to 35 Years	1
	35 to 45 Years	8
	45 to 55 Years	3
	55 to 65 Years	1
Department	Human Resource	3
	Accounting and Finance	1
	Corporate Services	6
	Operation	2
	M&E	3
Position Level	Management	1
	Middle Management	4
	Supervisor	4
	Ordinary Employee	6
	One to 5 years	0

Years of Work Experience	5 to 10 years	3
	10 to 15 years	7
	15 to 20 years	3
	20 to 25 years	2
	25 to 30 years	0

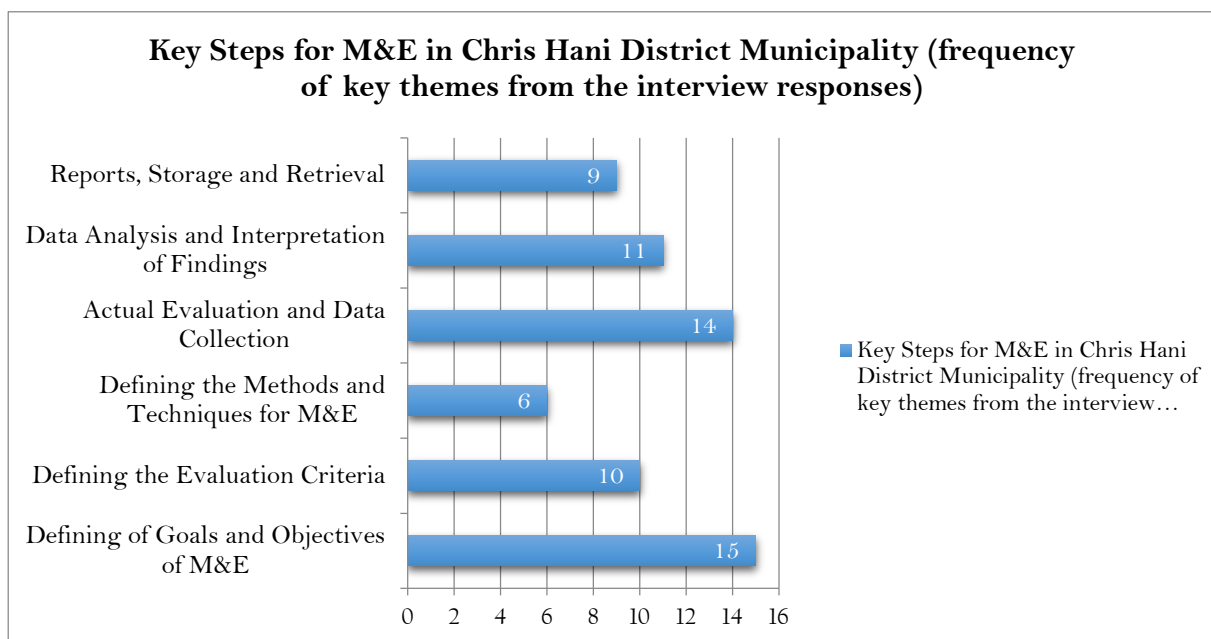
Despite the fact that Table 4.1 indicates that most of the sample participants in this study were also drawn from different departments encompassing; Human Resource, Accounting and Finance, Corporate Affairs and Administration, Operation, and M&E, it is also apparently clear that the 15 interviewed participants also comprised of the employees from different levels of CHDM as an organisation. It is pointed out in Table 4.1 that the categories of the employees interviewed comprised of Management, Middle Management Supervisor and Ordinary Employees. The inclusion of these diverse groups of interview participants implies that the views in this research do not only provide an accurate reflection of the process of monitoring and evaluating the activities in the Eastern Cape Municipalities, but also provide more balanced views which are essential for identifying the actual causes of the problem.

Yet, when examined in the context of the employees' years of work experience, it would become clear that most of the participants who were interviewed came from the employees with 10 to 15 years of experience. This was followed by the employees with 5 to 10 years and those with 15 to 20 years. Since most of the employees have got work experience at Chris Hani District Municipality for as long as 10 years onwards, it can be stated that throughout these years, they have been able to understand and evaluate different trends on the process of monitoring and evaluating the activities in the Eastern Cape Municipalities. In that context, the interpretation is that in terms of substance, this study is adequate on the basis that these interviewed participants through years of experience might have been talking about what they think is transpiring on the issues of monitoring and evaluating the activities in the Eastern Cape Municipalities. Nevertheless, with these biographical information presented and discussed, the next section presents and evaluates the actual findings of the study.

4.3 HOW EFFECTIVE IS THE M&E FRAMEWORK WHICH IS USED IN THE PROCESS OF MONITORING AND EVALUATING THE ACTIVITIES IN THE EASTERN CAPE MUNICIPALITIES?

Despite some of the criticisms that have been laid about M&E in the South African local government, when the 15 interviewed participants were asked to describe the process which is used in the monitoring and evaluation of the activities in their departments and units, they provided responses, whose thematic analysis content analysis indicated that there is some form a logical and systematic process for accomplishing M&E in the Eastern Cape Municipalities. In the context of the illustration in Figure 4.1, the description in the interview responses suggest that ever since the plan for the development of Government-Wide Monitoring and Evaluation System (GWM&ES) was established in 2005, the practices observable imply that the process for accomplishing M&E in the Eastern Cape Municipalities is more defined by the six main steps that include; defining of goals and objectives of M&E, defining the evaluation criteria, defining of the methods and techniques for M&E, actual evaluation and data collection, data analysis and interpretation of findings, and reports, storage and retrieval.

FIGURE 4. 1: KEY STEPS FOR M&E IN CHRIS HANI DISTRICT MUNICIPALITY



For those that have experience the year in and year out process for the accomplishment of monitoring and evaluation, they stated that the process usually start by defining the objectives that the employees must follow. They added that there is a tendency for the managers to inform the employees about the key objectives for a particular year and

thereby request them to prepare for monitoring and evaluation process to follow. As it is noted in Figure 4.1, most of the 15 participants also highlighted that the completion of defining the key objectives and goals is followed by the defining and outline of the criteria or the key performance indicators that guide the actual monitoring and evaluation processes. Figure 4.1 further highlight that this proceeds to the defining and outlining the methodologies and the techniques that can be used in the process of monitoring and evaluation. The analysis of the interview responses indicated that some of the methodologies and techniques used include survey using a questionnaire summarizing the key areas that the monitoring and evaluation process is directed and the use of the scorecard and dashboards to keep abreast with the overall performance in key areas.

With the methodologies and techniques clearly defined, Figure 4.1 implies that the interview responses revealed that the next step involve the actual monitoring and evaluation accomplished in terms of data collection, and later data analysis and interpretation of the findings, and storage and retrieval. The listing and the description of the key steps undertaken in monitoring and evaluation of the activities in the Eastern Cape Province are associated with two factors that explain whether or not the process for M&E in the Eastern Cape Municipalities are effective. These two implications include; the overall use of the results of monitoring and evaluation by the managers in the Eastern Cape Municipalities and the tendency to mix and confuse the process of monitoring with the process of evaluation.

Certainly, the description provided in the interview responses implies the usage of the results of M&E is not a key step which is considered important by the managers in the Eastern Cape Municipalities. In other words, it seems that after the process for monitoring and evaluation are completed, no much use is made of its results to thorough analysis and examine where the process for programme implementation has gone wrong and why. Such approach contradicts the theoretical approach examined in the theoretical discussions in Chapter 2 of this Research Report that the overall extent of the usage of results of M&E is important for determining the effectiveness of the overall monitoring and evaluation processes. In terms of the difference between the concept of monitoring and evaluation, the findings which are summarized in Figure 4.1 signify that there is a tendency to confuse and mix the two concepts for that if the participants who also comprised of managers and supervisors were able to understand the difference between monitoring and evaluation, they would be able to defined the process differently.

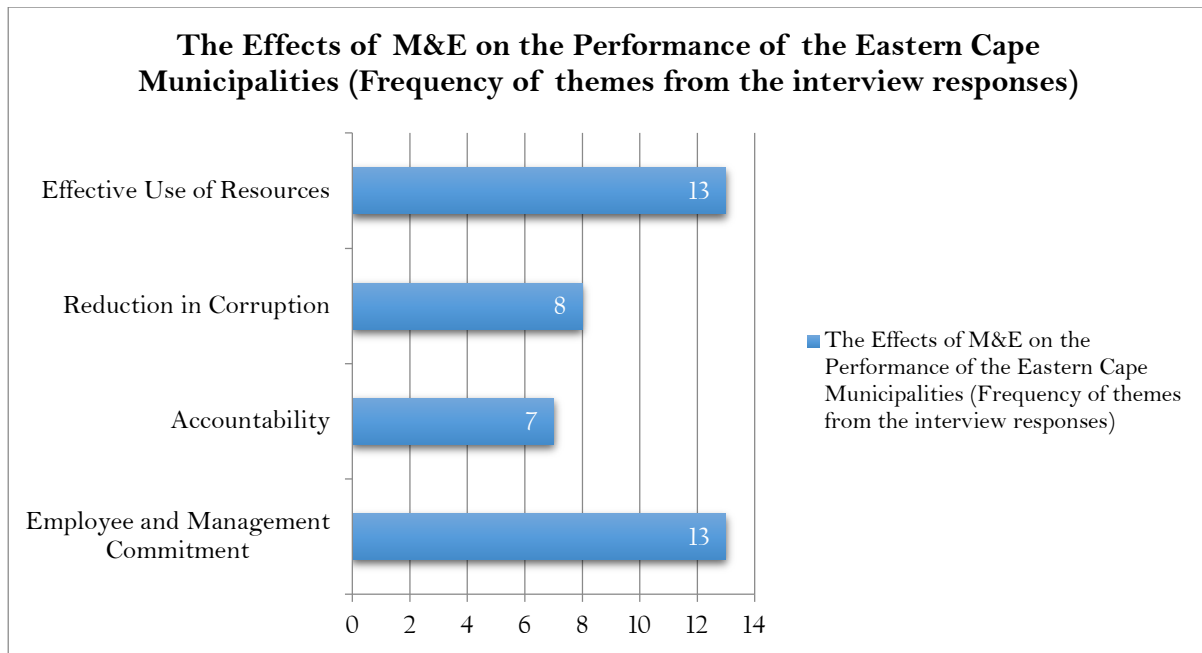
In the theoretical discussions in Chapter 2 of this Research Report, it was pointed out that whereas monitoring is an ongoing process for assessing the wider organisational performance, evaluation is more specific and usually time bound to enable the managers quickly understand the successes and the challenges undermining the effective performance of a particular programme. This confusion between the two concepts of monitoring and evaluation, indicates not only the overall management's poor understanding of what M&E entails, but also the reflection of the overall poor development and maturity of M&E in the modern South African public sector organisations.

Nonetheless, some of the participants noted that in its present state, the process of monitoring and evaluation has been able to produce some desired positive results associated with the improvement in the performance of some of the municipalities in the Eastern Cape Province.

4.4 TO WHAT EXTENT HAS THE M&E FRAMEWORK WHICH IS USED IN THE PROCESS OF MONITORING AND EVALUATING THE ACTIVITIES INFLUENCED THE IMPROVEMENT IN THE PERFORMANCE OF THE EASTERN CAPE MUNICIPALITIES?

As much as certain limitations are easily identifiable in the existing framework which is used for monitoring and evaluation in the Eastern Cape Municipalities, some of the 15 interviewed participants noted that in certain municipalities, significant positive results have been achieved. As it is noted in Figure 4.2, these participants stated that mostly in the metropolitan municipalities in which monitoring and evaluation have been taken serious, the resulting values have been associated with; the improvement in employee and management commitment, the improvement of accountability, the reduction in corruption, and effective use of resources.

FIGURE 4. 2: EFFECTS OF M&E ON THE PERFORMANCE OF THE EASTERN CAPE MUNICIPALITIES



In terms of the improvement of management and employee commitment, most of the 15 interviewed participants elaborated that in municipalities where the M&E is strongly emphasized; there is pressure on the managers and the ordinary employees to perform. They added that this is attributable to the fact that with M&E in place, the managers and employees fear that if they do not perform accordingly, they can be exposed. They further explained that this is reflected in the fact that quite often, the managers and employees are checking and evaluating and re-evaluating to ensure that all is fine. However, in the context of the theoretical analysis in Chapter 2 of this Research Report, it seems such improvement in the employee and management commitment has resulted not from their own voluntary willingness, but out of the need to comply. In other words, the findings indicate apparent evidence of lack of the genuine willingness of the employee to comply.

Despite such positive findings, it can be interpreted that there is still lack of understanding among the managers and employees that M&E must be part of the culture for activities' accomplishment in which it must be exercised irrespective of whether or not an M&E official will come to conduct the relevant monitoring and evaluation. Nevertheless, it is also illustrated in Figure 4.2 that some of the participants noted that as a result of either fear of being exposed by M&E or of the need to comply with the criteria that the monitors and evaluators are looking, some good level in the improvement in accountability for the

employees and managers has been achieved. They elaborated that with the Department of Monitoring and Evaluation and the PSC emphasizing the need for monitoring and evaluation at the local government level, there has been tremendous pressure on the office holders in the Eastern Cape Municipalities to perform.

As they noted, this has not only led to the improvement in accountability, but also the overall reduction in corruption, and subsequently the associated improvement in resource optimisation that lead to the improvement in service delivery. In a nutshell, it can be argued that as much as there are challenges here and there, certain positive results are being achieved. Such findings echo the theoretical findings in Chapter 2 of this Research Report in which it was noted that theoretical analysis indicate that the positive effects of monitoring and evaluation on the performance of the modern public sector organisations include; the improvement in the identification and correction of deviations during programme implementation, the achievement of high performance of the modern public sector organisations, the improvement on the employee and management competencies, and the enhancement of accountability that leads to the improvement in service delivery. However, some of the 15 participants explained that in certain Eastern Cape Municipalities, the successful accomplishment of monitoring and evaluation of activities is still being undermined by a number of limitations.

4.5 WHICH FACTORS ARE LIMITING THE EFFECTIVENESS OF THE M&E FRAMEWORK WHICH IS USED IN THE PROCESS OF MONITORING AND EVALUATING THE ACTIVITIES IN THE EASTERN CAPE MUNICIPALITIES?

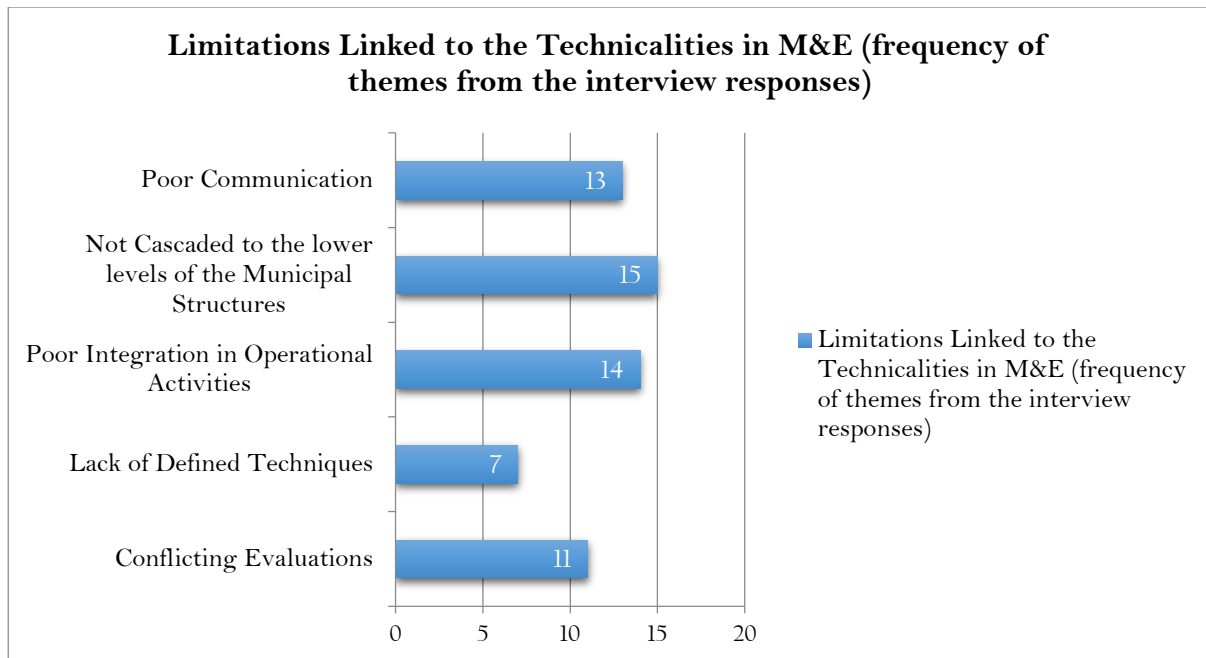
The thematic content analysis of the interview responses from the 15 participants indicated that the factors which are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities include; the limitations linked to the technicalities in M&E, limitations linked to the management and operations, limitations linked to employees' concerns, limitations linked to information systems, and limitations linked to M&E staff.

4.5.1 LIMITATIONS LINKED TO THE TECHNICALITIES IN M&E

In the context of the illustration in Figure 4.3, the analysis of the interview findings indicated that the limitations linked to the technicalities in M&E that undermine the effectiveness of monitoring and evaluation in the modern Eastern Cape Municipalities include; conflicting evaluation, lack of defined techniques, poor integration in operational

activities, not cascaded to the lower levels of the municipal structures, and poor communication.

FIGURE 4. 3: LIMITATIONS LINKED TO THE TECHNICALITIES IN M&E



The participants explained that conflicting evaluation arise from the fact that there are several evaluations which are conducted to undermine the extent to which the employees are able to understand which one is M&E. They highlighted that some of the evaluations which they have experienced include performance management, performance appraisal and development appraisal and the ordinary ongoing evaluation by the supervisors and managers. According to the interview responses, such approach is undermining the extent to which the employees and managers are able to concentrate on the performance of their tasks for that most of the management time and employees' working hours are spent on either attending to the evaluators or compiling reports that must be submitted for evaluation.

Unless, there is an integration of all monitoring and evaluation activities into one single logical coherent framework, the interview responses imply that little will be achieved. These 15 participants further revealed that such conflicting evaluations are also confusing confusion and poor understanding of the objectives that each process of evaluation must achieve for that there seems to be more of duplication of monitoring and evaluation on activities which could have been effectively accomplished through a single framework for monitoring and evaluation. Despite the fact that this has led to confusion related to, the

illustration in Figure 4.3 also indicates that there have been challenges linked to lack of well-defined techniques and methods, as well as the poor integration into the operational activities.

These participants noted that to most of the employees and managers, monitoring and evaluation is not considered part and partial of the process for activities accomplishment. In other words, they stated that most of the managers and the employees tend to interpret that monitoring and evaluation is only reserved for those working in the Department for Monitoring and Evaluation. Certainly, this demonstrates a lack of culture that can foster the integration of monitoring and evaluation in the processes of activities' accomplishment. At the same time, Figure 4.3 indicated that some of the participants noted that as much as M&E is being effectively exercised in certain Eastern Cape Municipalities, there are also challenges linked to the fact that it is only restricted to the evaluation of the performance of the managers and in certain cases the supervisors' performance. They stated that the effects of these are reflected in the fact that there is a tendency for the employees' performance not be evaluated.

Most of the 15 interviewed participants explained that part of the reasons for such approach is attributable to the need to optimize the limited resources and the ideology as the performance of the managers are evaluated, the managers will be able to act upon the employees to ensure that they perform more effectively. As it is further noted in Figure 4.3, some of the 15 participants stated that since in certain municipalities, monitoring and evaluations are restricted to the assessment of the performance of the managers, little communication has been directed towards the ordinary employees. In other words, they noted that as much as the evaluators are fast to request for information from them, they are not quite to give feedback to the extent that in most of the cases, the managers and the employees do not understand why M&E was conducted and for what purpose has the results been used for.

These interview findings reinforce the interpretation in the first question of this research in which it was noted that the description provided in the interview responses implies the usage of the results of M&E is not a key step which is considered important by the managers in the Eastern Cape Municipalities. In other words, it seems that after the process for monitoring and evaluation are completed, no much use is made of its results

to thorough analysis and examine where the process for programme implementation has gone wrong and why.

Nevertheless, in addition to the limitations linked to the technicalities in M&E, the thematic content analysis of the interview findings also revealed that the limitations linked to the management and operations are also undermining the effectiveness of monitoring and evaluation in the Eastern Cape Municipalities.

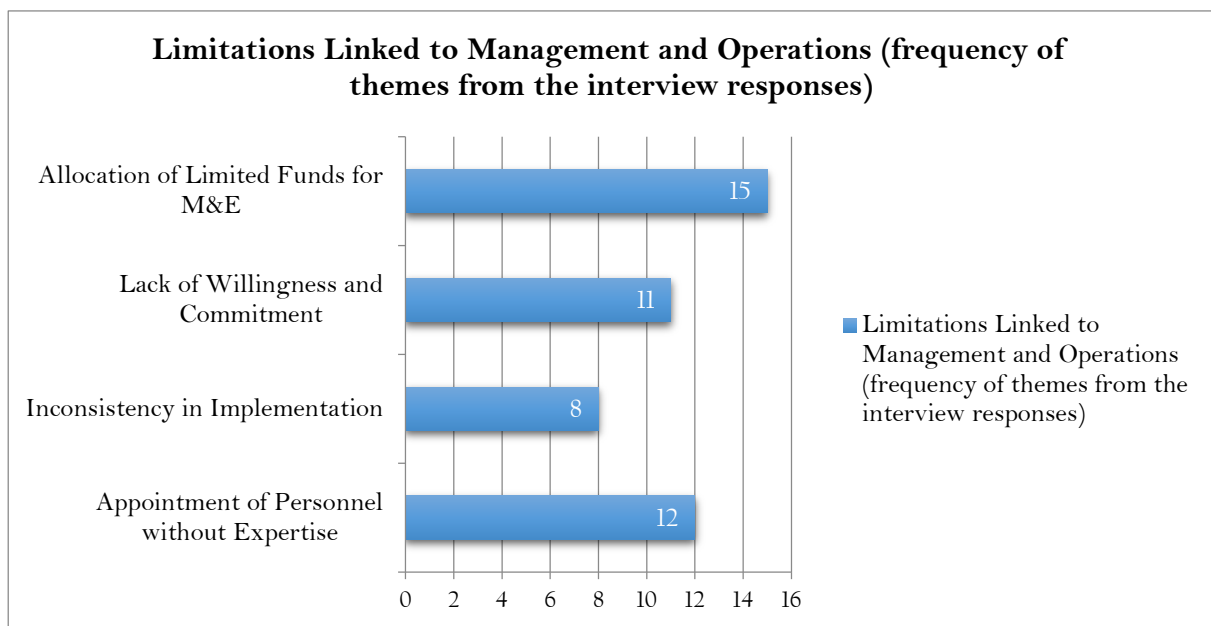
4.5.2 LIMITATIONS LINKED TO THE MANAGEMENT AND OPERATIONS

As it is indicated in Chapter 3 of this Research Report, the illustration in Figure 4.4 indicates that the thematic content analysis of the interview findings revealed that the limitations linked to the management and operations are also undermining the effectiveness of monitoring and evaluation in the Eastern Cape Municipalities include: appointment of personnel without expertise on M&E, Inconsistency in implementation (Not implemented in certain departments), lack of willingness and commitment, and allocation of limited funds for M&E. For the participants who have bothered to analyse the overall effectiveness of the process for monitoring and evaluation in most of the Eastern Cape Municipalities, they pointed out that the first challenge arises from the overall appointment of the staff. They elaborated that since monitoring and evaluation is perceived as multidisciplinary, there is a tendency for the municipal executives to just appoint anybody even if the person does not have much experience in the overall operations of public sector organisations. It was noted in the interview responses that such approach undermines the effectiveness of competencies and the overall level of creativity which are necessary for monitoring and evaluation to be adapted to the local conditions in the modern Eastern Cape Municipalities.

At the same time, some of the 15 interviewed participants highlighted that when the municipal executives are appointing M&E personnel, they tend to do it more cautiously and instead appoint someone whom they can control for the reason that they understand that it is through monitoring and evaluation that their weaknesses are exposed. According to the interview responses, all these undermine the effectiveness of monitoring and evaluation as it tends to be reduced to mere formality without the initiative of ensuring that it is translated into something that produces real values. Besides the challenges related to the overall appointment process, the thematic content analysis also indicated that certain challenges are linked to the inconsistency in the implementation process.

Most of the 15 interviewed participants stated that since the establishment of the concept of the government wide monitoring and evaluation, little efforts have been put to ensure that monitoring and evaluation are conducted in throughout the municipalities in the Eastern Cape Province. As they noted, the effects of these have been reflected in the fact that as monitoring and evaluation are conducted in certain municipalities, others have never experienced one.

FIGURE 4. 4: LIMITATIONS LINKED TO THE MANAGEMENT AND OPERATIONS



They added that the fact that the employees and managers are aware about since inconsistency, it makes most of the managers and employees less serious and committed to ensure that monitoring and evaluation is effectively accomplished. In other words, the findings indicated that most of the managers and employees tend to question that if the government was serious, then, why has monitoring and evaluation not been implemented in all the municipalities. In the context of the further illustration in Figure 4.4, the view that the measures for monitoring and evaluation have not been implemented throughout the Eastern Cape municipalities links well with the views of the participants that indicated that there is shortage of funds to ensure that all the programmes for monitoring and evaluation are effectively implemented.

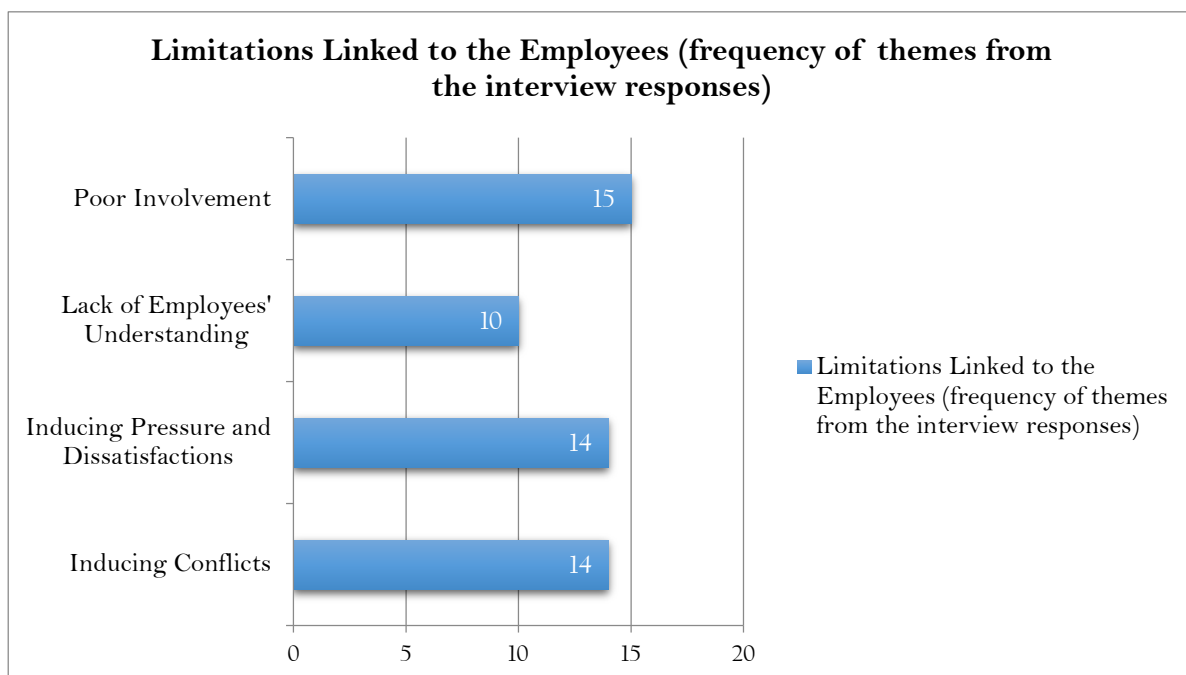
These participants noted that resources are not only limited for ensuring that the measures for monitoring and evaluation are successfully implemented, but also that the recommendations from the results of monitoring and evaluations are also effectively

implemented. All these undermine the extent to which the overall process for monitoring and evaluation in the Eastern Cape Municipalities are to be effective. Besides, the limitations linked to the management and operations further probing and the thematic content analysis of the interview findings also indicated that the other challenges undermining the successful monitoring and evaluation of the activities in the Eastern Cape Municipalities are related to the limitations linked to employees' concerns.

4.5.3 LIMITATIONS LINKED TO EMPLOYEES' CONCERNS

In line with the key themes presented in Figure 4.5, most of the 15 interviewed participants revealed that the other challenges undermining the successful monitoring and evaluation of the activities in the Eastern Cape Municipalities are related to the limitations linked to employees' concerns encompass; inducing conflicts, inducing pressure and dissatisfaction, lack of employees' understanding, and poor involvement.

FIGURE 4. 5: LIMITATIONS LINKED TO EMPLOYEES' CONCERNS



In other words, some of the 15 interviewed participants explained that due to the uncertainties in the criteria used for certain monitoring and evaluation processes, some of the employees and managers who have been found to be performing poorly have usually rejected the results. According to the interview findings, this has led to the increment in dissatisfactions among the employees with the effect that some of the employees tend to interpret that if they are able to work hard and yet not get recognised,

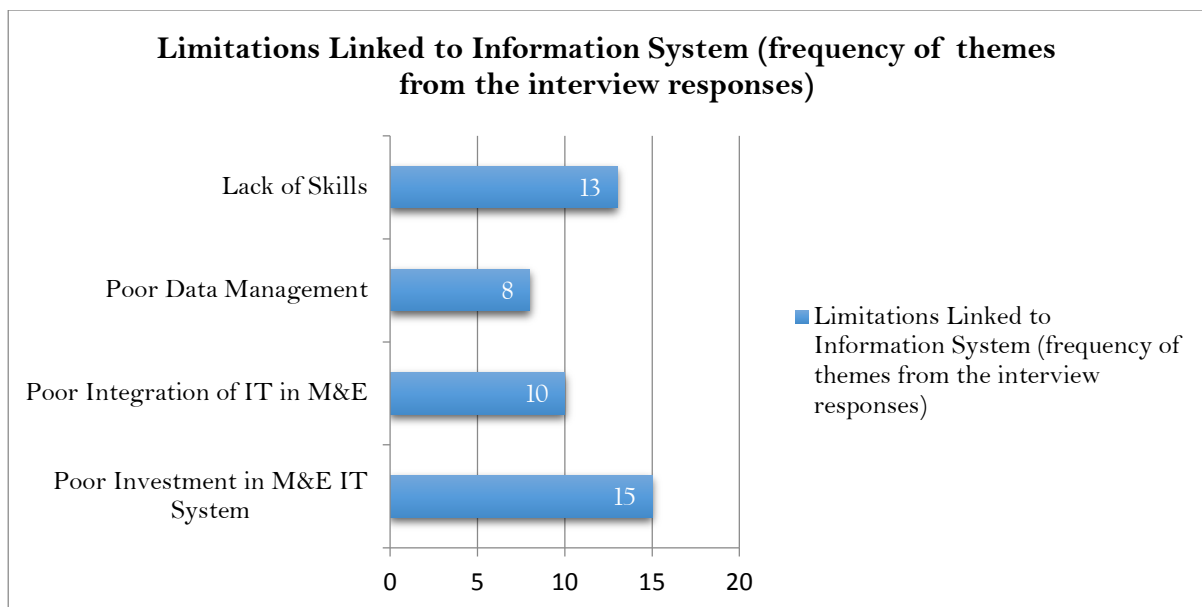
it is not important to work hard any more. In other words, some of the participants stated that with such scenarios instead of monitoring and evaluation contributing to improving employee productivity and performance, it has on the contrary been affecting and limiting the achievement of such values.

Meanwhile, as it is further indicated in Figure 4.5, some of the participants noted that since most of the process for planning and designing the monitoring and evaluation framework has usually only been done by management with little involvement of the employees, it is still difficult to get the employees to understand what monitoring and evaluation entail. In a nutshell, all these seem to be affecting the realisation of the smooth process for the implementation of monitoring and evaluation in the modern Eastern Cape Municipalities. In addition to the limitations linked to employees' concerns, the thematic content analysis of the interview indicated that the other limitations are linked to information systems

4.5.4 LIMITATIONS LINKED TO INFORMATION SYSTEMS

In the context of the illustration in Figure 4.6, most of the 15 interviewed participants noted that the limitations that are linked to information systems include; poor investment in M&E IT system, Poor integration of IT in monitoring and evaluation, poor data management and lack of skills

FIGURE 4. 6: LIMITATIONS LINKED TO INFORMATION SYSTEMS



Some of the participants revealed that although the use of the information system would have influenced the effectiveness of the process for monitoring and evaluation of the activities in the Eastern Cape Municipalities, little investment has been committed on the development of an effective M&E It system. Instead, they explained that the monitoring and evaluation officials tend to rely on the main system with the effect that most of the tasks for monitoring and evaluation are accomplished manually. Considering that the monitoring and evaluation officials deal with enormous amount of data, they stated that without the integration of information system, the overall efficiency and quality of the obtained data tend to be undermined. In other words, they revealed that such poor integration of information system in monitoring and evaluation is not only affecting the efficiency of the overall process, but also the overall efficiency of data management.

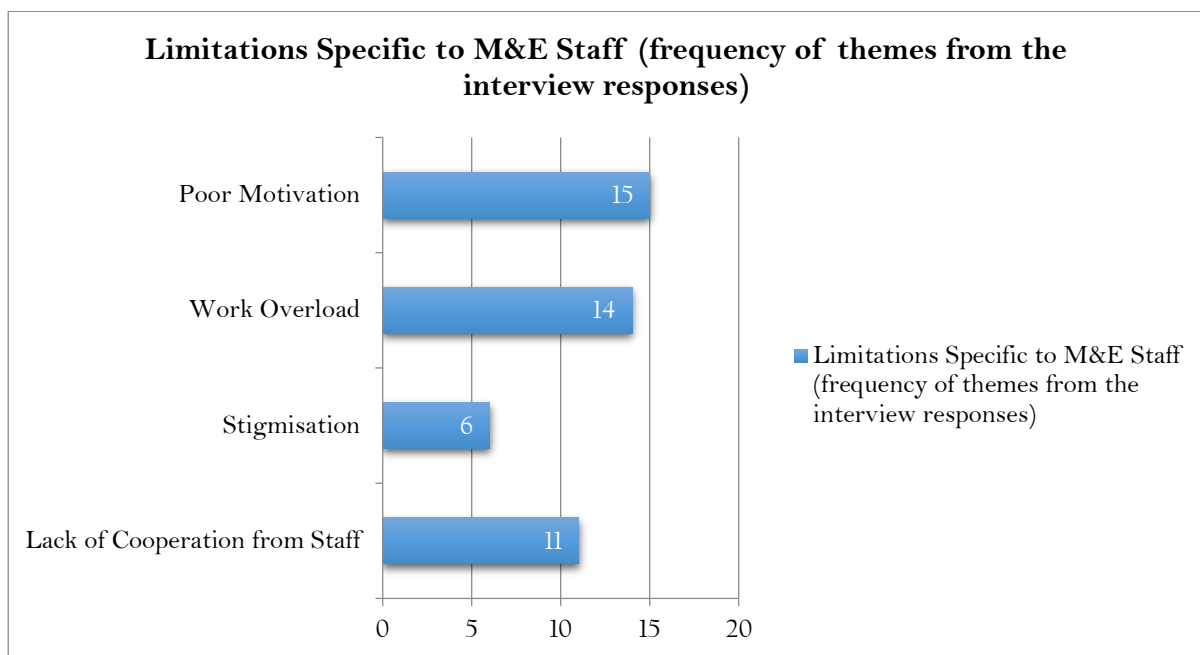
At the same time, as Figure 4.6 indicates, some of the 15 interviewed participants noted that even if information system was to be integrated in the process of monitoring and evaluation, its effectiveness would still be limited for that most of the officials are not yet proficient in the use of information system. In other words, they explained that lack of skills and the overall know how of the use of information system during monitoring and evaluation is still a challenge to the extent that if information system was to be introduced in monitoring and evaluation, then stronger commitment and increment in investment will need to be committed to training and development. Hand in hand with limitations that are linked to information systems, some of the interviewed participants also noted that some of the challenges which are marring the effectiveness of monitoring and evaluation in the Eastern Cape municipalities are also related to limitations linked to M&E staff

4.5.5 LIMITATIONS LINKED TO M&E STAFF

As it is noted in Figure 4.7, the analysis of the responses from the 15 interviewed participants revealed that the limitations linked to M&E staff to undermine the effectiveness of monitoring and evaluation in the Eastern Cape Municipalities include; lack of cooperation from staff, stigmatization, work overload and poor motivation. The participants elaborated that although for monitoring and evaluation to be effective, the M&E staff must work hand in hand with all the employees, the challenges has usually arisen from the fact that some of the employees refuse to cooperate. They stated that this arises from the fact that since employees are aware that monitoring and evaluation can lead to the highlighting of their weaknesses, most of the employees and managers tend to dodge and delay the process by claiming to be busy, or attending meetings.

As they noted, the effects of all these are usually reflected in the fact that by the time, the appointment is agreed upon, and monitoring and evaluation are done, it is usually too late in the year for M&E staff to arrange their data and compile the appropriate report. In other words, they explained that as managers and employees duck and dive, the challenge arises from the fact that it may not only tend to be discouraging, but also costly in situations where M&E staffs have to travel to the rural municipalities to accomplish monitoring and evaluation. In addition, the interview findings revealed that since M&E staffs are in charge of checking the performance of the employees and managers, and the overall municipality, they are usually stymied to the extent that when they work into the municipalities, there are usually murmurs behind them. According to these 15 interviewed participants, the drawbacks associated with such a situation are that the M&E staffs tend to have to deal with more hostile environment that causes low morale and low motivation.

FIGURE 4. 7: LIMITATIONS SPECIFIC TO M&E STAFF



Despite the hostility associated with the work environment, the illustration in Figure 4.7 also indicates that most of the 15 participants noted that the other challenge that the M&E staffs face is linked to the work overload. These participants elaborated that there is a lot that the M&E staffs are expected to deal with, yet, they are too few to handle all the processes and activities of monitoring and evaluation. They added that despite that a proposition had been made to the national department of monitoring and evaluation to

increase on the number of M&E staffs, there has yet been no effective response. According to the interview findings, so far the high work load is not only undermining the efficiency of the process for monitoring and evaluation, but also the commitment and motivation of M&E staffs. In other words, there seems to exist a number of factors which are still undermining the effective accomplishment of monitoring and evaluation in the Eastern Cape Municipalities.

4.6 CONCLUSION

In a nutshell, despite some of the criticisms that have been laid about M&E in the South African local government, the study reveals that there is some form of a logical and systematic process for accomplishing M&E in the Eastern Cape Municipalities. It indicates that ever since the plan for the development of Government-Wide Monitoring and Evaluation System (GWM&ES) was established in 2005, the practices observable imply that the process for accomplishing M&E in the Eastern Cape Municipalities is more defined by the six main steps that include; defining of goals and objectives of M&E, defining the evaluation criteria, defining of the methods and techniques for M&E, actual evaluation and data collection, data analysis and interpretation of findings, and reports, storage and retrieval.

Nonetheless, as much as certain limitations are easily identifiable in the existing framework which is used for monitoring and evaluation in the Eastern Cape Municipalities, some of the 15 interviewed participants noted that in certain municipalities, significant positive results have been achieved. These participants stated that mostly in the metropolitan municipalities in which monitoring and evaluation have been taken seriously, the resulting values have been associated with; the improvement in employee and management commitment, the improvement of accountability, the reduction in corruption, and effective use of resources. However, some of the 15 participants explained that in certain Eastern Cape Municipalities, the successful accomplishment of monitoring and evaluation of activities is still being undermined by a number of limitations.

The thematic content analysis of the interview responses from the 15 participants indicated that the factors which are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities include; the limitations linked to the technicalities in M&E, limitations linked to the management and operations, limitations linked to employees' concerns, limitations

linked to information systems, and limitations linked to M&E staff. In other words, there seems to exist a number of factors which are still undermining the effective accomplishment of monitoring and evaluation in the Eastern Cape Municipalities. On that basis, the discussions in the next chapter document the general conclusions and recommendations of the study.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter documents the general conclusions and recommendations of the study. The concluding section provides the discussions of the summary of the key secondary and primary research findings. While drawing from these key findings, the study postulates the strategies which can be recommended for improving the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities.

5.2 CONCLUSION: MAJOR THEORETICAL AND EMPIRICAL RESEARCH FINDINGS

It is noted in the discussions in Chapter 1 of this Research Report that even after the implementation of the government wide monitoring and evaluation in South African Public Service in 2005, there is still challenge of having monitoring and evaluation systematically undertaken and managed. Yet, as Cloete (2009:298) further explains the need for an effective Monitoring and Evaluation System is essential for providing regular reporting to the United Nations (UN) on Millennium Development Goals, assessing the overall sustainable development in the country, meeting donor requirements, and as a practice for enhancing good governance. Unless, the appropriate measures are undertaken to reverse the status quo, the chapter indicates that it is unlikely that the South African government will be able use its existing framework for monitoring and evaluation to achieve such strategic objectives and goals.

According to the discussions in the chapter, it is therefore against that backdrop that the primary objective of this study is to evaluate critically the implementation of the Government-Wide Monitoring and Evaluation System with specific reference to the Eastern Cape Municipalities so as to identify the hampering limitations and the appropriate improvement strategies that can be recommended. In a bid to achieve this, it is noted that the entire research process was directed towards the achievement of the research questions that involved evaluating: How effective is the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?, To what extent has the M&E framework which is used in the process of

monitoring and evaluating the activities influenced the improvement in the performance of the Eastern Cape Municipalities?, Which factors are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities?, and Which measures can be recommended for improving the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities? The overview of the key theoretical and empirical findings was as summarized in the following sections and subsections.

5.3 CONCLUSION: MAJOR THEORETICAL FINDINGS

The major theoretical findings of this research were as follows:

5.3.1 MAJOR THEORETICAL FINDINGS 1: THE DESIGN OF M&E FRAMEWORK IN THE MODERN PUBLIC SECTOR ORGANISATIONS

Theoretical interpretations indicate that the three main constructs that influence the design and the overall effectiveness of M&E Framework in the modern public sector organisations include; the use of planning as the basis for the accomplishment of M&E, the assessment of the quality, reliability and validity of M&E Framework, and the implementation of M&E Framework. Khadka (2006:94) notes that the overall plan and design of M&E framework can influence the effectiveness of monitoring and evaluation in the modern public sector organisations. McDonald and Muça (2003:62) elaborate that the implication associated with the poorly designed and managed M&E is that it can do more harm than good for the reason that it can lead misleading results that render it difficult for the essential resources to be channelled where it is required.

In terms of planning for M&E, Reuben (2005:66) reveals that its effectiveness is defined by the use of the 10 ten steps for building, maintaining and sustaining an effective results based M&E system that include; readiness assessment, agreement on outcomes to monitor and evaluate, the outline of key performance indicators, determining the baseline data, performance targets reflecting the expected and the desired targets, monitoring and evaluation, reporting of results, the use of results to improve performance, and using results for further sustainability. Under readiness assessment, Reuben (2005:66) states that a readiness assessment should be conducted to determine whether prerequisites for a results-based M&E system are in place. He states that it also enhances the review of

incentives and capacity for an M&E system, roles and responsibilities, and the structures for assessing the overall government performance. In the second step that involves the agreement on outcomes to monitor and evaluate, he explains that it is important that a consensus is reached through a participatory process that identifies stakeholders' concerns and formulate them as outcome statements.

Despite highlighting that different evaluations may seek to answer different questions, these authors also highlight that the key features that define the effectiveness of the evaluation framework include; impartiality, usefulness, technical adequacy, stakeholder involvement, value for money and feedback. In addition to ensuring the effectiveness of the plan for M&E, Malena and Forster (2004:76) also suggest that it is important that the assessment of the overall quality and validity of the M&E framework is conducted. Nonetheless with the validity and reliability of M&E framework tested, McDougall and Khadka (2006:94) highlight that the next step involves the actual implementation of M&E. Dedu and Kajubi (2005:19) reason that the effectiveness of the process for the actual implementation of the M&E framework is not only measured by the accomplishment of the actual monitoring and evaluation, but also by a whole lot of other factors. Besides emphasizing that there must liaison with all the stakeholders and adherence to all the established policies and standards, these authors also highlight that cognizance must be taken of the fact that the effectiveness of monitoring and evaluation can be undermined by the politics of evaluation.

Although similar to the three main constructs that influence the design and the overall effectiveness of M&E Framework in the modern public sector organisations, the World Bank (2010:1) also provides an alternative and complementary framework for assessing the effectiveness of M&E capacity in the modern public sector organisations. It is posited in the World Bank's (2010:1) framework that the assessment of the effectiveness of the capacity of M&E framework can be effectively accomplished on the three main perspectives encompassing the strength of the demand for evaluation, the market ability to supply M&E Experts and techniques, and the existence of the appropriate institutional frameworks to ensure that the M&E findings are utilised by translating into practice. Nonetheless, authors such as Baiocchi (2005:10), Beal (2005:177), Jaszczolt and Potkanski (2010:29) and Ackerman (2005:82) concur that when the process for monitoring and evaluation is successful, its overall positive effects

on the improvement of the performance of the modern public sector organisations can be enormous.

5.3.2 MAJOR THEORETICAL FINDINGS 2: THE EFFECTS OF MONITORING AND EVALUATION ON THE PERFORMANCE OF THE MODERN PUBLIC SECTOR ORGANISATIONS

Theoretical analysis indicate that the positive effects of monitoring and evaluation on the performance of the modern public sector organisations include; the improvement in the identification and correction of deviations during programme implementation, the achievement of high performance of the modern public sector organisations, the improvement on the employee and management competencies, and the enhancement of accountability that leads to the improvement in service delivery. Singh (2003:219) explains that when the process of activities' accomplishment begin, it is important that the management continuously measure, monitor and evaluate progress so far made. He attributes his arguments to the fact that such approach enables the management gain insight on whether the set organisation goals will be achievable or not.

In the event that it is clear that it may not be possible to achieve the prescribed goals and objectives, he states that the management can be able to intervene and provide the relevant advice and coaching on how progress can be achieved. He adds that the other form of intervention can be in the form of the provision of the relevant resources so as to motivate the employees or ensure that the processes that are cash constrained are availed with the essential resources. In other words, these authors construe that through constant identification and correction of deviations during programme implementation, the achievement high performance of the modern public sector organisations may tend to be more probable.

In other words, Jamrog et al. (2008:29) interpret that monitoring and evaluation in the modern public sector organisations is able to contribute to the achievement of high performance because of its ability to continuously contribute to the improvement of the employee and management competencies. Jamrog et al. (2008:29) elaborate that in high performing public sector organisations, monitoring and evaluation are usually undertaken with the motive of identifying the inhibitors of the employees' performance and the determining of the training and development measures that must be undertaken. They concur with Devas and Grant (2003:307) and Goetz and Jenkins (2005:69) that although

the concept of monitoring and evaluation is widely spoken of in the modern public sector organisations, initiatives to ensure that all its core determinants are considered during the design of its framework has usually been quite minimal.

5.3.3 MAJOR THEORETICAL FINDINGS 3: THE DETERMINANTS OF THE EFFECTIVENESS OF MONITORING AND EVALUATION IN THE MODERN PUBLIC SECTOR ORGANISATIONS

Literature and theories on monitoring and evaluation indicate that the determinants of the effectiveness of monitoring and evaluation in the modern public sector organisations encompass: the involvement and empowerment of employees in M&E's design and processes, the investment in the information system for monitoring and evaluation, and the development and establishment of appropriate communication mechanism. Khanka (2012:208) reveals that the use of employee empowerment influences the ordinary employees' involvement, motivation and commitment which impact on the realization of the successful monitoring, and evaluation of the general activities' accomplishments.

Gupta and Gupta (2012:104) construe that the concept of empowerment refers to the process of improving decision making ability of the employees through the enhancement of cooperation, training, education and teamwork, so as to render the achievement of the desired strategic objectives and goals of the organization possible. They reason that empowering employees induces reductions in; worker dissatisfactions, costs of absenteeism, turnover, poor quality, sabotage, and alienation of managers from employees. Despite sharing the notion that employee empowerment influences the successful monitoring and evaluation of the general organizational performance, Rao (2010:88) also points out that its use in conjunction with the establishment of supporting information system would not only influence successful control of activities, but also ability to achieve the significant improvement in the general organizational performance.

Rao (2010:88) concurs with Blakley (2001:1) that that the establishment of an effective information system is one of the other modern monitoring and evaluation pre-requisites that determine the successful monitoring and evaluating of the organizational activities. Nonetheless, authors such as Onaolapo and Odetayo (2012:15) and Oz (2010:47) believe that well-functioning organizational information systems also determines the effectiveness and efficiency of the entire organizational communication mechanisms. Butler and Rose (2011:183) postulate that communication refers to the process of exchanging or transmitting information, and it is central for the efficient and effective

executions and monitoring of the organisational activities and operations. Butler and Rose (2011:183) base their view on the fact that communication facilitates the exchange and conveyance of ideas, instructions, directives, reports and employees' explanations on how the ongoing activities are being executed. Butler and Rose (2011:183) further argue that such processes subsequently influence the evaluation and monitoring of how activities are accomplished. The Association of Business Executives (ABE-UK) (2008:17) construes that the establishment of an effective organizational communication mechanisms is one of the predictors for the existence of an effective monitoring and evaluation systems.

5.4 CONCLUSION: MAJOR EMPIRICAL FINDINGS

The major empirical findings of this research were as follows:

5.4.1 MAJOR EMPIRICAL FINDINGS 1: THE M&E FRAMEWORK USED IN THE PROCESS OF MONITORING AND EVALUATING THE ACTIVITIES IN THE EASTERN CAPE MUNICIPALITIES

Empirical research revealed that the description in the interview responses suggest that ever since the plan for the development of Government-Wide Monitoring and Evaluation System (GWM&ES) was established in 2005, the practices observable imply that the process for accomplishing M&E in the Eastern Cape Municipalities is more defined by the six main steps that include; defining of goals and objectives of M&E, defining the evaluation criteria, defining of the methods and techniques for M&E, actual evaluation and data collection, data analysis and interpretation of findings, and reports, storage and retrieval. As it is noted in Figure 4.1, most of the 15 participants also highlighted that the completion of defining the key objectives and goals is followed by the defining and outline of the criteria or the key performance indicators that guide the actual monitoring and evaluation processes. Figure 4.1 further highlight that this proceeds to the defining and outlining the methodologies and the techniques that can be used in the process of monitoring and evaluation.

The analysis of the interview responses indicated that some of the methodologies and techniques used include survey using a questionnaire summarizing the key areas that the monitoring and evaluation process is directed and the use of the scorecard and dashboards to keep abreast with the overall performance in key areas. With the methodologies and techniques clearly defined, Figure 4.1 implies that the interview

responses revealed that the next step involve the actual monitoring and evaluation accomplished in terms of data collection, and later data analysis and interpretation of the findings, and storage and retrieval. Nonetheless, some of the participants noted that in its present state, the process of monitoring and evaluation has been able to produce some desired positive results associated with the improvement in the performance of some of the municipalities in the Eastern Cape Province.

5.4.2 MAJOR EMPIRICAL FINDINGS 2: THE EFFECTS OF M&E ON THE PERFORMANCE OF THE EASTERN CAPE MUNICIPALITIES

Empirical research indicates that as much as certain limitations are easily identifiable in the existing framework which is used for monitoring and evaluation in the Eastern Cape Municipalities, some of the 15 interviewed participants noted that in certain municipalities, significant positive results have been achieved. As it is noted in Figure 4.2, these participants stated that mostly in the metropolitan municipalities in which monitoring and evaluation have been taken serious, the resulting values have been associated with; the improvement in employee and management commitment, the improvement of accountability, the reduction in corruption, and effective use of resources. In terms of the improvement of management and employee commitment, most of the 15 interviewed participants elaborated that in municipalities where the M&E is strongly emphasized; there is pressure on the managers and the ordinary employees to perform. They added that this is attributable to the fact that with M&E in place, the managers and employees fear that if they do not perform accordingly, they can be exposed.

They further explained that this is reflected in the fact that quite often, the managers and employees are checking and evaluating and re-evaluating to ensure that all is fine. However, in the context of the theoretical analysis in Chapter 2 of this Research Report, it seems such improvement in the employee and management commitment has resulted not from their own voluntary willingness, but out of the need to comply. In other words, the findings indicate apparent evidence of lack of the genuine willingness of the employee to comply. As they noted, this has not only led to the improvement in accountability, but also the overall reduction in corruption, and subsequently the associated improvement in resource optimisation that lead to the improvement in service delivery. In a nutshell, it can be argued that as much as there are challenges here and there, certain positive results are being achieved. However, some of the 15 participants explained that in certain

Eastern Cape Municipalities, the successful accomplishment of monitoring and evaluation of activities is still being undermined by a number of limitations.

5.4.3 MAJOR EMPIRICAL FINDINGS 3: FACTORS LIMITING THE EFFECTIVENESS OF THE M&E FRAMEWORK USED IN THE PROCESS OF MONITORING AND EVALUATING THE ACTIVITIES IN THE EASTERN CAPE MUNICIPALITIES

According to empirical findings, the factors which are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities include; the limitations linked to the technicalities in M&E, limitations linked to the management and operations, limitations linked to employees' concerns, limitations linked to information systems, and limitations linked to M&E staff. In the context of the illustration in Figure 4.3, the analysis of the interview findings indicated that the limitations linked to the technicalities in M&E that undermine the effectiveness of monitoring and evaluation in the modern Eastern Cape Municipalities include; conflicting evaluation, lack of defined techniques, poor integration in operational activities, not cascaded to the lower levels of the municipal structures, and poor communication. According to the interview responses, such approach is undermining the extent to which the employees and managers are able to concentrate on the performance of their tasks for that most of the management time and employees' working hours are spent on either attending to the evaluators or compiling reports that must be submitted for evaluation. Nevertheless, in addition to the limitations linked to the technicalities in M&E, the thematic content analysis of the interview findings also revealed that the limitations linked to the management and operations are also undermining the effectiveness of monitoring and evaluation in the Eastern Cape Municipalities.

As it is indicated in Chapter 3 of this Research Report, the illustration in Figure 4.4 indicates that the thematic content analysis of the interview findings revealed that the limitations linked to the management and operations are also undermining the effectiveness of monitoring and evaluation in the Eastern Cape Municipalities include: appointment of personnel without expertise on M&E, Inconsistency in implementation (Not implemented in certain departments), lack of willingness and commitment, and allocation of limited funds for M&E. Besides, the limitations linked to the management and operations further probing and the thematic content analysis of the interview findings also indicated that the other challenges undermining the successful monitoring and evaluation of the activities in the Eastern Cape Municipalities are related to the limitations

linked to employees' concerns. In line with the key themes presented in Figure 4.5, most of the 15 interviewed participants revealed that the other challenges undermining the successful monitoring and evaluation of the activities in the Eastern Cape Municipalities are related to the limitations linked to employees' concerns encompass; inducing conflicts, inducing pressure and dissatisfaction, lack of employees' understanding, and poor involvement. In other words, there seems to exist a number of factors which are still undermining the effective accomplishment of monitoring and evaluation in the Eastern Cape Municipalities.

5.5 RECOMMENDATIONS

In consideration of the above secondary and primary research findings; it is recommended that the management of the Eastern Cape Municipalities must consider using the following measures in order to improve the overall effectiveness of their process for monitoring and evaluation:

5.5.1 CLEARLY DEFINE TWO SEPARATE PROCESSES FOR THE CONCEPT OF MONITORING AND THE NOTION OF EVALUATION

The view that the management of the Eastern Cape Municipalities must consider separating and clearly defining the two steps that influence the effectiveness of the conception of monitoring and the notion of evaluation is derived from the fact that the primary research revealed that there is a tendency to confuse and mix the two concepts for that if the participants who also comprised of managers and supervisors were able to understand the difference between monitoring and evaluation, they would be able to defined the process differently. In the theoretical discussions in Chapter 2 of this Research Report, it was pointed out that whereas monitoring is an ongoing process for assessing the wider organisational performance, evaluation is more specific and usually time bound to enable the managers quickly understand the successes and the challenges undermining the effective performance of a particular programme. In order to achieve this, the management of the Eastern Cape Municipalities will need to clearly define the steps that monitoring must follow and the steps which must be accomplished in the evaluation process.

Through such approach, the management of the Eastern Cape Municipalities will be able eliminate confusion by enabling the employees understand when and how monitoring is accomplished and how and when the evaluation can be accomplished. At the same time,

they will benefit for the reason that presently, they seem to be only conducting evaluation to determine the effectiveness of specific programmes, as monitoring which is necessary for ongoing assessment of the effectiveness of municipalities as on organisations seems to be ignored. Hand in hand with the considering of these measures, the managers of the Eastern Cape Municipalities will also need to ensure that constant training and development are undertaken to improve the overall competencies and skills of the managers, supervisors and ordinary employees on matters of monitoring and evaluation.

5.5.2 TRAIN AND DEVELOP EMPLOYEES ON MATTERS OF MONITORING AND EVALUATION

In order for the management of the Eastern Cape Municipalities to ensure that training and development is effectively accomplished, they will need to allocate sufficient resources and source the specialists for monitoring and evaluation to design the course training materials and contents, and as well conduct the actual training and development programmes. The investment in training and the development of the employees on the matters of monitoring and evaluation are associated with two main values. The first value resides in the fact that the overall competencies and skillfulness of the staffs will be improved. This will lead to the improvement of the creativity among staffs that will render it possible for them to invent new measures and techniques that would contribute to improving the overall effectiveness of monitoring and evaluation in the Eastern Cape municipalities. At the same time, training and development of the managers, supervisors and ordinary employees will contribute to improving the overall understanding of the importance and values of monitoring and evaluation among the staffs of the Eastern Cape Municipalities. This will improve the extent to which a culture of monitoring and evaluation is most likely to be integrated as part of the normal processes for accomplishing the allocated tasks.

The achievement of such results will influence the overall improvement in the efficiency of monitoring and evaluation for that enable each staff to engage in self-monitoring and evaluation, and the taking of the necessary corrective actions with less intervention from management. Such a view is attributable to the fact that the primary research indicates that it seems such improvement in the employee and management commitment has resulted not from their own voluntary willingness, but out of the need to comply. In other words, the findings indicate apparent evidence of lack of the genuine willingness of the employee to comply. It is therefore predictable that by training and developing the staff

on the core competencies for monitoring and evaluation, the management of the Eastern Municipalities will be able to reverse such a situation. In addition to training and development, the management of the Eastern Municipalities will also need to integrate and link the framework for monitoring and evaluation to the other systems of evaluation.

5.5.3 INTEGRATION AND LINKING OF M&E FRAMEWORK TO THE OTHER SYSTEMS FOR EVALUATION

The view that the management of the Eastern Municipalities will also need to integrate and link the framework for monitoring and evaluation to the other systems of evaluation is accentuated in the fact that unless, there is an integration of all monitoring and evaluation activities into one single logical coherent framework, the interview responses imply that little will be achieved. These 15 participants further revealed that such conflicting evaluations are also confusing confusion and poor understanding of the objectives that each process of evaluation must achieve for that there seems to be more of duplication of monitoring and evaluation on activities which could have been effectively accomplished through a single framework for monitoring and evaluation.

In a bid to reverse such a trend, the management of the Eastern Cape Municipalities will need review all its existing systems for monitoring and evaluation, and all the performance management and appraisal systems and create a framework that explains how each is distinct from the other, but also at the same link well with each other. This will need to be accompanied by the clarification on the key objectives that must be achieved under each system, and it must also clear prescribe how and when it can be effectively accomplished. By taking such a step, the management of the Eastern Cape Municipalities will not only be able to eliminate the present confusion that undermine the effectiveness of monitoring and evaluation, but also improve the overall efficiency of their processes for monitoring and evaluation. At the same time, the management of the Eastern Cape Municipalities will also need to establish effective communication mechanism that foster activities' coordination between the managers and employees and the evaluators.

5.5.4 ESTABLISH EFFECTIVE COMMUNICATION MECHANISM THAT FOSTER ACTIVITIES' COORDINATION BETWEEN THE MANAGERS AND EMPLOYEES AND THE EVALUATORS

This proposition is derived from the fact that the primary research revealed that since in certain municipalities, monitoring and evaluations are restricted to the assessment of the

performance of the managers, little communication has been directed towards the ordinary employees. In other words. They noted that as much as the evaluators are fast to request for information from them, they are not quite to give feedback to the extent that in most of the cases, the managers and the employees do not understand why M&E was conducted and for what purpose has the results been used for. This can be reversed by ensuring that effective communication is encouraged by facilitating the lateral, horizontal and diagonal flows of communication between the managers, supervisors, ordinary employees and the staffs of the department for monitoring and evaluation.

Such a measure is put in place, it is predicted that it will influence information sharing and the discussions of how certain deviations can be effectively tackled. At the same time, the initiative of ensuring that effective communication is put in place must also be accompanied by encouraging two way communication between the evaluators, managers and the ordinary employees through encouraging that the employees must cooperate during the evaluation process to give the relevant information and that when the results of evaluation are ready, the ordinary employees must be given feedback. Such approach will not only render the employees take the process for monitoring and evaluation more seriously, but also ensure that whatever weaknesses are identified are corrected so as to improve their performance accordingly. This will have to be accompanied by the allocation of sufficient funds and the ensuring of consistency in the implementation of M&E measures.

5.5.5 ALLOCATE SUFFICIENT FUNDS AND ENSURE CONSISTENCY IN THE IMPLEMENTATION OF M&E MEASURES

The argument that the management of the Eastern Cape Municipalities will need to improve the allocation of sufficient funds and the ensuring of consistency in the implementation of M&E measures is attributable to the fact that the primary findings indicate that there is still a challenge associated with the limited funds for implementing the measures for monitoring and evaluation. By ensuring that funds are available, the management of the Eastern Cape Municipalities will not only be able to successfully implement all the programmes for monitoring and evaluation, but also finance the successful implementation of all the corrective measures. In addition to the fact that this will contribute to improving the overall efficiency of monitoring and evaluation in the Eastern Cape Municipalities, taking such a measure will also make it possible for the

programmes for monitoring and evaluation to be implemented in all the municipalities in the Eastern Cape Province. Such a view is attributable to the fact that the primary findings indicated that as much as monitoring and evaluation programmes have been implemented in some of the Eastern Cape Municipalities, there are other municipalities in which it has not been done so.

5.6 CONCLUSION

Despite some of the criticisms that have been laid about M&E in the South African local government, the study reveals that there is some form a logical and systematic process for accomplishing M&E in the Eastern Cape Municipalities. It indicates that ever since the plan for the development of Government-Wide Monitoring and Evaluation System (GWM&ES) was established in 2005, the practices observable imply that the process for accomplishing M&E in the Eastern Cape Municipalities is more defined by the six main steps that include; defining of goals and objectives of M&E, defining the evaluation criteria, defining of the methods and techniques for M&E, actual evaluation and data collection, data analysis and interpretation of findings, and reports, storage and retrieval. Nonetheless, as much as certain limitations are easily identifiable in the existing framework which is used for monitoring and evaluation in the Eastern Cape Municipalities, some of the 15 interviewed participants noted that in certain municipalities, significant positive results have been achieved.

These participants stated that mostly in the metropolitan municipalities in which monitoring and evaluation have been taken serious, the resulting values have been associated with; the improvement in employee and management commitment, the improvement of accountability, the reduction in corruption, and effective use of resources. However, some of the 15 participants explained that in certain Eastern Cape Municipalities, the successful accomplishment of monitoring and evaluation of activities is still being undermined by a number of limitations.

The thematic content analysis of the interview responses from the 15 participants indicated that the factors which are limiting the effectiveness of the M&E framework which is used in the process of monitoring and evaluating the activities in the Eastern Cape Municipalities include; the limitations linked to the technicalities in M&E, limitations linked to the management and operations, limitations linked to employees' concerns, limitations linked to information systems, and limitations linked to M&E staff. In other words, there

seems to exist a number of factors which are still undermining the effective accomplishment of monitoring and evaluation in the Eastern Cape Municipalities.

In consideration of the above secondary and primary research findings; it is recommended that the management of the Eastern Cape Municipalities must consider using the following measures in order to improve the overall effectiveness of their process for monitoring and evaluation: clearly define two separate processes for the concept of monitoring and the notion of evaluation, train and develop employees on matters of monitoring and evaluation, the integration and linking of M&E framework to the other systems for evaluation, the establishment of effective communication mechanism that foster activities' coordination between the managers and employees and the evaluators, and the allocation of sufficient funds and ensure consistency in the implementation of M&E measures. The suggested area for further studies would: "The Evaluation of the Techniques for Monitoring and Evaluation in the South African Public Service."

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INTERVIEW QUESTIONNAIRE**BIOGRAPHICAL INFORMATION SECTION**Mark with *x* as it applies to you.

Main Category	Sub-Categories	Mark with <i>x</i> as it applies to you.
Gender	Female	
	Male	
Age Groups	18 to 25 Years	
	25 to 35 Years	
	35 to 45 Years	
	45 to 55 Years	
	55 to 65 Years	
Department	Human Resource	
	Accounting and Finance	
	Corporate Services	
	Operation	
	M&E	
Position Level	Management	
	Middle Management	
	Supervisor	
	Ordinary Employee	
	One to 5 years	
	5 to 10 years	

End of Interviews