

**THE IMPACT OF THE GOVERNMENT-WIDE MONITORING AND EVALUATION  
SYSTEM ON PERFORMANCE IN THE OFFICE OF THE PREMIER, LIMPOPO  
PROVINCE, SOUTH AFRICA**

by

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## DECLARATION

I, Mpyatshweu Samuel Nchabeleng, declare this study on **the impact of the Government-wide Monitoring and Evaluation System on performance in the Office of the Premier in Limpopo province, South Africa**, is my own work in design and execution except where authors have been duly acknowledged. It is submitted in partial fulfilment of the requirements for Master of Public Administration and Management in the faculty of Management and Law, School of Economics and Management, at the University of Limpopo. It has not previously been submitted before for any degree or examination at this or any other university.

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**M. S. NCHABELENG**

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**DATE**

## **DEDICATION**

This mini-dissertation is dedicated to the following people:

My beloved wife, Mashego Thabitha Nchabeleng whose unwavering support and unreserved confidence in me kept me inspired and encouraged to achieve more over the past 16 years of our marriage.

My three children, Khensani, Hunadi and Ngwato, remain a pillar of strength in all I venture into.

## **ACKNOWLEDGEMENTS**

This study, from the outset to its conclusion, is a result of the invaluable contributions, unwavering support and relentless efforts of a number of people whose names include but is not limited to those mentioned hereunder. I mention only those persons whose specific role is distinguished.

Firstly, my supervisor, Prof. EJ Van Rooyen, to whom I am immensely indebted. His in-depth knowledge and expertise in the field of public administration, including supervision and guidance in research work, was invaluable. He assisted me respectfully and patiently to improve this study to its logical conclusion. I am grateful for the interest you showed in my development as a student.

To my siblings, Dr Mokibe Nchabeleng in particular, and my late parents, Mr Ntshwane Nchabeleng and Mrs. Mangakane Nchabeleng, your contribution in my upbringing, the moral standards worth identifying with in life, let alone significant life lessons and values such as humility, respect and appreciation of others' opinions, could not go unnoticed. I am indeed grateful.

I also acknowledge my wife, Mashego Nchabeleng, and my three children, Khensani, Hunadi and Ngwato for their patience with me throughout my studies, and for being loving and supportive at the same time. Sincere words of thanks are indeed due to you.

I wish to thank the Director General for Limpopo Provincial Administration, Mr Nape Solomon Nchabeleng for granting me permission to conduct this study. To my colleagues at work, officials in the Office of the Premier in Limpopo provincial government, especially those in the Monitoring and Evaluation Unit, thank you for your willingness to participate in this research. Your contributions have, undoubtedly, added value to the government's efforts towards building a public service that is performing, sensitive and responsive to the needs and aspirations of the people it serves.

I have got no doubt, whatsoever in my mind, that I am much wiser than ever before. My intellectual horizon is indeed expanded, and I look forward with enthusiasm to further increasing my knowledge base.

## **ABSTRACT**

The study investigated the impact of Government-wide Monitoring and Evaluation System on the performance of government.

Cloete (2009) postulates that in 2005, the Executive of the State approved the Government-wide M&E System (GWM&ES) as a broad framework to examine monitoring and evaluation of activities in all government departments with a view to guaranteeing effective executive decision-making in support of execution; advisory evidence-based resource apportionment; on-going policy development; as well as review.

This study specifically investigated the impact of the Government-wide Monitoring and Evaluation System to enhance performance in the Office of the Premier in Limpopo provincial government.

The common thread according to majority of the scholars and review reports on this system as shown in the literature review of this study is that government's major challenge is that it has become ineffective and, in the process, fails to attain the objectives it has set itself to achieve. This is largely on account of the absence of a clear-cut and coherent systematic mechanism that could enable the public sector to evaluate its performance and identify the factors which contribute to its service delivery outcomes and overall performance. In the same vein, the those charged with the responsibility to help assess the performance of government are unable to draw causal connections between the choice of policy priorities, the resourcing of those policy objectives, the programmes designed to implement them, the services delivered and their ultimate impact on communities.

In this study the qualitative research methodology was adopted which was utilised to gather data. The findings of this research identified certain factors which undermine the impact of GWM&ES on government performance; the limitations to fully comprehend and integrate the system within the planning processes and above all implement the required institutional arrangements and/or mechanisms so that there is a visible impact and enhancement of the planning regime and service delivery capacity of the various institutions of the state. Although work has since begun in this regard, including the establishment of the Ministry of Planning, Monitoring and Evaluation in The Presidency, an inadequate institutional

merger of the M&E and Planning branches in the Office of the Premier in Limpopo in particular, remains an impediment.

Following the analysis of the data collected, of which was sufficient to suffice, the study concludes by proposing a set of measures to ensure that the Government-wide Monitoring and Evaluation System has the necessary impact towards enhancing the performance of the Office of the Premier, and by extension, the entire government because the system is not only limited to one institution of the state, but also integrative by design.

These measures include, amongst others, that the Government-wide Monitoring and Evaluation System, as a system of systems, should be fully comprehended, adopted and implemented in government. This will inevitably produce the requisite results in terms of strengthening and improving evidence-based planning, policy development and budgeting, and thereby improve the performance of government, and in particular, the Office of the Premier in Limpopo. A replica study in other areas is further recommended to enhance the implementation of the system.

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## **LIST OF ABBREVIATIONS**

<b>AGSA:</b>	Auditor-General of South Africa
<b>COGSTA:</b>	Department of Cooperative Governance, Human Settlement and Traditional Affairs
<b>COGTA:</b>	Department of Corporative Governance and Traditional Affairs
<b>EXCO:</b>	Executive Council
<b>DG:</b>	Director General
<b>DLA:</b>	Department of Land Affairs
<b>DPME:</b>	Department of Performance' Monitoring and Evaluation
<b>DPSA:</b>	Department of Public Service and Administration
<b>GDP:</b>	Growth Domestic Product
<b>GWM&amp;ES:</b>	Government-wide Monitoring and Evaluation System
<b>HOD:</b>	Head of Department
<b>LDP:</b>	Limpopo Development Plan
<b>M&amp;E:</b>	Monitoring and Evaluation
<b>MMS:</b>	Middle Management Service
<b>MPAT:</b>	Management Performance Assessment Tool
<b>MTSF:</b>	Medium Term Strategic Framework
<b>OTP:</b>	Office of the Premier

**PSC:** Public Service Commission  
**SMS:** Senior Management Service  
**StatsSA:** Statistics South Africa

## **CHAPTER ONE: INTRODUCTION AND BACKGROUND**

### **1.1 INTRODUCTION**

In view of the maturing system of governance in South Africa and globally, it is commonly agreed that evidence-based planning, decision-making and policy implementation have become critical ingredients for effective and efficient performance and overall management in the public sector.

In conducting the survey on the state and the utilisation of M&E systems with 96 national and provincial departments to provide a descriptive baseline on the underlying components of the system in South Africa, Umlaw and Chitepo (2015:4) assert that “the survey questions were based on the understanding that all spheres and sectors of government are expected to extend their capacity to collect, analyse, use and disseminate reliable information on what they achieved, in order to enhance accountability and learning, establish reliable evidence required to improve achievement, and provide a better platform for the coordination of effort across institutional boundaries.” Hence, it can be concluded that the monitoring and evaluation systems are crucial to strengthen governance by enhancing transparency, strengthening accountability interactions, and most importantly, building a performance ethos within governments to maintain better policy and decision-making, financial allocations, and control.

It is in this context that in 2005, the South African Cabinet accepted the recommendations from The Presidency to implement and develop a monitoring and evaluation (M&E) system. Ajam and Engela (2010) assert that “the system, was to include functions such as monitoring, evaluation, early warning, data verification, data collection, analysis, and reporting.” It is, therefore, in this context that the role of monitoring and evaluation in the policy sequence of planning, execution, and monitoring was implemented.

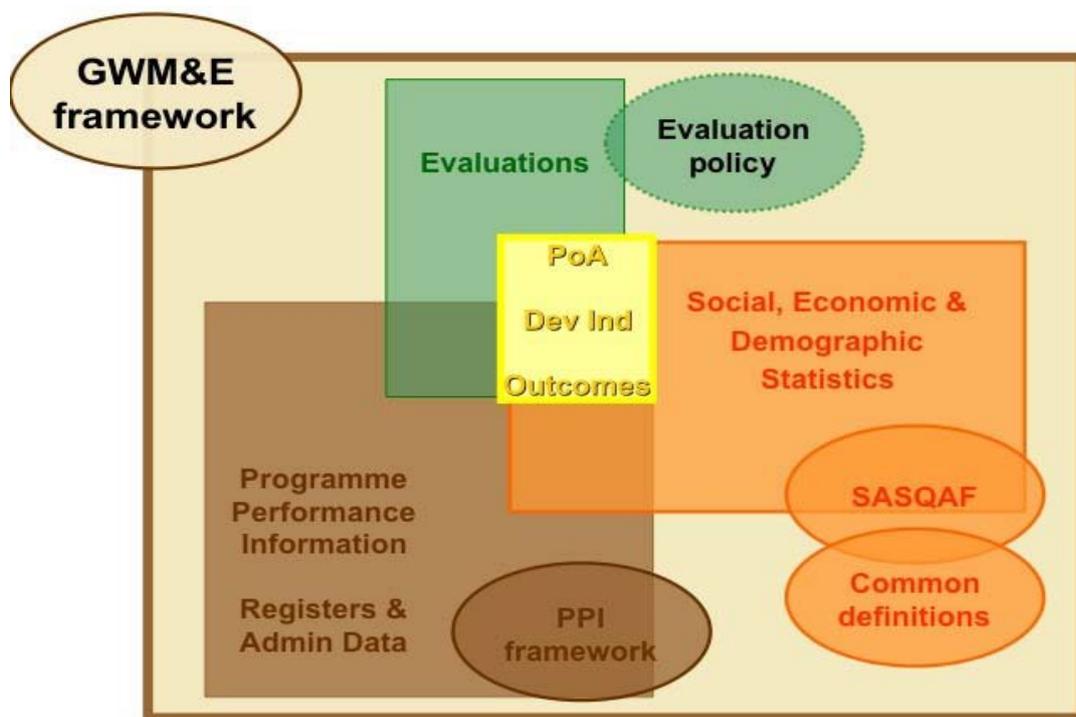
Ajam and Engela (2010:3) further assert that cabinet’s approval of the implementation of the Government-wide Monitoring and Evaluation System in 2005 assisted much in providing legitimacy and validity to the M&E policy framework of 2007. The executive authority was expected to offer direction to departments in the national, provincial as well as local government.

In the same vein, *M&E Guidelines for Premiers' Offices*, was also developed to manage the complex M&E roles of coordinating institutions in other and lower spheres of government. The provinces form another sphere of government in South Africa, and the Constitution of the Republic of South Africa, 1996, enjoins these to craft their own planning and M&E systems.

The thrust of this Government-wide Monitoring and Evaluation System, which is the subject of this study, is to respond to a need for synergy between planning and monitoring and evaluation to ensure efficiency and effectiveness in the public sector.

Figure 1 below illustrates the constituent component structures of the Government-wide Monitoring and Evaluation framework and how they related to each other.

**Figure 1:** Constituent-components parts of the South African Government-wide Monitoring & Evaluation Framework



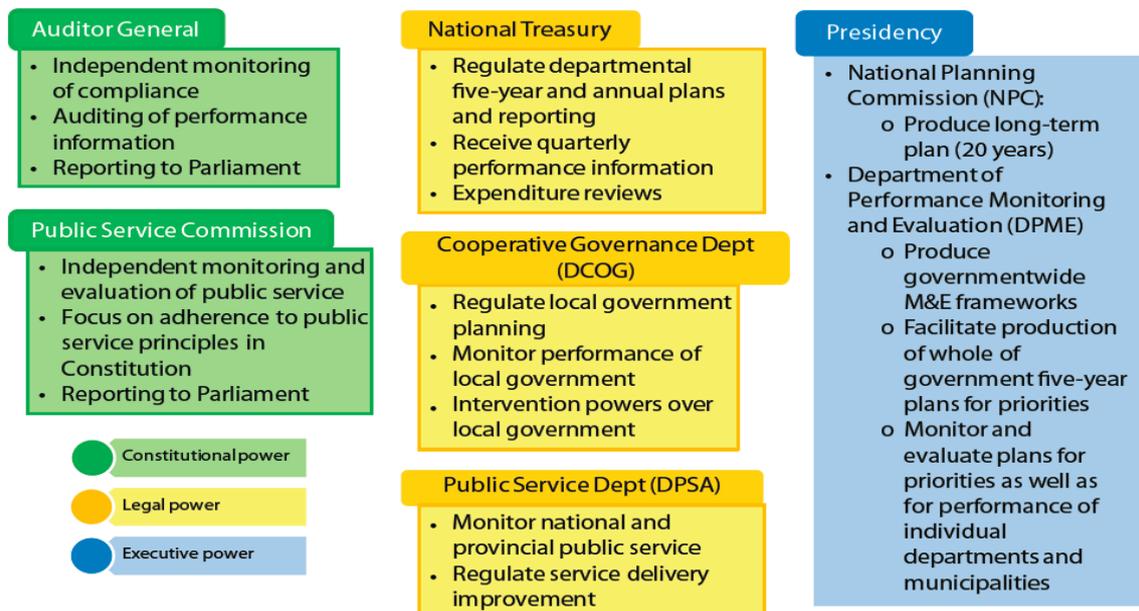
**Source:** ECD Working Paper Series (2010:3)

Figure 1 above reveals that the GWM&E system has three constituent-components, i.e. (a) Programme Performance Information, (b) Social, Economic and Demographic Statistics and (c) Evaluations. It clearly illustrates that while the programme performance information

concentrates primarily on outputs in terms of the delivery of services as well as the impact thereof, the socio-economic and demographic statistics provide information about baselines and performance measurement of intermediate outcomes and impact. Evaluations would entail an analysis of, among other things, both programme performance and socio-economic and demographic statistics to assess the impact of government policies, programmes, and projects.

Goldman (2012) asserts that the other principal components of the system include: Outcome Approach where the President signs Service Delivery Agreements with the Ministers; links performance monitoring and planning which require departments to provide a five-year Strategic and Annual Performance Plans; manage the management performance of departments as per the Management Performance Assessment Tool, which is a national evaluation system - the focus being on the impact of government programmes; and, most importantly, monitor local government.

**Figure 2:** The main stakeholders in monitoring and evaluation in South Africa and their source of authority



**Source:** Presentation by Dr Sean Phillips, Presidency, June 2012.

Figure 2 illustrates that there are a number of departments and institutions in charge of planning and M&E in South Africa. Duties and obligations is distributed to national, provincial, and local governments due to the quasi-federal character of the South African

state. The national government has restricted powers to drive M&E at other spheres of government, and is also restrained by its own organizational design. The Constitution of the Republic of South Africa, 1996, enjoins the Auditor-General and the Public Service Commission to carry out autonomous monitoring of certain facets of government and report thereon to the Legislature. The Presidency (2007) further asserts that “the three national departments have solid legal authority to regulate certain forms of planning and M&E: the National Treasury (departmental strategic plans, annual performance plans, and quarterly reporting against these); the Department of Public Service and Administration in relation to the performance of the public service; and the Department of Cooperative Governance, regarding monitoring of local government. The Presidency has also taken on certain planning and M&E roles, using the authority of its position and Cabinet decisions rather than legal powers. The President also has powers from the Constitution to ensure efficient government.”

The World Bank (2012) states that in view of various poles of M&E that have characterized the South African public service for many years, this centrally driven system was introduced and envisaged as a “System of systems” in which each institution would have an operating monitoring system out of which the crucial information can be drawn.

The thrust of GWM&ES is, therefore, an integration of various departmental systems into a centrally coordinated and overarching system that ensures synergy and proper coordination.

It is against this background that a study is then conducted to establish and understand the impact of the GWM&E system towards enhancing performance, with specific reference to the Office of the Premier in Limpopo province.

## **1.2 PROBLEM STATEMENT**

Cloete (2009) in his article on “evidence based policy analysis in South Africa: Critical assessment of the emerging GWM&E system”, argued that “each line function department currently has its own strategic vision and action plans, but they are in many cases in conflict with one another, and there has not been any attempt to synchronise these individual plans in a single coherent national vision.”

The Presidency (2007:6) states that the government must be more valuable in its actions. The government must, more importantly, enhance the quality of its services. “Since 1994 we have successfully expanded access to services. The quality of services has however often been below standard. Massive increases in expenditure on services have not always brought the results we wanted or our people expected. While building on work already done, we need to focus more on outcomes as we use our time, money and management. In education the measure is, can our grade 3 children read and write. In health, we must measure whether people are living longer, healthier lives. This requires a shift of focus from inputs – budgets, personnel and equipment - to managing for outcomes”.

The Presidency (2015:3) also stated that in 2010 the President met with the Directors-General to discuss why the quality of service delivery did not conform to the resources utilised by the government machinery. It was assumed that a well-functioning administrative machinery is crucial to succeed in the implementation of policies and programmes.

In the same vein, the Auditor-General also noted that in the past three years [2014–2017], government institutions throughout the country continued to experience difficulties in coordinating governance.

In November 2016, the Auditor-General (AG), Kimi Makwetu, stated that Limpopo in particular, “has registered a 26% improvement over the past three years, but the huge improvements made in 2014-15 could not be sustained in 2015-16 as a result of instability, vacancies in key positions and immature internal control systems and processes.” The AG further asserts that “Our diagnosis is that the section 100(1)(b) intervention of the past few years has been useful in stemming the tide of mismanagement; but the required discipline to sustain strong financial management has not found expression in the current departmental processes”.

*The main problem, therefore, is that as the Auditor-General asserts the targets, inputs, indicators, outputs and outcomes in the government’s plans are not informed by concrete evidence and clear baselines. There is clearly a disjuncture between monitoring and evaluation and planning in government and this finds expression in the performance assessments reports of the Office of the Premier in Limpopo over the past five years. The reports, Management Performance Assessment Tool, MPAT and audit findings of the*

*Auditor General, reflect an inefficient and ineffective development and implementation of plans of government, let alone overall management.*

Similarly, the Policy Framework for Government-wide Monitoring and Evaluation System (2005:1) states that “Government’s major challenge is to become more effective. M&E processes can assist the public sector in evaluating its performance and identifying the factors which contribute to its service delivery outcomes and overall performance. M&E is uniquely oriented towards providing its users with the ability to draw causal connections between the choice of policy priorities, the resourcing of those policy objectives, the programmes designed to implement them, the services actually delivered and their ultimate impact on communities.”

### **1.3 AIMS AND OBJECTIVES**

#### **1.3.1 Aim of the study**

The aim of the study was to investigate the impact of the Government-wide Monitoring and Evaluation System to enhance performance in the Office of the Premier in Limpopo provincial government.

#### **1.3.2 Objectives of the study**

The objectives of the study served to guide the research and are outlined as follows:

- 1.3.2.1 To measure the level of the overall performance of the Office of the Premier in respect of the Government-wide Monitoring and Evaluation System;
- 1.3.2.2 To investigate the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier; and
- 1.3.2.3 To recommend the appropriate strategies to improve the implementation of the Government-wide Monitoring and Evaluation System.

#### **1.3.3 Research questions**

The following research questions linked to the objectives of the study include:

- 1.3.3.1 What is the level of the overall performance of the Office of the Premier in respect of the Government-wide Monitoring and Evaluation System?

- 1.3.3.2 What systems have been put in place to implement the Government-wide Monitoring and Evaluation System in the Office of the Premier?
- 1.3.3.3 What should be done to improve the implementation of the Government-wide Monitoring and Evaluation System?

## **1.4 SIGNIFICANCE OF THE STUDY**

The study was conducted to investigate the impact of the South African Government-wide Monitoring and Evaluation System towards enhancing performance with special reference to the Office of the Premier in Limpopo provincial government.

The study highlighted the areas for improvement which requires additional focus in the implementation of Government-wide Monitoring and Evaluation System. It also provided specific recommendations of how to strengthen monitoring and evaluation to enhance the overall performance of government, and in particular, the Office of the Premier in Limpopo province.

At a practical level, the policy implementers and decision-makers, let alone Planning and M&E practitioners in the Office of the Premier, would most likely receive regular feedback whilst through evaluation, the very policy makers will be able to identify policy gaps and improve these.

At a more strategic and theoretical level, the study highlights the need and a long-overdue imperative to institutionally integrate planning and M&E in all spheres of government, and in particular, the Office of the Premier. This will, in more likelihood, add value towards improving government performance.

## **1.5 DEFINITION OF KEY CONCEPTS**

### **1.5.1 Governance**

Fukuyama (2011) asserts that “governance refers to all of processes of governing, whether undertaken by a government, market or network, whether over a family, tribe, formal or informal organization or territory and whether through the laws, norms, power or language.”

### **1.5.2 Monitoring**

Policy Framework for the Government-wide Monitoring and Evaluation (2007:1-2) asserts that “monitoring involves collecting, analysing, and reporting data on inputs, activities, outputs, outcomes and impacts as well as external factors, in a way that supports effective management. Monitoring aims to provide managers, decision makers and other stakeholders with regular feedback on progress in implementation and results and early indicators of problems that need to be corrected.” In a sense, monitoring generally provides an actual performance in respect of particular work against what was planned or expected, that is, the targets in this instance.

### **1.5.3 Evaluation**

Policy Framework for the Government-wide Monitoring and Evaluation (2007:2) defines evaluation as a “time-bound and periodic exercise that seeks to provide credible and useful information to answer specific questions to guide decision making by staff, managers and policy makers. Evaluations may assess relevance, efficiency, effectiveness, impact and sustainability.” Beyond the achievement of the set target, evaluation actually seeks to establish the impact of the work done. In a sense evaluation is concerned with examining what actually worked, what did not and why.

Broughton and Hampshire (1997:15) maintain that “evaluation has several purposes, which include assistance to determine the degree of achievement of the objectives and identifying the problems associated with programme planning and implementation.”

### **1.5.4 Performance**

The United Nations (2004) asserts that “performance refers to a degree to which a policy, project or programme operates according to specific criteria, standards and guidelines, or achieves results in accordance with stated plans.” It is about how the assigned work was executed from the output in respect of a set target.

## **1.6 SUMMARY OF CHAPTERS**

### **1.6.1 Chapter One: Introduction and background**

The introduction and background to the study was provided and comprised of the identified problem statement; aim and objectives of the study; and identified research questions. The key concepts relevant to this study was also identified and defined in this chapter.

### **1.6.2 Chapter Two: Literature review**

A variety of sources of information was gathered and outlined in this chapter. This chapter covers relevant literature of the impact of Government-wide Monitoring and Evaluation System towards enhancing performance with special focus on the Office of the Premier in Limpopo provincial government. The purpose was to extract a sound theoretical foundation with the view consulting relevant studies for the purpose of this study.

### **1.6.3 Chapter Three: Research Methodology and Design**

This chapter explains the meaning of research design and methodology. Furthermore, the research design and methodology adopted for this study is expounded upon. It defines the study area, population and sample size. The data collection methods and instruments are also described in this chapter.

### **1.6.4 Chapter Four: Data analysis and interpretation**

Chapter four identifies how data is collected through data collection methods with specific reference to the qualitative research approach.

### **1.6.5 Chapter Five: Conclusion and recommendations**

Chapter five provides the conclusion, summarises the findings of the study, recommendations and views for required further research.

## **1.7 CONCLUSION**

Undoubtedly, the establishment of the Government-wide Monitoring and Evaluation System in South Africa in 2005 was a major initiative and one which led to the significant enhancement in governance. This is largely because in many ways than one, it provided a coordinated framework of systematic monitoring and evaluation activities that would be institutionalized as one of the major and critical components of public administration in

South Africa. This would also contribute towards the required value of management processes in the public sector.

## **CHAPTER TWO: LITERATURE REVIEW**

### **2.1 INTRODUCTION**

Duke University (2010:1) posits that a literature review is a “critical analysis of a segment of a published body of knowledge through summary, classification, and comparison of prior research studies, reviews of literature, and theoretical articles.” In the same vein, Bless and Smith (2011: 24) accentuate that “a review of the literature is the way information about what is already known and not known is learned. It is important for the researcher to organize the search of literature around the key concepts to be studied. The purpose of the literature review includes the following: to familiarize the researcher with the late development in the area of research; and to identify gaps in knowledge, as well as weakness in previous studies; and to study the advantage and disadvantage of the research method used by others.” In essence, a literature review is defined as a significant summary and a review of the present state of knowledge in a particular area.

In this chapter, the reviewed literature based on the Government-wide Monitoring and Evaluation System provides the theoretical framework and legislative requirements for the system. It also takes a thematic approach in that it focuses on the key concepts, i.e. monitoring, evaluation and performance, as well as the system itself, implementation including key milestones, and the impact of the system since its introduction.

### **2.2 THEORETICAL FRAMEWORK**

The study is based on the GWM&E system as established in South Africa since 2005. According to Mackay (2007), “developing countries have a high demand for effective government M&E systems in order to ensure proper public sector management. The author also states that the culture of evaluation has become a path to enhance government performance. Hence, developing countries are working to strengthen their existing M&E systems, while others are developing them from scratch.”

Naidoo (2011:51) argues that in South Africa there have been numerous high-level political assertions supporting monitoring and evaluation, and globally the link between the latter and the former as well as development has assisted to place these in pole position, that is, more than an instrument but also enabling to meaningfully respond to development issues.

Mouton (2010:7) on the other hand asserts that “the particular focus of the ANC leadership over the subsequent three election terms was very different. The first term under President Nelson Mandela’s leadership was characterised by policy development and rationalisation of the structure of government, while the second term with President Thabo Mbeki marked the implementation of new programmes. This is referred to as the Rationalisation and Policy Development Phase (1994-1999) and modernisation and implementation (1999-2004) phases respectively (PSC, 2008). The logical next step under President Jacob Zuma and later President Ramaphosa is a critical assessment of what has taken place thus far: i.e. measuring service delivery at the level of outcomes and impact. In the third term the focus shifted to effectiveness and impact assessment. Performance management, and more recently the results-based approach, mark a change towards service delivery and reporting on non-financial information such as outcomes.”

Similarly, the Policy Framework for the Government-wide Monitoring and Evaluation (2005; 10) asserts that a monitoring and evaluation system is a “set of organizational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships which enables national and provincial departments, municipalities and other institutions to discharge their M&E functions effectively. In addition to these formal managerial elements are the organizational culture, capacity and other enabling conditions which will determine whether feedback from the M&E function influence the organisation’s decision-making, learning and service delivery.”

### **2.3 POLICY AND LEGISLATIVE REQUIREMENTS FOR GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM**

Ajam and Engela (2010: 3) assert that the “Constitution of the Republic of South Africa, 1996, created three distinct but interrelated spheres of government: the national government, provincial/local governments (of which there are 9), and municipal governments (of which there are 284).” While policy development predominantly takes place at the national level, the execution in concurrent functions takes place largely at the subnational level. Provincial governments play a pivotal role in bringing about health, education, social development, and transport services. The collection of revenue is concentrated at the national sphere of government. On the other hand, the provincial spheres and other national institutions are allocated the national collected revenue through the equitable shares approach of National Treasury. Although the provincial governments

are largely dependable on these equitable share allocations, they also have latitude to collect revenue though on a minimal scale.

Furthermore, the Constitution further mandates that the Auditor-General and the Public Service Commission to conduct autonomous monitoring of selected forms of government and report to Parliament thereon. There are, in the same vein, national departments of government authorised to ensure and manage particular forms of planning and, by implication, also M&E. These include the National Treasury which focuses on departmental strategic and annual performance plans, including quarterly reporting against these; secondly, the DPISA in terms of the overall performance of the public service; and CoGTA monitoring of the local sphere of government in the country. On the other hand, The Presidency has also appropriated certain planning and M&E functions. This is largely on account of the powers vested in it by the Constitution rather than legally.

The other prescriptions and guidelines on M&E applicable to the public service and to which departments are expected to conform include:

- The Policy Framework for Government-wide M&E (DPME 2007).
- The Framework for managing programme performance information (National Treasury 2007).
- The role of Premiers' Offices in government-wide monitoring and evaluation: A good practice guide (DPME 2008).
- From policy vision to operational reality: Annual implementation update in support of GWME policy framework (DPME 2009a).
- Improving government performance: Our approach (DPME 2009b).
- The South African Statistical Quality Assurance Framework (SASQAF) (Stats SA South Africa 2010).
- The National Evaluation Policy Framework (DPME 2011).
- Generic functions of an M&E component in national government departments (DPME 2012a).
- Generic functions of monitoring and evaluation components in the Offices of the Premier (DPME 2012b).

## **2.4 THE CONCEPTS OF MONITORING, EVALUATION AND PERFORMANCE**

### **2.4.1 Monitoring**

Policy Framework for the Government-wide Monitoring and Evaluation (2007:1-2) asserts that monitoring “involves collecting, analysing, and reporting data on inputs, activities, outputs, outcomes and impacts as well as external factors, in a way that supports effective management. Monitoring aims to provide managers, decision makers and other stakeholders with regular feedback on progress in implementation and results and early indicators of problems that need to be corrected. It usually reports on actual performance against what was planned or expected.”

The United Nations Development Programme (UNDP) (2002: 6) defines monitoring as “a continuing function that aims primarily to provide the management and main stakeholders of an ongoing intervention with early indications of progress, or lack thereof, in the achievement of results. An ongoing intervention might be a project, programme or other kind of support to an outcome.”

Kusek and Rist (cited in European Quality Assurance in Vocational Education and Training, 2012: 1) define monitoring as a perpetual test that employs orderly gathering of information on listed indicators to give management and the main stakeholders a constant development intervention with signals of the extent of improvement and attainment of objectives and progress in the utilisation of provided funds.

### **2.4.2 Evaluation**

Broughton and Hampshire (1997:15) maintain that “evaluation has several purposes, which include assistance to determine the degree of achievement of the objectives and identifying the problems associated with programme planning and implementation. They go on to say that evaluation also generates data that allows for cumulative learning which, in turn, contributes to better designed programmes, improved management and a better assessment of their impact. In their view evaluations also offer assistance on how to reformulate objectives, policies, and strategies in projects or programmes.”

The Policy Framework for the Government-wide Monitoring and Evaluation (2007:2) defines evaluation as a seasonal task undertaken to provide reliable and beneficial data to

respond to definite questions to enable decision-making by those charged with the responsibility to manage and lead. Evaluations may review applicability, proficiency, usefulness, effect and sustainability. Impact evaluations examine whether original concepts and assumptions were usable, what did and not thrive as well as determine why.

The National Evaluation Policy Framework (2011:3) defines evaluation as an orderly and unbiased review of an incomplete or concluded project, programme, or policy, as well as its model, execution, and end-products. The intention is to establish the applicability and accomplishment of objectives, improvement of efficiency, effectiveness, effect, and sustainability. An evaluation should provide data that is reliable and useful, aiding the inclusion of lessons learned into the decision-making course of both the recipients and donors.

### **2.4.3 Performance**

The United Nations (2004) attests that performance “refers to a degree to which a policy, project or programme operates according to specific criteria, standards and guidelines, or achieves results in accordance with stated plans.”

According to the business dictionary definition (Business Dictionary.com), performance means “the accomplishment of a given task measured against known standards of accuracy, completeness, cost and speed. In contract, performance is deemed to be the fulfilment of an obligation.”

## **2.5 GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM**

According to Lodge (2003), “the South African government, charged with the accusation of being largely ineffective in reaching the poor prior to 1994, had also embarked on numerous interventions since 1994. One of government’s priority actions for redistribution was a land reform programme that settled in excess of 68 000 families on more than 300 000 hectares of farming land. It was also within the Department of Land Affairs (DLA) where the first M&E Directorate was established in 1995.” He argues that the limitation by government to confirm was the realisation of its policies choices and programmes, not just in figures, but in terms of quality, thus significantly changing the citizenry’s conditions of living as enshrined in manifesto of the ruling party. Evaluation was confined to selected

departments, for example, DLA and as a result 1997 saw PSC develop its M&E systems and later became a leader in the field of evaluation.

Having acknowledged the need for thorough knowledge in terms of critical aspects of administration such as planning, resource allocation, and execution functions in government, Ajam and Engela (2010:1) indicate that “in 2005 the South African approved recommendations from the President’s Office on an implementation plan to develop a monitoring and evaluation system. The system was to include functions such as monitoring, evaluation, early warning, data verification, data collection, analysis, and reporting.”

Furthermore, Cloete (2009) holds that in 2005, the Cabinet approved the Government-wide M&E System (GWM&ES) as an overarching guide to explore monitoring and evaluation of the initiatives of all institutions of the state. Underpinning this innovation was for good executive decision-making to enhance its execution; informing evidence-based budgeting and on-going policy improvement. The resolution to bring about this system was also encouraged by a dire need to account on progress against the Millennium Development Goals and pressure from donors requiring orderly review of programmes.

The Policy Framework for the Government-wide Monitoring and Evaluation (2007:5) states that “the overarching Government-wide Monitoring and Evaluation system aims to provide an integrated, encompassing framework of M&E principles, practices and standards to be used throughout government, and function as an apex-level information system which draws from the component systems in the framework to deliver useful M&E products for its users.”

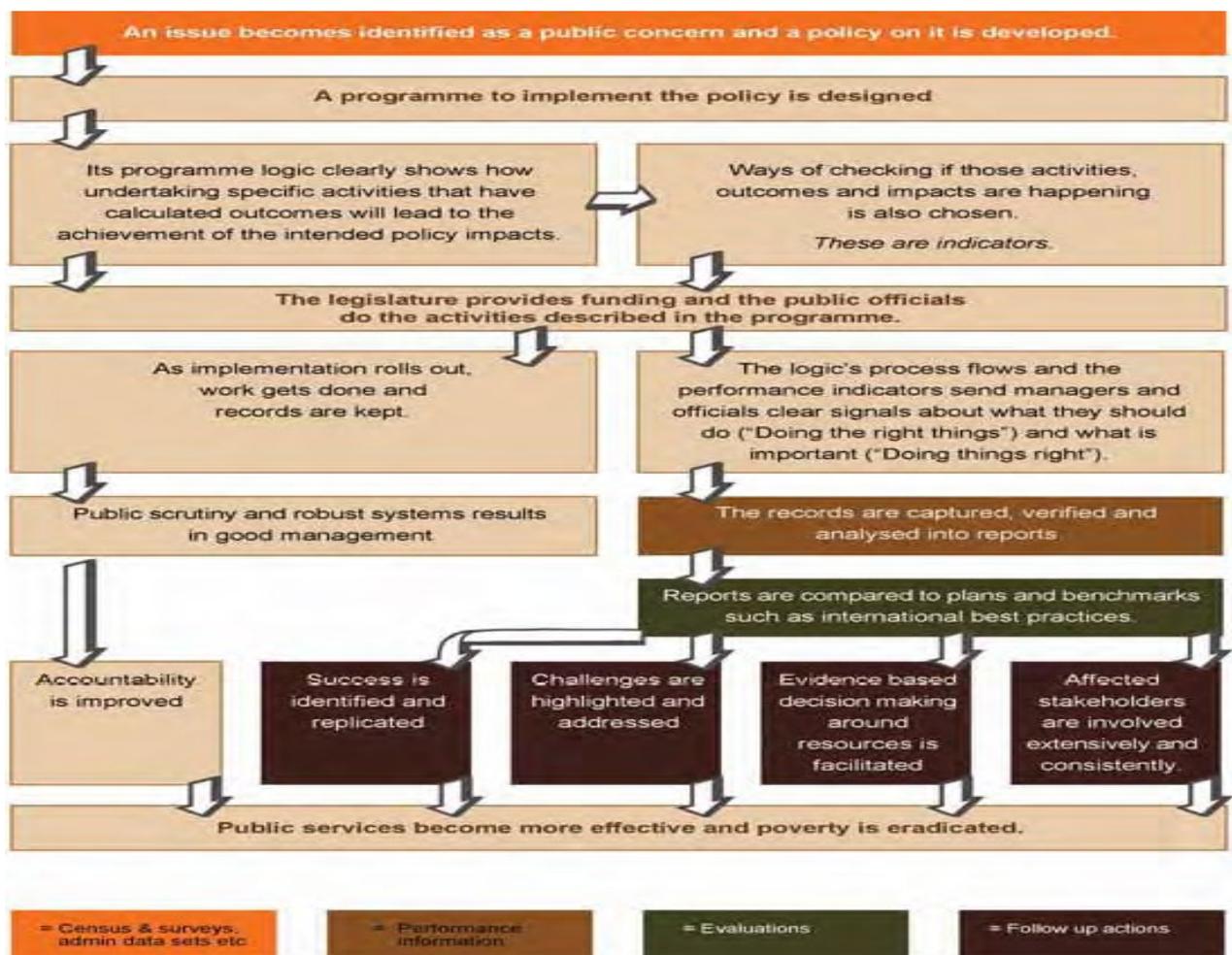
It can, therefore, be deduced that GWM&E is the overall policy guide for monitoring and evaluation. It provides a much clearer context for other support systems such as Programme Performance information and Stats-SA’s Quality Assurance Framework.

It is also supported by the legislative directives of the various stakeholders entrusted with the responsibility of its execution. Above all, it guides future execution initiatives. It is also worth noting that this GWM&E framework applies to national, provincial and local layers of government.

Ijeoma (2010:17) asserts that the GWM&ES is meant to bring about a cohesive, involving basis of M&E principles, practices and standards which should be executed at all spheres of government .He further asserts that it should not be fully managed by a single agency, and that It must depend, for its realisation, on the co-operation of a number of stakeholders from across various governmental tiers.

Figure 3 below illustrates the public service value-chain; how the GWM&ES helps bring about efficiency and effectiveness in the provision of public service; and the primary and constitutional mandate of government. It commences with the identification of the issue in society; development of the programme to tackle the very issue; formulation of the policy required to regulate the manner in terms of which the issue in question should be dealt with; likely impact of that policy; and the subsequent approval of funding for that programme by the legislature.

**Figure 3: Government-wide Monitoring and Evaluation System, (GWM&ES)**



Source: The Presidency, 2007: 6.

As indicated earlier, Figure 3 illustrates how the Government-wide Monitoring and Evaluation system expected results should be attained and the connection amongst a number of governance processes and the significant data terrains. It illustrates how the system enables a distinct chain of events based on crucial reflection and managerial action as a reaction to analysis of the correlations between the deployment of inputs, the creation of service delivery outputs, their attendant results and effects.

In the same vein, Nieuwenhuyzen (2012:12) asserts that the goals that the execution of Government-wide Monitoring and Evaluation System strives to achieve is the “improvement of the quality of performance information, improvement of the monitoring of all outcomes and positive/negative impacts, the sectoral and thematic evaluation, the improvement of M&E of a wide variety of national outcomes, the improvement of project performance, above all, it aims to foster a culture of sound governance.”

On the other hand, Ijeoma (2010:17) contends, by way of summary, that the goal of the Government-wide Monitoring and Evaluation System is to provide a cohesive, inclusive guide for Monitoring and Evaluation principles, procedures and ethics which should be executed at all levels of government, as well as ensuring that the system operates as a full and ample data mechanism for good corporate governance,

According to The Presidency (2005:14), the South African system is designed to achieve “accurate and reliable information on progress made in the implementation of government policies and other public sector programmes which has been collected and updated on a regular, thorough and on-going basis; information on the outcomes and impact achieved by government and other public bodies, which has not only been collected and analysed but also periodically presented, and most importantly, the quality of monitoring and evaluation practices in government and public bodies is continuously improved.”

The thrust or the essence of the system is an emphasis on the crucial nature of the evidence-based planning, budgeting, and policy execution in government in terms of effective and efficient performance and overall management in the public sector. It is system that should operate as a comprehensive data system for good corporate governance.

## **2.6 THE IMPLEMENTATION OF THE GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM**

### **2.6.1 National level: The Presidency**

Umalaw and Chitepo (2015:6-7) assert that “South Africa has seen a major shift in emphasis concerning monitoring and evaluation (M&E) practices since 2009. The South African government that came to power following the 2009 elections faced a number of pressures, which included persistent poverty and inequality, and widespread service delivery protests at the municipal level. The pressure to improve service delivery, and extensive exposure to similar international contexts, emphasised the need for institutionalised M&E capacities, systems and practices that may inform policy and programme decisions and thereby improve service delivery and alleviate development problems. The Department of Performance Monitoring and Evaluation in the Presidency (DPME) was established on 01 January 2010 to ensure that government performance makes a meaningful impact on the lives of the people in South Africa. The mission of the DPME is to work with partners to improve government performance in achieving desired outcomes and to improve service delivery through changing the way government works (Department of Performance Monitoring and Evaluation 2009).”

The Presidency (2014) also indicates that the system is coordinated by the Department of Planning which has also been entrusted with the responsibility of planning since 2014. In the context of the National Development Plan, the DPME is assigned to advocate performance M&E, one of the critical management initiatives that can enhance government capacity and ensure the service delivery initiatives yield the necessary results.

Phillips (2012) asserts that a critical intervention brought about by DPME in an effort to enhance government performance was the ushering in of a results based approach. This encapsulated whole-government planning connected to critical outcomes, which clearly relate inputs to particular outputs and the outcomes. The DPME is also assigned to ensure development plans for governments overarching outcomes, including the monitoring and evaluation of the plans. Furthermore, this department is required to monitor the national, provincial and municipal departments operations. This would require conducting evaluations of these institutions in conjunction with other departments.

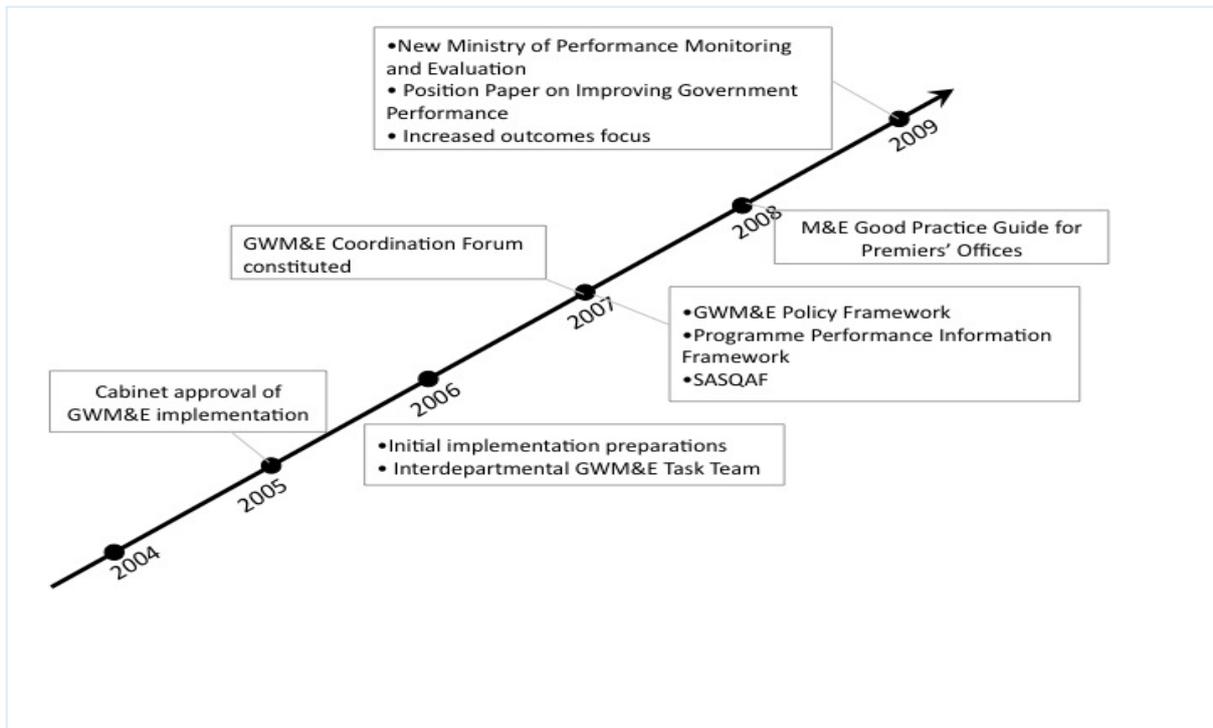
DPME's supervisory role for M&E is understood to be similar to the National Treasury tasks to manage the DPSAs finances as well as the management for human resources (The Presidency 2014). In 2011, the National Evaluation Policy was formulated with a view to enhance policy or programme performance; enhanced accountability; enable decision-making; and produce knowledge for learning. A national forum was established for the officials charged with the M&E responsibility. The provincial forum for the those responsible for M&E at the provincial Premiers' offices also formed part of this national forum. The idea was to create a platform for the practitioners to share information and exchange experiences. Some of the issues which emanated from the forum as constraints confronting the system included: limited information management systems; lack of coordination; focus on deeds rather than outcomes; and silo-approach legal-bias system (The Presidency, 2012).

The Presidency (2009:19) contended that through DPME, performance monitoring and evaluation can be undertaken. The Ministry of Performance, Monitoring and Evaluation is entrusted with the responsibility to put together enhanced outcomes throughout government and, in the process, ensure an outcomes-oriented approach at the three spheres of government and other institutions of the state. It will assess the data architecture of the entire government with a view to ensure that the necessary performance information is produced. The critical aspects include, *inter alia*, management of results through political line-function accountability to enhance performance in the delivery of services, entrench the Government-wide Monitoring and Evaluation system, and manage blockages related thereto.

In his foreword on the National Policy Evaluation Framework (NPEF, 2011), the former Minister of Department of Performance Monitoring and Evaluation, Mr Collins Chabane, asserted that "they have moved to establish plans for their priority outcomes, to deliver and to monitor them. This policy framework provides the next essential part of the jigsaw, setting out basis for a government-wide evaluation system to be applied across the public sector, but initially focusing on their priority areas. It should assist to provide a marked step-up in performance of the public sector and contribute to the establishment of a culture of continuous improvement."

Figure 4 below provides a synoptic account of the milestones registered in the development of Government-wide Monitoring and Evaluation system by the South African Government.

**Figure 4: Key Milestones in Implementing the GWM&E in South Africa**



**Source:** ECD Working Paper Series (2010: 6)

Figure 4 above illustrates the conceptualisation of GWM&E system in 2004, and Cabinet approval of its implementation in 2005. As part of the implementation process, an interdepartmental Task Team was established in 2006. In 2007, a broader GWM&E Coordination Forum was constituted. The forum led and helped produce the GWM&E Policy Framework in the same year. This laid the foundation for the new Ministry of Performance, Monitoring and Evaluation which subsequently developed a position paper to improve performance and, most importantly, focus on outcomes.

### **2.6.2 Provincial level: Office Of The Premier in Limpopo province**

According to Kgechane (2013:59–60), “very little guidance has been given on the role of the provincial premiers’ office as far as monitoring and evaluation are concerned. This means that a number of disparate practices have arisen in South Africa’s nine provinces.”

It is against this background that the Limpopo Office of the Premier: Service Delivery Model (2010:35) asserts that the Performance Monitoring and Evaluation branch led by the Deputy Director General was established.

**Figure 5a: Organisational structure of M&E Branch of Office of the Premier**

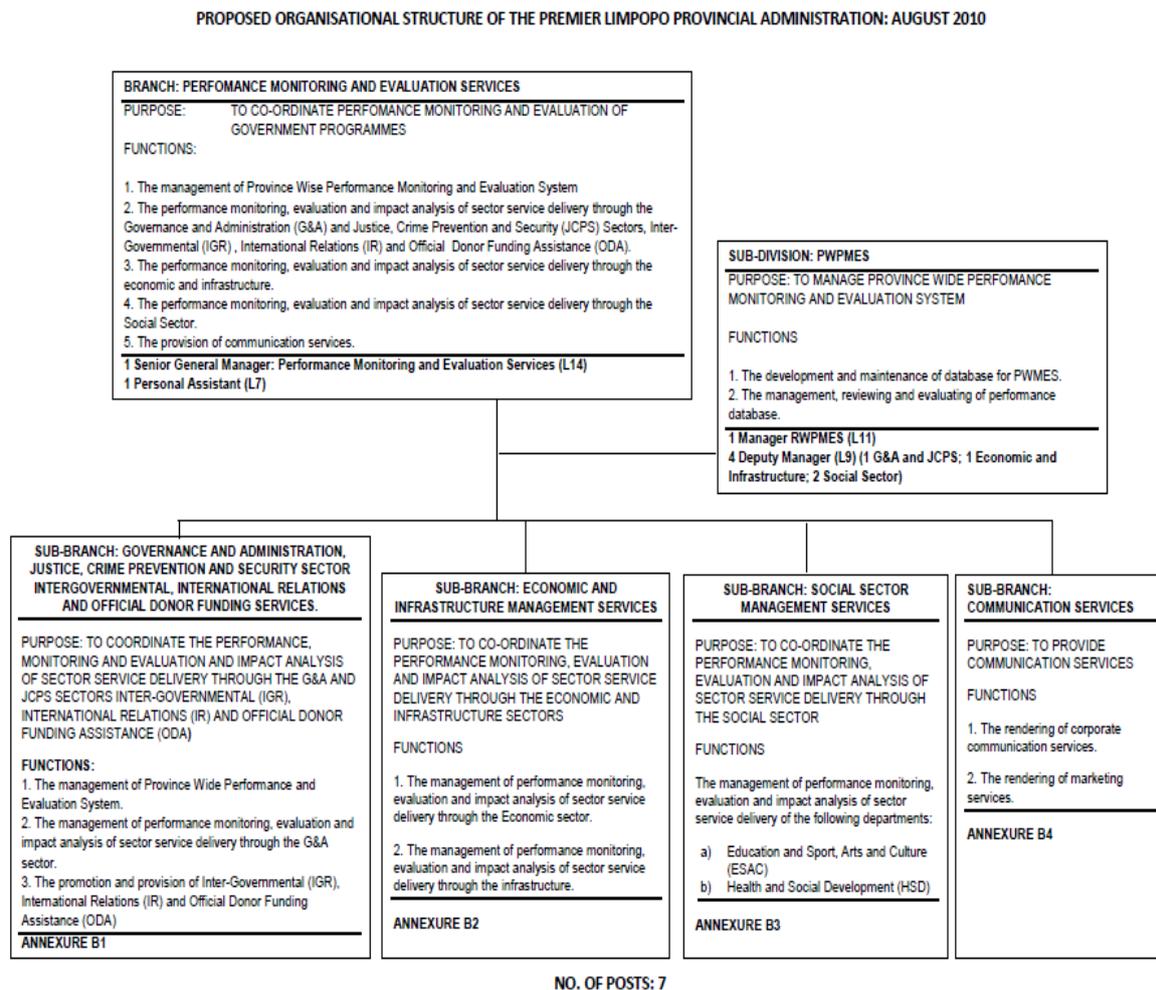


Figure 5a above illustrates that the organisational structure of the M&E Branch of Office led by the Deputy Director General, and the Chief Directors are responsible for each of the Executive Council clusters. The branch is entrusted primarily with the function of providing advisory services and support on Monitoring & Evaluation Programmes in all Departments in the provincial administration.

Kgechane (2013) intimates that a number of sound practices have developed and these could be shared productively with all of the provincial sphere to inspire education and invention. This suggests that best practices could be imparted to other provinces whilst wicked practices (such as reproducing statements) could be revealed with a view to acquire something from one's own and others' faults.

## **2.7 THE IMPACT OF GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM**

According to Rist and Kusek (2004:125), “an impact evaluation is the classic evaluation (though not only after the fact) that attempts to find out the changes that occurred, and to what they can be attributed. The evaluation tries to determine what portion of the documented impacts the intervention caused, and what might have come from other events or conditions. The aim is attribution of documented change. This type of evaluation is different, especially as it comes after the end of the intervention (of which the establishment of the GWM&E system is one of the government monitoring intervention initiated to boost outcome related results), so that outcomes are to be evident, they will have had time to emerge. Obviously, the longer the time between the intervention and the attempt to attribute change, the more likely it is that other factors will interfere in either positive or negative ways to change the intended outcome, that the timeframe in which one was seeking to measure change is incorrect (too soon or too late), and that the outcome will become enveloped in other emerging conditions and be lost. Another way of addressing the issue of attribution is to ask the counterfactual question, that is, what would have happened if the intervention had not taken place? Answering the questions is difficult. But there are strategies for doing so, using both experimental and quasi-experimental designs. The use of random assignment and control or comparison groups are the basic means of addressing this question.”

The South African Policy Framework on Government-wide Monitoring and Evaluation system further alludes that Monitoring and evaluation is nevertheless, extremely complicated, multidisciplinary and ill rigorous. This is largely because it needs a thorough understanding of both sectors, and interface between planning, resource allocation and execution. The scenario is convoluted even further when the system of government is not centralised, and authority and roles being distributed to all the three tiers of government. It is primarily a convoluted intergovernmental arrangement with diffused authorities and roles which requires strong Monitoring and Evaluation systems to enhance synchronisation and avoid fragmentation.

Changes in the policy and legislative landscape that underscores performance measurement almost certainly contributed towards an increase in demand for evaluation systems. In 2007, the Policy Framework for Government Wide Monitoring and Evaluation

identified evaluation as one of the three pillars of a Government-wide Monitoring and Evaluation System (The Presidency, 2007). Soon thereafter, the Framework for Managing Performance Information was published and introduced a logical framework to plan, budget and set the foundation for the evaluation system (National Treasury, 2007).

## **2.8 CONCLUSION**

The literature review revealed that the Monitoring and Evaluation systems are in most instances insufficient, although the basic building blocks are prevalent since the government's strategic and long-term planning is supported by relevant and adequate resource allocation systems.

It is also clear from the literature review that monitoring and evaluation is generally recognised as a critical and worthwhile management practice that is strategically key.

The Presidency (2005:8) asserts that there is awareness to improve the systems and procedures, critical for long-term competence and capability development. This eagerness to improve is a foremost achievement that must be taken advantage of.

## **CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY**

### **3.1 INTRODUCTION**

This chapter outlines the research design methodologies adopted in this study followed by the area, population, and sample size and selection method. Data collection methods and instruments is expounded upon in this chapter, namely: semi-structures interviews and documentation review.

### **3.2. RESEARCH DESIGN**

#### **3.2.1 Introduction**

Mouton (2001) defines a research design as a plan or blueprint of how one intends conducting the research. It is about what type of study one will be conducting and whether it will provide the best answer for the question that has been formulated.

The research design is the set of methods and procedures used to gather and analyse measures of the variables specified in the research problem (Smith, 2004).

In other words, a design is needed where the respondent's experiences and views can be determined statistically (De Vos, 2005). The thrust of the design is about the manner through which the study is conducted, particularly in terms of the role-players and means to gather data.

#### **3.2.2 Type of research design**

It is an evaluative design which Nkatini (2005:10) argues provides an indication of whether the targeted programme meets the specified aims and objectives. This study is about assessing the impact.

### **3.3 RESEARCH METHODOLOGY**

Research methods provide the system of how it is conducted. It is the procedure the researcher utilises in terms of unfolding, elucidating and exploring data. "Research methodology is defined as the study of methods by which knowledge will be gained" (Rajasekar, 2013).

### **3.3.1 Research method**

The qualitative research methodology was adopted for this study. The qualitative research design is aimed conducting an in-depth analysis of institutional performance and the effects of Government-wide Monitoring and Evaluation System in the Office of the Premier whilst the survey was designed such that it provided a quantitative graphic of trends of opinions of the Monitoring and Evaluation unit employees working in the department/office under review.

### **3.4 DESCRIPTION OF STUDY AREA**

This study focused on the Office of the Premier, Limpopo Provincial government and was conducted at the location of the Office of the Premier, Limpopo Provincial government. The provincial government is situated in the hub of Polokwane, Central Business District.

The Office of the Premier is constitutionally charged with the responsibility to coordinate the entire provincial administration and it has a staff component of three hundred and fifty employees led by the Director General and four Deputy Directors General each of whom is responsible for for following branches: Administration Support, Institutional Support Services, Planning and Monitoring & Evaluation. However, the nature of the study was such that it only sought to acquire an expert opinion of the staff members who actively engage with the implementation of the Government-wide Monitoring and Evaluation System.

### **3.5 RESEARCH POPULATION**

A population is defined by Mouton (2006) “as the sum total of all the cases that meet our definition of the unit of analysis”. Neuman (2003:541) define a population as “any group that is the subject of research interest”.

The actual representative population for this study comprised of twenty(20) Deputy Directors and ten(10) Directors in the Monitoring and Evaluation Unit. The total population was thirty(30) staff members in the Monitoring and Evaluation Unit in the Office of the Premier, Limpopo Provincial Government.

## **3.6 SAMPLING METHOD AND SAMPLE SIZE**

### **3.6.1 Sample**

De Vos, Strydom, Fache and Delport (2005:194) assert that “a sample comprises elements of the population considered for actual inclusion in the study or it can be viewed as a subset of measurements drawn from a population in which we are interested.”

As indicated below, this study applied the purposive sampling methods because the qualitative research method was adopted.

### **3.6.2 Sample frame**

According to Neuman (2014:172), a sample frame is when a scholar operationalises a population by creating a precise register which closely approximates all the aspects of the population. This register is referred to as a sampling frame. A good sampling frame is crucial to sound sampling. For this study, the sampling frame was the Monitoring and Evaluation officials within the Office of the Premier.

### **3.6.3 Purposive sampling strategy**

Black (2010:225) succinctly states that purposive sampling involves the choice of subjects who are well-equipped with information relevant to the research focus. Judgmental sampling occurs when the elements selected for the sample is selected by the researcher’s judgment. Researchers often believe that they can obtain a representative sample by using sound judgment, which would result in saving time and money.

Similarly, and according to Leedy and Ormrod (2014:154), “qualitative researchers are intentionally non-random in their selection of data sources. Instead, their sampling is purposeful. Purposive sampling is a valuable kind of sample for special situations. It is usually used in exploratory research. In this type of sampling the judgement of an expert or prior knowledge is used to select cases. It is not appropriate if your goal is to get a representative sample, or if you want to pick the “average” or the “typical” case. In purposive sampling, the cases selected rarely represent the entire population.”

Therefore, for this study, purposive sampling was found to be the most appropriate because unique cases had to be selected which are specifically informative. Those individuals or objects that would yield the most information on the topic under investigation

were selected. A total of (30) interviews, which focused on 30 staff members from the Monitoring and Evaluation Unit in the Office of the Premier, Limpopo Provincial government. The respondents included 10 SMS members (Chief Directors and Directors) and 20 MMS members (Deputy Directors). Consequently, no representative sampling calculation was required. The 30 interviewees' opinions were gathered through face-to-face semi-structured interviews.

### **3.7 DATA COLLECTION**

#### **3.7.1 Data collection methods**

Leedy and Ormrod (2014:153) states that “in qualitative research, the potential sources of data are limited only by the researcher’s open-mindedness and creativity. Regardless of kinds of data involved, data collection in a qualitative study takes a great deal of time. The researcher should record any potentially useful data thoroughly, accurately, and systematically, using field notes, audiotapes, sketches, photographs, or some combination of these. As they collect data, many qualitative researchers also begin jotting notes – sometimes called memos – about their initial interpretations of what they are seeing and hearing.”

The study, therefore, utilised the following data collection methods:

##### **3.7.1.1 Semi-structured Interviews**

Bless, Smith and Kagee (2006:116) postulate that “an interview involves direct personal contact with the participants who are asked to answer questions relating to the research problem. Semi-structured interviews were employed in this study. These are simply conversations in which a person knows what one wants to find out about and so have a set of questions to ask and a good idea of what topics will be covered.”

The rationale for utilising semi-structured interviews is largely on account of the its flexibility and adaptability. One-on-one interviews were conducted with the following key informants: Directors and Chief Directors (SMS members) and Deputy Directors (MMS members). This approach allowed for further exploration and discussion through additional probing questions. The researcher conducted the semi-structured interviews with the Office of the Premiers officials in the initial stages of March 2020. Both the respondents were selected based on their knowledge and experience in the Monitoring and Evaluation sector.

### 3.7.1.2 Documentation

Tellis (1997:51) posits that “one of the important uses of documents is that of corroboration of evidence on or against what is in question”. The literature on Government-wide Monitoring and Evaluation System was consulted because it provided an overview and overall comprehension of the research topic. Documentation such as journals, Acts and policies were consulted. Secondary data was gathered from, *inter alia*, various published documents, journals, books and newsletters, newspapers. To ensure the multiple collection of data to produce reliable results, documentary analysis was conducted.

## 3.8 DATA ANALYSIS

As part of qualitative data analysis, detailed field notes were summarised of the responses of the participants and were sorted in a meaningful way and in line with the thematic areas determined in accordance with three the research objectives.

### 3.8.1 Data collection technique

According to Leedy and Ormrod (2014:160) “there is usually no single “right” way to analyse the data in a qualitative study. The researcher begins with a large body of information and must, through inductive reasoning, sort and categorise it and gradually boil it down to a small set of abstract, underlying themes. Thematic data analysis technique was used to analyse data.”

The following thematic areas formed the basis of examining the research question posed as derived from the interview responses: **Theme 1:** Overall performance of the Office of the Premier in respect of Government-Wide Monitoring and Evaluation system; **Theme 2:** Implementation processes and plans; and **Theme 3:** Measures to improve the system.

This was to augment with the adopted research design above, that is, Qualitative research methodology. The first process of data analysis involved coding all interview data into thematic areas which corresponds with the research objectives. The research objectives were then refined into themes and categories which emerged from the interview coding process. Throughout the research coding and review process, the researcher returned frequently to the objectives to guard against including themes which were contrary to the context of the research objectives.

### **3.9 ETHICAL CONSIDERATIONS**

To show ethical responsibility in the study, the research was conducted within the confines of the widely agreed-upon standards of ethical study. This is relevant and also applies to both the literature and the empirical study. De Vos (2004:58) postulates that “the general aspects of the ethical rights of participants are the right to privacy, voluntary participation, anonymity and confidentiality. Participating in this research was voluntary and participants had an option to refuse to divulge personal information.”

The purpose of the study was explained to avoid anxiety or apprehension as well as create an atmosphere where the respondents can share their views and perceptions on the issue in detail. All sources consulted for this study was acknowledged. The participants were approached personally and handed questionnaires to complete.

Ethical clearance was sought as prescribed by the University before the research commenced.

### **3.10 INTERNAL AND EXTERNAL VALIDITY**

According to Neuman (2014:146), internal validity implies that there are no errors internal to the design of the research project. The term is utilised to discuss experimental research, concerns, possible errors or alternative explanations that may arise despite attempts to institute controls. Validity within the context of this research is very important to ensure that the results can be utilised effectively, and variables which may threaten validity is controlled as much as possible. Preference was evident when the results were interpreted selectively and consistent with the research objectives. The interpretations were affected by the researcher’s background to the study. It was impossible to minimise misinterpretations, especially during the semi- structured interview sessions. The researcher attempted to utilise direct quotes (report verbatim) to avert a misunderstanding of the respondent’s original responses and thoughts.

### **3.11 CONCLUSION**

This chapter presented the research design and methodology that was adopted to gather responses from the field. The qualitative design was selected to ensure that the results from the respondents are valid. The following aspects included: research methodology, study area, population, sample size, ethical considerations, internal and external validity,

data collection methods followed by data analysis. The next chapter expounds on the research findings and analysis.

## CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATION

### 4.1 INTRODUCTION

The previous chapter discussed the research design, methodology, and data collection instruments utilised to gather data for this study. This chapter provides an overview and discussion of the findings that emanate from the research questions posed during the initial stages of this research.

Robson (1993:237) intimates that “qualitative researchers view the analysis of data as more of an art than a science because there is no clear and acceptable set of conventions for analysis. The analysis must treat evidence fairly and without bias in order to come up with trustworthy answers, and the conclusion must be compelling in, ruling out alternative interpretations.”

This chapter presents both the research data and findings gathered from the two adopted research methods namely: (a) **Semi-structured interviews** and (b) **Documents reviews** in an attempt to respond to the research question: *‘investigating the impact of the Government-wide Monitoring and Evaluation System towards enhancing performance in the Office of the Premier in Limpopo provincial government’*

### 4.2 FINDINGS FROM SEMI-STRUCTURED INTERVIEWS

#### 4.2.1 SECTION A: RESPONDENTS BIOGRAPHICAL INFORMATION

The respondent’s biographical information comprised by four main characteristics which is explained in the paragraphs which follow. The primary four characteristics included: **a) Gender profiling, b) Age groups, c) Salary and management levels, and d) Years of experience.**

##### 4.2.1.1 Gender profiles

The gender profile of the respondents who participated in the study in the Office of the Premier in Limpopo was established. The purpose hereof was to comprehend the composition of the respondents within the Office of the Premier. The composition of the profiling is mixed with both male and female participants.

**Figure 6:** Respondents gender profile

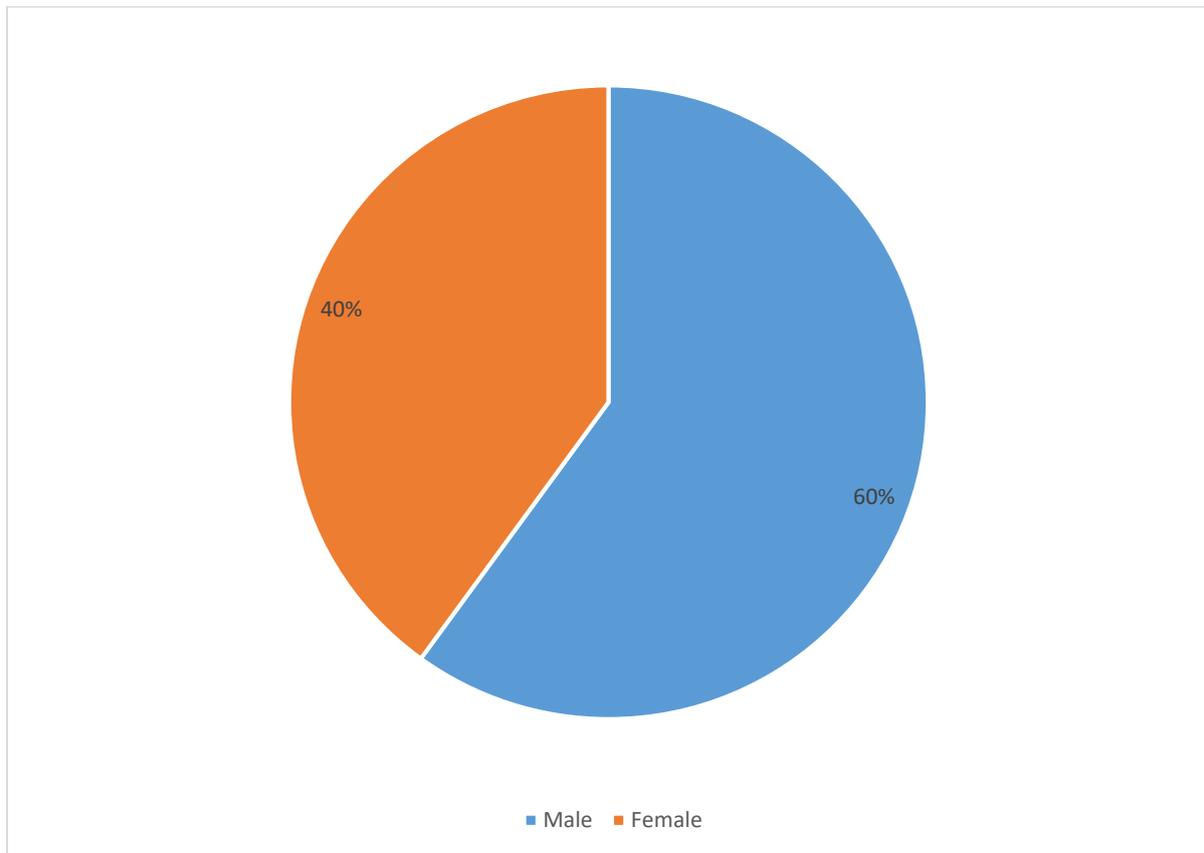


Figure 6 above illustrates the gender profile of the respondents. The research respondents comprised of 40% female and 60% male respondents as illustrated in the above figure. The purpose for probing the respondent's gender was to determine the number of participants from a gender perspective. This was essential to establish whether the respondents' views differed based on gender. This was informed by the fact that it is generally asserted that male and female employees have different attitudes, behaviour, experiences and views.

#### **4.2.1.2 Age groups**

The purpose of classifications of age groups is primarily to probe the age of respondents in this study because it is essential to analyse the respondents level of maturity. This would ensure that the age group of this research respondent is varied and complex.

**Figure 7:** Respondents age group

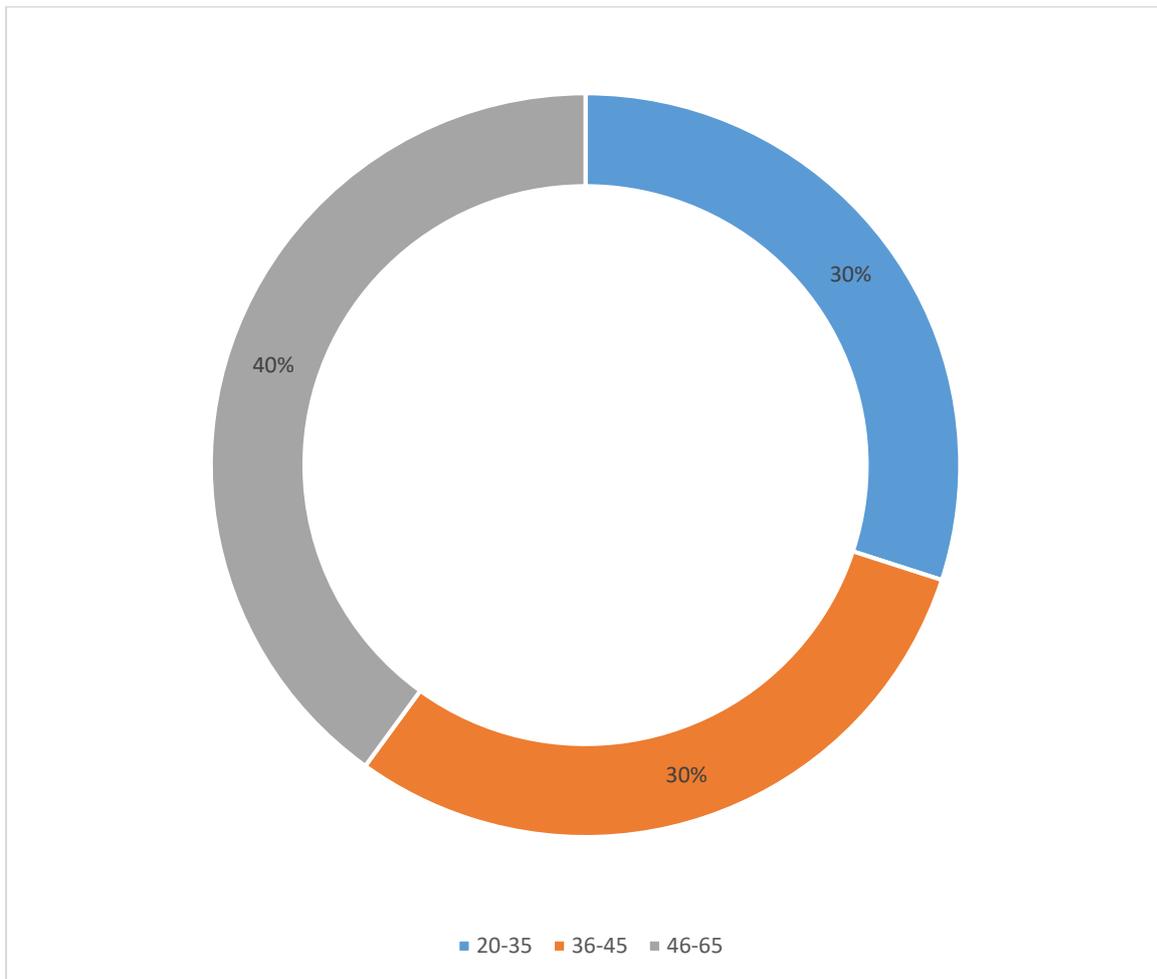


Figure 7 above illustrates the respondent's biographical information per age group. In terms of the age group, the respondents were classified into three different categories, namely: age groups between 20 and 35; 36 and 45; as well as 46 and 65 years. The research revealed that the majority (40%) of respondents are in the age groups of 46 to 65 years. An equal number (30%) of the respondents was acquired from the remaining category of age groups.

#### **4.2.1.3 Respondents salary and management levels**

The purpose of the salary and management levels component is important because the participation of employees per salary level reflects a more balanced view of the extent to which Government-wide Monitoring and Evaluation System is understood and implemented.

**Table 1: Respondents in terms of salary levels**

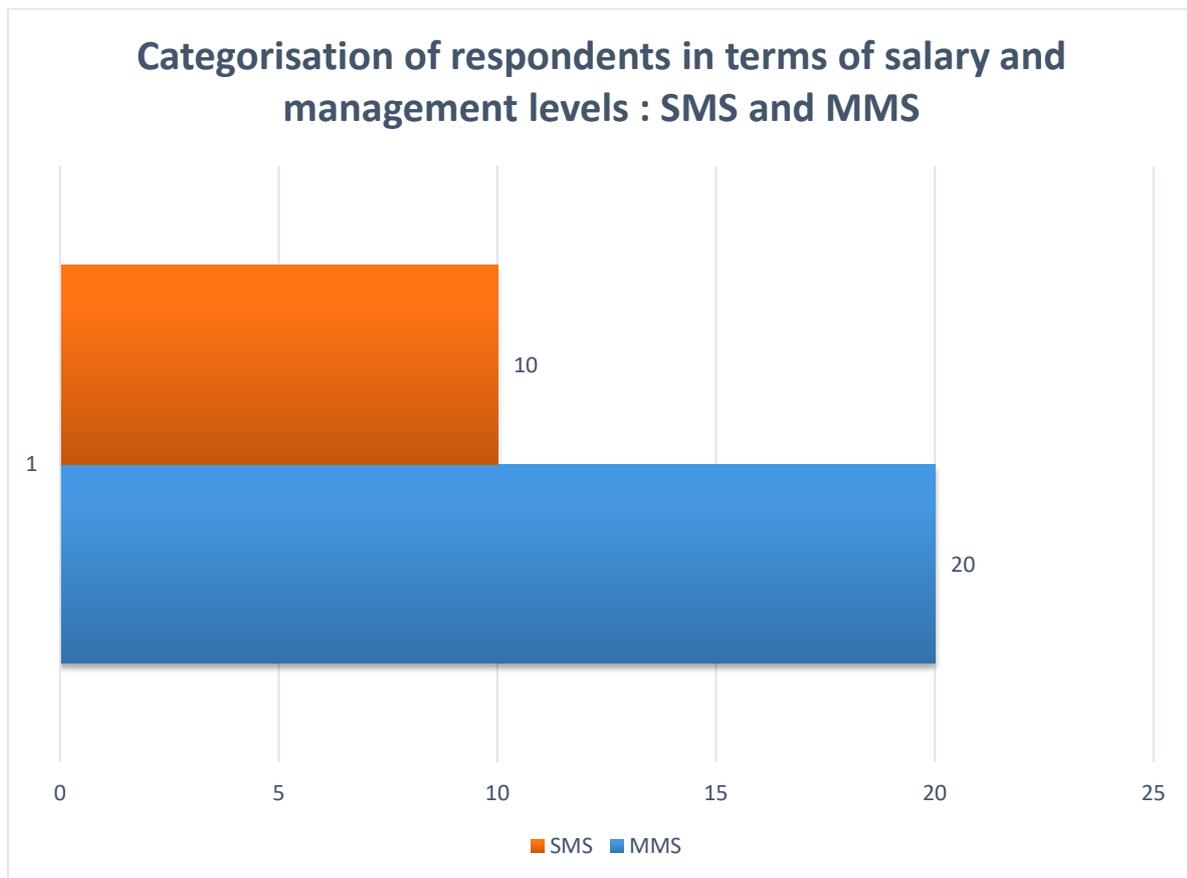


Table 1 above reflects the salary level which constituted one of the central criteria utilised to select the research respondents. This was done with the express purpose research study. For this reason, it was crucial that participation by salary level be indicated in the research findings.

#### **4.2.1.4 Years of experience**

The purpose of years of experience was to comprehend the impact of the degree of the difference in terms of knowledge acquired throughout the period of service in the Monitoring and Evaluation unit in the Office of the Premier. It was expected that such employees would provide reliable data in terms of how the Government-wide Monitoring and Evaluation System is understood, implemented and its impact on the performance of Office of the Premier in executing its mandate.

**Figure 8: Respondents years of experience**

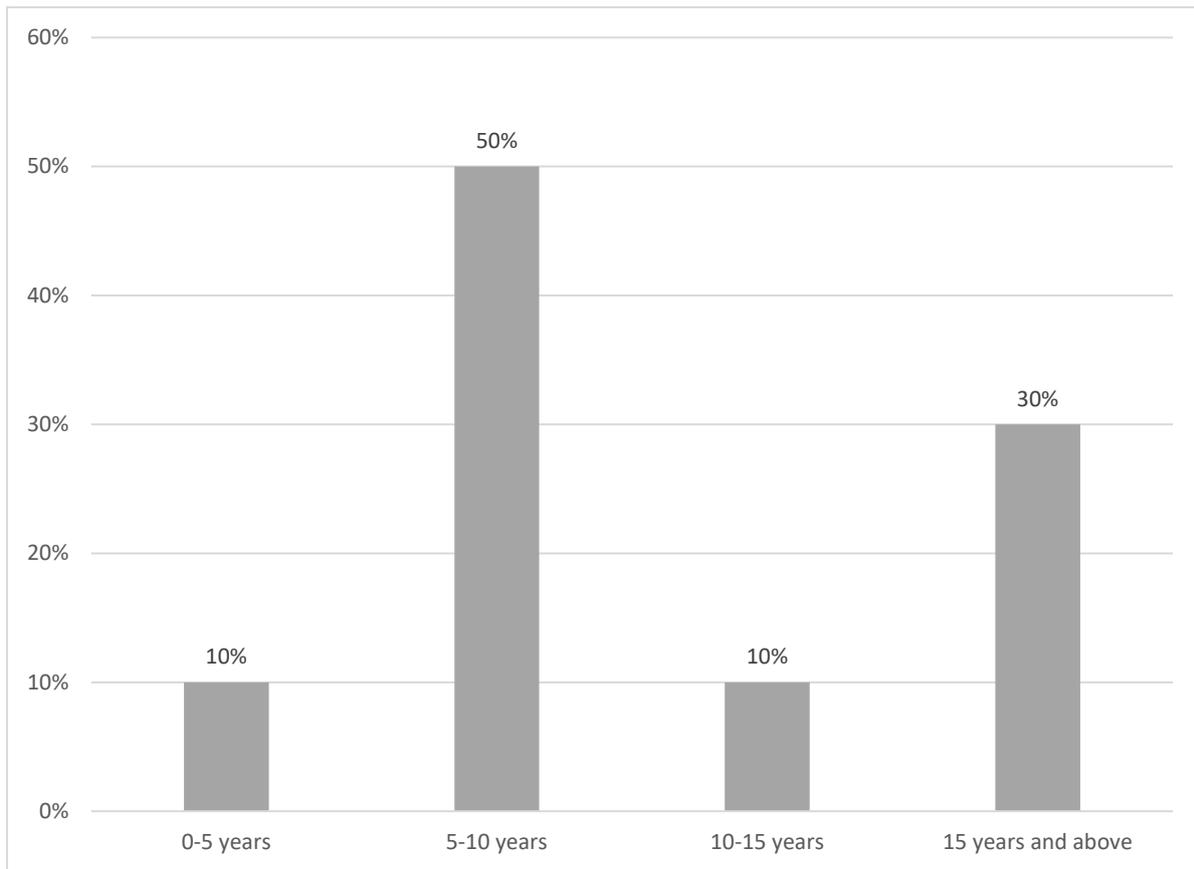


Figure 8 above illustrates that the majority (50%) of research respondents had 5 -10 years' experience in their current jobs. Only 10% have less than 5 years' experience; 10% had 10-15 years; and 30% had more than 15 years' experience in their current job.

#### **4.2.2 SECTION B: INTERVIEW QUESTIONS**

This section appraises the perceptions of the selected participants with regard to the impact of the Government-wide Monitoring and Evaluation System to enhance the Office of the Premier in Limpopo provincial government performance.

The participants were categorised based on the levels in the management echelon, MMS/SMS, in the Office of the Premier in Limpopo provincial government as follows:

**Figure 9: Respondents levels of management: SMS 1-10 and MMS 1- 20**

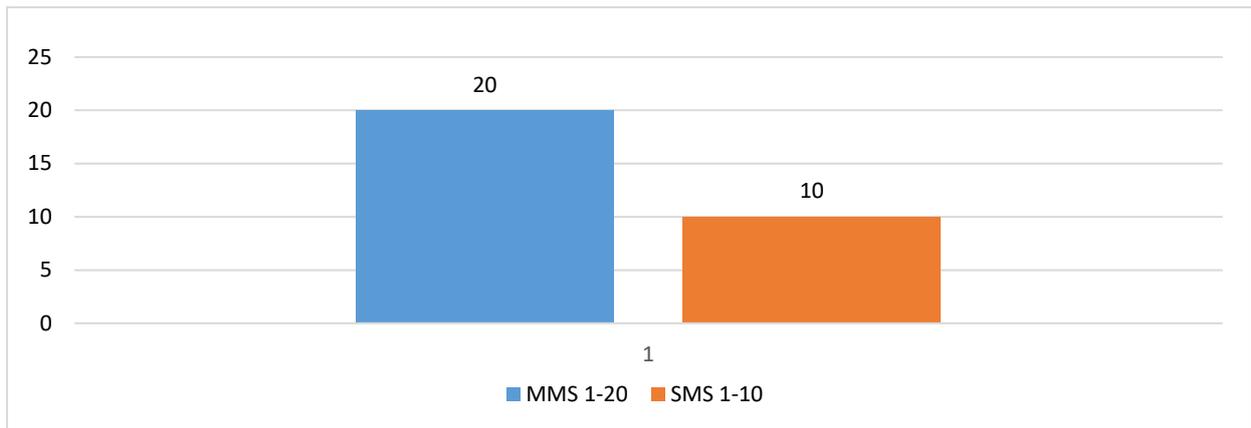


Figure 9 above illustrates that 20 members of the Middle Management Service (MMS), and 10 members of the Senior Management Service (SMS), participated in the study. They are identified as follows: **MMS 1- 20** and **SMS 1-10**.

The research findings is divided into **three themes** based on the **three objectives** of the study. These three themes were further subdivided into **sub-themes** in response to the specific questions relative to the identified objectives of the study. The said specific questions that formed the basis of these sub-themes as posed to the respondents in the attached **semi-structured interview** data collection tool.

#### **4.2.2.1      THEME 1: (RESEACRH OBJECTIVE ONE)**

##### **OVERALL PERFORMANCE OF THE OFFICE OF THE PREMIER IN RESPECT OF THE GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM**

The researcher undertook to measure, through engagement with relevant respondents, the level of the overall performance of the Office of the Premier in respect Government-wide Monitoring and Evaluation system. The responses are discussed in the sub-themes below:

##### **4.2.2.1.1      *The level of performance of the office of the premier in respect of GWM&ES***

The study intended to probe the participants' perceptions of the level of overall performance of the Office of the Premier in executing its constitutional mandate, through the Government-wide Monitoring and Evaluation System.

Figure 11 below illustrates that the majority of the respondents, whilst welcoming the initiative and efforts to implement the GWM&ES by the Office of the Premier in Limpopo provincial government, hold that much still needs to be done to achieve the intended objectives as set out in the policy framework.

**Respondent MMS 1** asserts that *‘the overall system performance is satisfactory to some extent but more work can still be done so that the system becomes more reliable and factual in order to influence policy decision making’*.

**Respondent MMS 7** contends *‘that the overall performance of the Office of the Premier in regard to the system is rather median, as inroads have only been made at provincial government level with very little impact at the local government sphere. The respondent emphatically stressed that a lot still needs to be done’*.

**Respondent SMS 3** alludes to *‘the system is performing at an average level and there is a lot of room for improvement especially in the professionalization of M&E work so that the capacity is improved’*.

**Figure 10:** OTP level of overall performance of in respect of GWM&ES

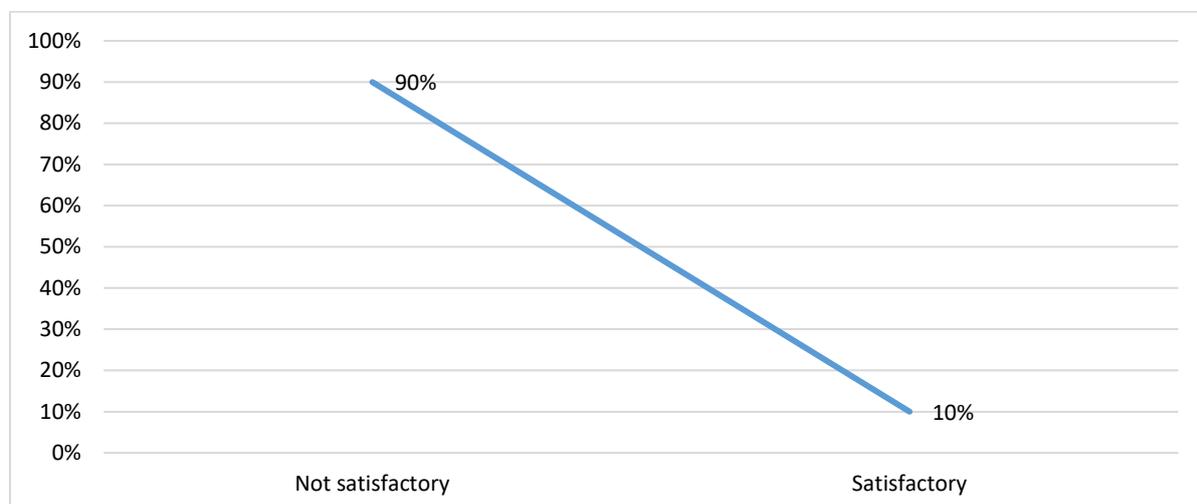


Figure 10 above illustrates that the majority of the respondents (90%) in the M&E Unit hold that GWM&ES have not brought about the required level of improvement in the Office of the Premier in terms of its performance, while 10% stated that there were significant signs of improvement.

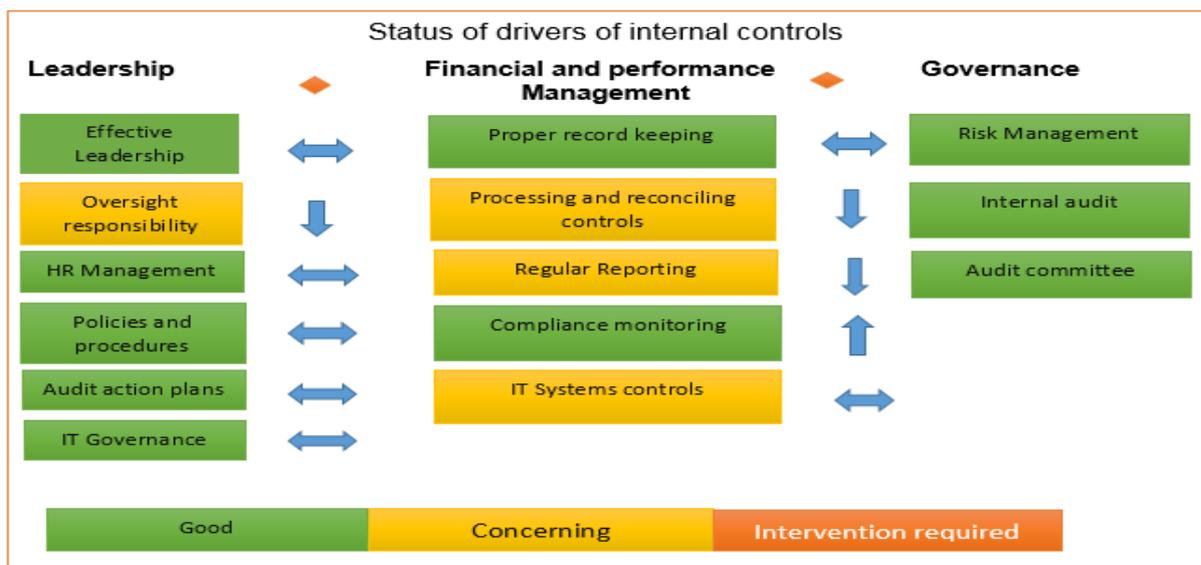
**4.2.2.1.2 Compliance with the law and legislation including the features of satisfactory performance in terms of the GWM&ES**

The objective of this question was to comprehend what constitutes satisfactory performance in terms of the attainable systems in provincial administration, especially from the compliance with the legislation governing GWM&ES.

**Respondents MMS 11, SMS 3, SMS 5 and SMS 9** accentuated ‘a dire need for leadership, performance management and proper governance’. They consider these aspects critical constituent-components and features for satisfactory performance.

In the Figure 11 below, the Auditor-General of South Africa’s report confirms the above observation of the status of how the Office of the Premier in Limpopo performed in terms of the three drivers(features) of the internal controls.

**Figure 11: Status of drivers of internal controls**



Source: AGSA 2017-18

Figure 11 (AGSA, 17-18), reveals that whilst there is commendable improvement in terms of compliance monitoring by management of the Office of the Premier during the period under review, the **oversight responsibility, IT systems and processing and reconciling controls** as well as **regular reporting** had regressed. The rest of the internal control measures had become inactive.

Furthermore, the AGSA (2015-16), reported that “as disclosed in Note 31 to the financial statements, the Office of the Premier in Limpopo incurred irregular expenditure amounting to **R3 931 000**, which includes the **R3 709 000** incurred due to the non-compliance with the Public Service Regulation chapter 1, Part VIII, F2 and Incentive Policy Framework paragraph 12 and 13.1.1.2.”

#### **4.2.2.1.3 Synergy between Monitoring & Evaluation and Planning functions in the Office of the Premier as well as the entire Limpopo provincial administration**

The objective was to probe whether there is synergy between M&E and Planning functions in the office of the Premier, and by extension the entire provincial government.

**Respondents MM 6, MM 19, MMS 20, SMS 2, SMS 7 and SMS 10** lamented extensively that *‘the separation of Monitoring and Evaluation and Planning branches/units in the Office of the Premier, each with its separate Deputy Directors General, as being largely responsible for a lack of synergy between these two functions’* which, are inextricably linked and mutually inclusive.

**Respondent SMS 7** asserts that *‘it is as a result of this lack of synergy, that it is so difficult for Monitoring and Evaluation officials to monitor, evaluate and accordingly advise of the performance indicators and targets set out in the departmental strategic plans they did not participate in drafting/developing, and this poses questions as to whether the very set targets and performance indicators are informed by concrete evidence/real baselines or are just thumb-sucked’*.

#### **4.2.2.1.4 Conformity and adherence to national policy frameworks**

The aim was to establish whether the Government-wide Monitoring and Evaluation System in the Office of the Premier had been implemented in line with the national policy frameworks such as the Incentive Policy Framework, Management Performance Assessment Tool, and other such related policies.

Although the majority of the respondents revealed the Government-wide Monitoring and Evaluation System and related systems are within the confines of the national frameworks,

they expressed concern about adherence by the Office of the Premier to the letter and spirit of some of these policy prescripts and provisions.

For example, **respondents MMS 15, SMS 4 and SMS 6** referred the researcher to the identified weaknesses in terms of management practices in the Office of the Premier reported in the MPAT results of 2017/18 financial year as illustrated in Table 2 below. The Management Performance Assessment Tool, MPAT, was officially launched in October 2011 by The Presidency, to help improve government performance through structured standards-based approach to assess management practices.

**Table 2: 2017 MPAT Results for the Office of the Premier, Limpopo**

	2015	2016	2017	Change from 16 - 17	RSA average score	Deviation from average
<b>KPA 1 (Governance and Accountability)</b>						
1.1.1 Strategic Plan						
1.1.2 Annual Performance Report (APP)						
1.1.3 Monitoring and Evaluation (M&E)						

**Source:** The Presidency: DPME

Table 2 above reveals that in terms of monitoring and evaluation outputs under key performance area of **Governance and Accountability** management practice, **KPA 1**, the Office of the Premier in Limpopo, did not provide adequate evidence to illustrate how data is collected, validated and stored. Therefore, it can be concluded that the Office had not complied with the MPAT guidelines.

The views of the respondents are also confirmed by the 2017/18 financial year AGSA **Management Letter** to the Office of the Premier in which he contended that “the management in the department, the Office of the Premier, did not have documented

policies and procedures to guide the implementation of the Incentive Policy Framework from DPSA, resulting in non-compliance with the framework which resulted in the department incurring irregular expenditure.”

#### **4.2.2.1.5      *The use of M&E data in decision-making, especially, the determination of programme targets and performance indicators***

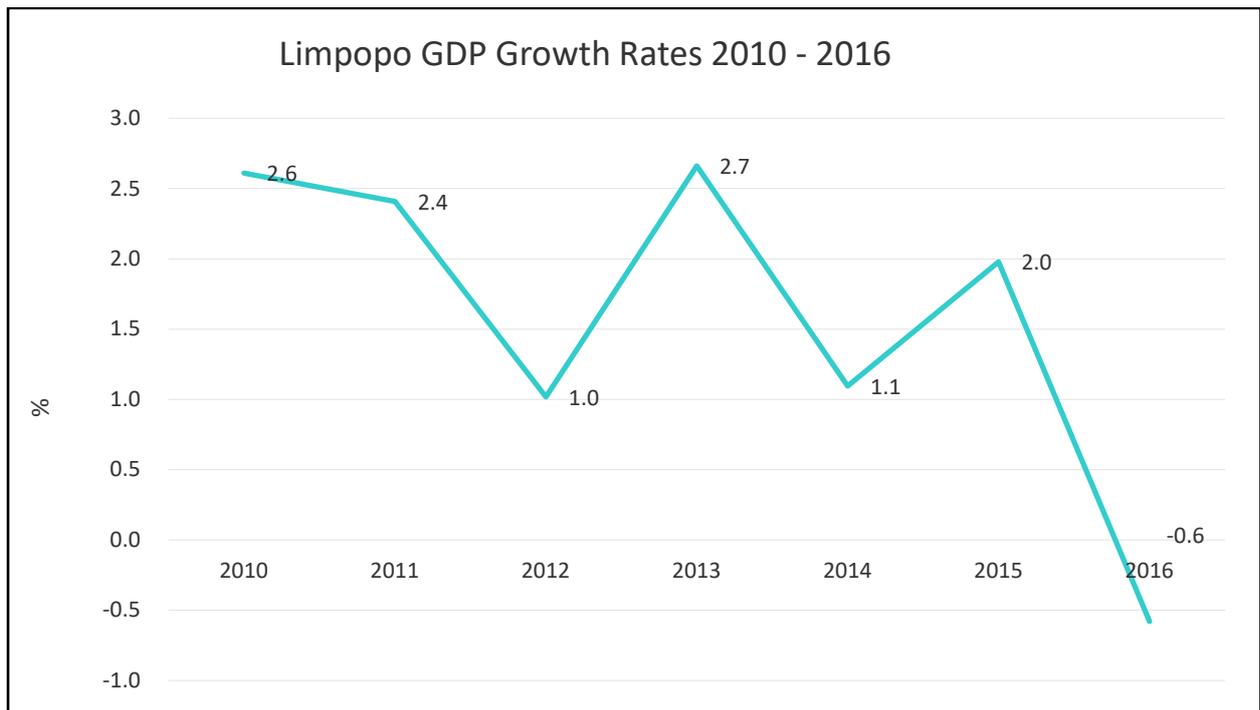
The objective of this question was to solicit the respondents’ perceptions in terms the utilisation of M&E information in decision-making, especially the determination of targets and performance indicators during the initial phases of planning, as well as the impact hereof during the implementation phase.

Several respondents, i.e. **MMS 1, MMS 4, MMS 9, MMS 12, SMS 3 and SMS 8**, approximately 15%, *‘noted the minimal use of monitoring and evaluation information in the target setting phase of the planning cycle. The respondents further put it to the researcher that this implies that the majority of targets or decisions during the initial phase of the planning cycle are often not based on the use of monitoring and evaluation information/data relevant for the determination of baselines and concomitant targets to be set in the very strategic plans and programmes of government’.*

This is further accentuated by the **respondents in MMS 15, MMS 18 and SMS 5** who contend that during the monitoring phase, they tend to *‘identify and uncover unworkable and unrealistic performance indicators for a number of set targets that are based on an apparent narrow or minimal use of M&E information’.*

As observed by these respondents, Figure 12 below clearly illustrates the lack of **evidence-based planning** in Limpopo province. It reveals that whilst the Limpopo provincial government, in particular the Department of Economic Development, Environment and Tourism had projected the provincial economic growth of 3% by 2019, it achieved less because they apparently ignored available evidence, for example, the effects of the 2008 global economic meltdown; downward spiral in the agriculture sector; and insufficient investment in the mining industry, which is contained in the 2010/16 Limpopo Provincial Treasury Economic Review Report, that suggested the contrary.

**Figure 12: GDP Growth Rate: 2010 – 2016**



**Source:** Statistics South Africa

Figure 12 above was the survey which was conducted by StatsSA, on GDP performance of Limpopo province released in 2016. It reveals that the provincial economy grew by 2.0% in 2015, and negatively contracted further in 2016. By the year 2019, it had only grown by 1% as it recovered slightly. Furthermore, the National Treasury has since projected that it will contract by no less than 2% over the next two years.

#### **4.2.2.2 THEME 2: (RESEARCH OBJECTIVE TWO)**

##### **IMPLEMENTATION OF THE GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM: PROCESSES AND PLANS**

The researcher intended to investigate, through interaction with selected participants, the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, and thereby the entire provincial administration in Limpopo province.

#### **4.2.2.2.1 The role of the office of the premier in the implementation of GWM&ES**

The objective was to establish whether the respondents clearly comprehended the role of the Office of the Premier in the implementation of GWM&ES and how it impacts on its performance as a lead-department in the provincial administration.

The Presidency, 2008, stated that “Premiers’ Offices role is to oversee the provincial Programmes of Action with cluster targets, and ensure alignment of provincial departmental plans and with the annual State of the Province address by the Premier. Some provinces (such as a Western Cape) also publish province-specific development indicators. Premiers’ Offices take the lead in ensuring well-coordinated planning cycles in their respective provinces and establishment of appropriate forums for planning and M&E.”

During the interviews, **respondents MMS 3, MMS 18 and SMS7**, revealed that *the Office of the Premier (OTP) has a legislative directive to lead, and coordinate the provincial administration. It was also indicated by the same respondents that the Office of the Premier derives its original mandates from the Constitution of the Republic of South Africa, 1996, sections 125 and 127.*

**Respondents MMS 3, MMS 18 and SMS 7**, asserted that the responsibilities of “the Office of the Premier, the centre of the provincial administration, could be summarised as follows:

- *To oversee the administration of provincial legislation and national legislation within the functional areas listed in schedule 4 or 5 and national legislation outside those listed in schedules 4 or 5 which have been assigned to the province in terms of Acts of the provincial legislature/parliament;*
- *To coordinate the preparation and initiation of provincial policy & legislation;*
- *To coordinate the functions of the provincial administration and its departments;*
- *To develop and oversee the implementation of policy and planning in the province;*
- *To manage performance of the provincial administration, monitor and evaluate service delivery and governance in the province; and*
- *To strengthen intra and intergovernmental relations as well as international relations.”*

It is in this context that **respondents MMS 8, MMS 11, MMS 16 and SMS 9** revealed that *the Office of the Premier in Limpopo has established and also convenes on a quarterly basis, a **Provincial M&E Forum**, composed of various departments in the provincial*

administration. This forum creates a platform for M&E Units to report on their work in their respective departments.

**Figure 13: The structure of Limpopo Provincial Government M&E Forum**



Figure 13 above illustrates that the Office of the Premier, as charged with the responsibility of coordinating the implementation of GWM&ES in Limpopo, is the convenor of M&E Forum composed of its M&E unit and those of the other ten line-function departments in the province.

*‘The line-function departments in this M&E Forum, contended **respondent SMS 6**, do not only to report on their work and share experiences, they also consolidate the entire Limpopo provincial government M&E work for the Office of the Premier to report to the Executive Council’.*

#### **4.2.2.2 The establishment of the M&E unit in the Office of the Premier**

The objective was to probe whether and how, since the GWM&ES Framework was announced, the Office of the Premier had established the unit responsible to execute the function.

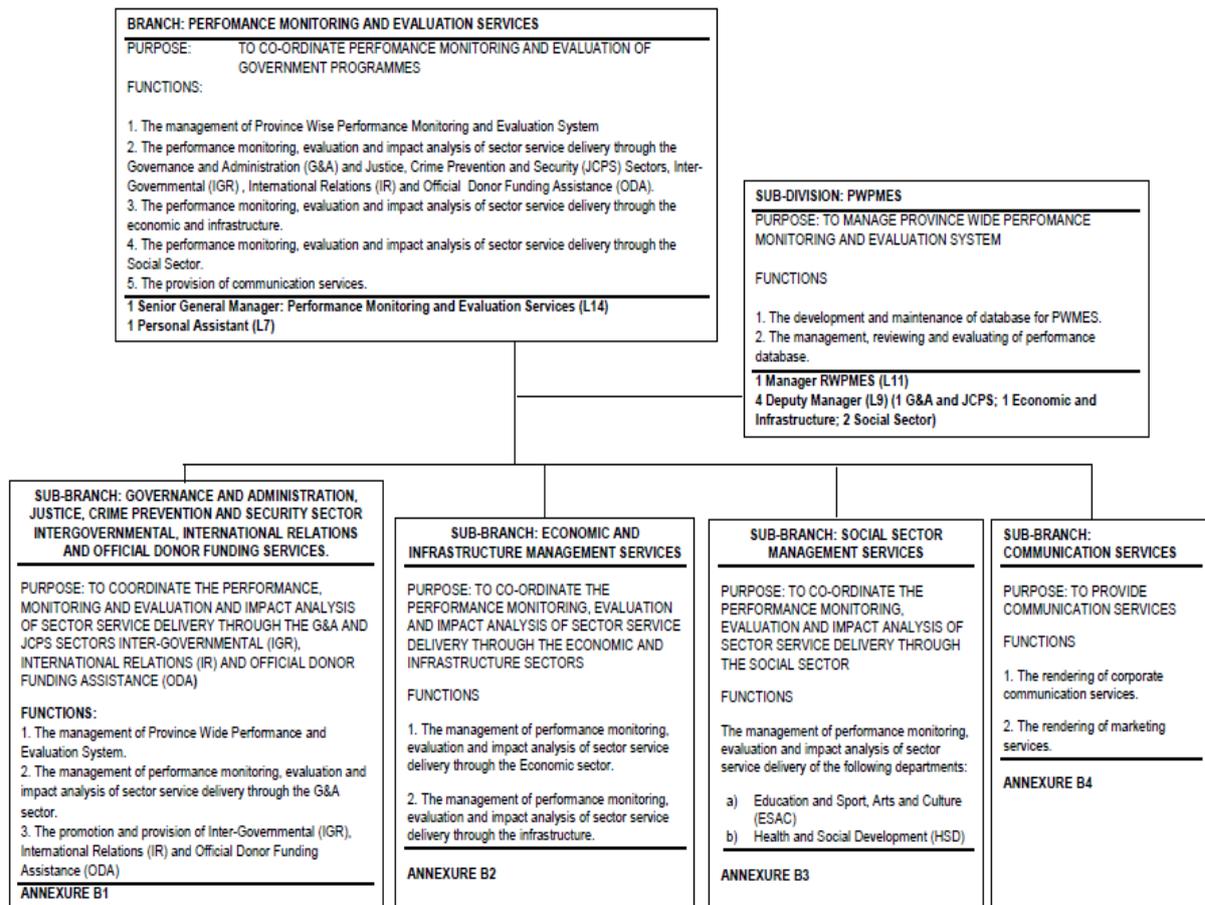
The Presidency, 2008, as confirmed during the document review of this study, asserts that the tasks and obligations for the release and functioning of the M&E system must be clearly distinguished, including reporting ways and responsibility relationships. An M&E strategy has to be implemented for the province aligned to the provincial development plan, and these should be underwritten by operational maps for monitoring and evaluation. Similarly, indicators should be determined to track progress relative to these strategies. Information sources for the indicators in question should be distinguished, and information systems developed to generate updated and reliable information. To achieve this, sound standards should be to be executed.

To this end, **respondents MMS 11, MMS 14, SMS 6, SMS 8 and SMS 9** repeated that *'the Office of the Premier has established a dedicated unit to focus on Monitoring and Evaluation as well as coordination of the entire system'*. As also shown in the **August 2010 memorandum** to the DPSA on the proposed organisational structure of Office of the Premier in Limpopo, the Performance Monitoring and Evaluation Services Branch was established to perform, amongst others, the following functions:

- The management of Province-wide Monitoring and Evaluation System.
- The performance monitoring, evaluation and impact analysis of sector service delivery through the Governance and Administration (G&A) and Justice, Crime Prevention and Security (JCPS) Sectors.
- The performance monitoring, evaluation and impact analysis of sector service delivery through the economic and infrastructure Sector.
- The performance monitoring, evaluation and impact analysis of sector service delivery through the Social Sector.

Upon approval by DPSA, a fully-fledged M&E Unit in the Office of the Premier, as confirmed by these respondents, was established in 2010. The unit/branch is structured as illustrated in the Figure 14a below.

**Figure 14a: M&E Branch in the Office of the Premier: Limpopo province**



**Source:** Office of the Premier, Limpopo

Figure 14a illustrates the organogram of the unit responsible for GWM&ES in the Office of the Premier. It is a branch led by the Deputy Director General, subdivided into clusters which coordinates M&E of the various departments of the provincial administration. These clusters, which are aligned to the EXCOs, are headed by Chief Directors and the Directors and Deputy Directors who serve below them.

#### **4.2.2.2.3 The working relationship of the Office of the Premier with the DPME**

The aim was to establish whether in the context of cooperative governance and intergovernmental relations between the provincial and national government, there was any form of working relationship between the M&E Units of these two spheres of government in the implementation of GWM&ES, especially the coordinating departments, i.e. The Presidency (DPME) and Office of the Premier.

**Respondents SMS 1 and SMS 4** revealed that *'whilst the Department of Performance Monitoring and Evaluation in The Presidency coordinates the monitoring and evaluation of the outcomes at national level, the Office of the Premier supplements the DPME at provincial level. This function in the Office of the Premier includes two aspects, i.e. monitoring the provincial and relevant local government institutions' fulfilment of their obligations, and ensuring improvements in the quality of data going into the national Programme of Action database and related such reports'*.

**Respondents MMS 8, MMS 15 and SMS 1** further alluded to the fact that *'the Office of the Premier in Limpopo, as eight others in the South Africa, through a representative of its M&E Unit, sits and participates in the quarterly meetings of the Department of Performance Monitoring and Evaluation coordinated National M&E Forum, where the M&E work of all provinces and departments is not only reported about but consolidated with a view to inform policy and decision making on the part of the political and administrative principals'*.

#### **4.2.2.2.4      *The development of M&E systems and tools in the Limpopo provincial administration***

The researcher intended to establish whether the Office of the Premier and the rest of the other provincial departments, had implemented systems and tools to execute their M&E work as part of the entire system.

All the respondents, **MMS 1 - 20 and SMS 1 - 10**, revealed that *'in line with the national frameworks governing the implementation of the Government-wide Monitoring and Evaluation System, Limpopo provincial government, led by the Office of the Premier, has put in place the following measures'*:

- The Limpopo M&E policy framework to serve as a guide for the M&E work throughout the entire administration in the province.
- The M&E Units in all departments in the province to help coordinate this work at departmental level.
- The provincial M&E Forum as a platform created for departments to share experiences, report their individual work and ensure consolidation of a single provincial M&E report for EXCO.

- The questionnaire for utilisation during the provincial front-line service delivery monitoring programme that is periodically undertaken at various institutions of government.
- The Provincial Evaluation Policy Framework and an electronic system that is yet implemented pending the IT finalization and loading of the M&E information on it.
- Though the assessment tool has since been discontinued, the Office of the Premier, has until the last leg, been part of the nationally coordinated annual MPAT assessments.
- The provincial EXCO and its Clusters create platforms for the M&E Unit to periodically report on the delivery of services conducted by government.
- The Office of the Premier Hotline has established a **Premier Hotline** to help monitor and create a platform for the citizens of the province to bring to the attention of government matters related to the delivery of services.

Furthermore, **respondent SMS 1** asserted that the *'Office of the Premier in Limpopo relies on reports from line departments to support its M&E work. Nevertheless, it does not, in general, access line-function department administrative data sets directly all the time. The other information used include: Statistics SA data, Institute of Race Relations, etc. There are also where the customer satisfaction surveys are sanctioned periodically'*. **Respondent SMS 1** further indicated that *'the Office of the Premier compiles the periodic reports on the provincial Programme of Action as outlined in the annual State of the Province Address by the Premier of the province and the Limpopo Development Plan, as well as mid-term reports. Limpopo also publishes citizens' report at the year-end'*.

#### **4.2.2.2.5 Existing inter-governmental and inter-departmental reporting lines**

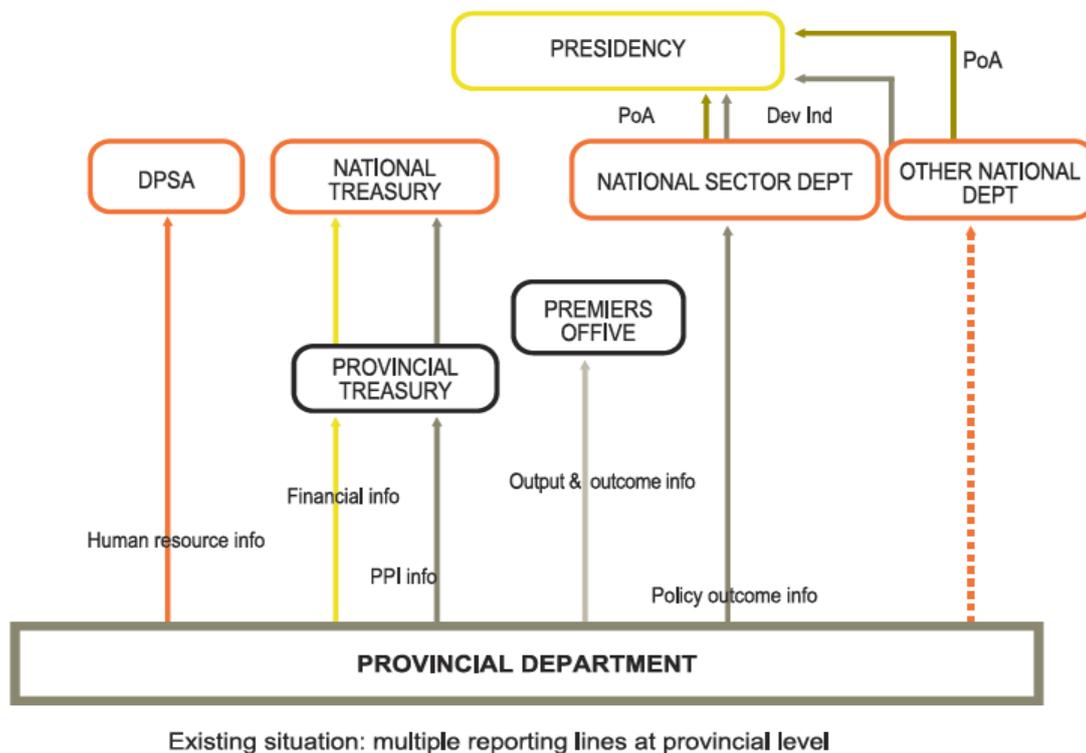
The objective was to establish the forms of relationship between the Office of the Premier and The Presidency, that is, the provincial and national government, as well the systems implemented to gather data from these spheres of government in the Government-wide Monitoring and Evaluation System, GWM&ES context, and other such related systems.

The majority of the M&E officials in the Office of the Premier in Limpopo province, including, *inter alia*, **respondents MMS 4, MMS 7, MMS 10, MMS 13, MMS 14, SMS 1 SMS 2 and SMS 9**, *'lamented the duplicate reporting places and inordinate administrative burden on*

the departments line-function departments as these affect their time to focus on their core mandates’.

**Respondent SMS 1** specifically raised a concern about ‘a situation whereby the provincial departments, more often than not, have to report virtually the identical indicators and other information to the Office of the Premier, the provincial Treasury, National Treasury, DPME, DPSA, The Presidency and the relevant concurrent function national and provincial departments as shown in Figure 15 below’.

**Figure 15:** Existing multiple reporting lines



**Source:** The Presidency, SA

Figure 15 illustrates the current reporting lines which are complex, with a just amount to parallel register the actual same data. The provincial departments are required to submit the same data to the Provincial Treasury and the Office of the Premier, including the national departments with which they have a concurrent mandate to execute as prescribed in the Constitution of South Africa, 1996. The same experience is with the Office of the Premier, Provincial Treasury and the national line-function departments which are required to report to, *inter alia*, The Presidency (DPME), the National Treasury and the Department of Public Service and Administration.

#### **4.2.2.3 THEME 3: (RESEARCH OBJECTIVE THREE)**

##### **CHALLENGES AND ENHANCEMENT MEASURES FOR THE GWM&ES ON THE PERFORMANCE OF OFFICE OF THE PREMIER**

The aim was to acquire a sense of what the respondents, and the officials in M&E Unit in the Office of the Premier consider to be the challenges and enhancement measures which should be implemented for the GWM&ES to have the requisite impact on the performance of the Office of the Premier in the execution of its constitutional mandate as a schedule 1 department in Limpopo province.

##### **4.2.2.3.1 *The challenges of the system and its impact on the performance of the Office of the Premier***

**Respondents MMS 16 and SMS 6** lamented the *'parallel and multi-pronged data gathering system/approach as being complex and tedious, thereby negatively affecting the efficiency and effectiveness of the GWM&ES to yield the required results'*.

**On M&E and GWM&ES as a strategic function in government**, respondents **MMS 1, SMS 3 and SMS 6** revealed that *'the system is still viewed as an add-on and policing function rather than a strategic function whereby service delivery and policy challenges could be enhanced'*.

**On skills and staffing**, the majority of the respondents, including but not limited to, **MMS 4, MMS10 and SMS 3** highlighted the *'lack of formal and systematic training for monitoring and evaluation, M&E, officials, as well as inadequate personnel as one of the key challenges faced by the Office of the Premier and the other provincial departments to get the system fully off the ground'*.

**On the M&E structure, coordination and implementation of GWM&ES**, **SMS 7** alluded that *'the organisational structure of the M&E Unit being linked to Executive Council Clusters is not working well as it requires that all M&E officials know and be responsible for all areas of M&E work. He also lamented the fact at political level there is also no champion for the system in Limpopo'*.

**Conception of the system and migration from manual tools to electronic version**, respondent **MMS 5** lamented that *'there is generally lack of consensus on what constitutes*

*M&E systems amongst the practitioners, and this is derailing the Office of the Premier from implementing a comprehensive system based on consensus'. Respondent MMS 5 also revealed that 'the delay in the migration of manual monitoring tools is also a cause for concern as it derails the achievement of targets set on the framework, both provincial and national'.*

#### **4.2.2.3.2 Recommendations to enhance of the Office of the Premier performance through the system, GWM&ES**

**Respondent MMS 16 and SMS 6** recommended that *'it is important that the Office of the Premier must avoid running parallel data-gathering systems. These respondents MMS 16 and SMS 6 further proposed that instead it needs to be able read the data already being made available by the institutions of government at provincial level for their purposes of their management, and focus on the review of this data'.*

**On M&E and GWM&ES as a strategic function,** respondents **MMS 1** emphatically stressed *'the need for M&E to be elevated as a strategic function not an add-on as it is the case now'.*

**On skills and staffing,** the majority of the respondents, including, *inter alia,* **MMS 4, MMS 10, and SMS 3** contended that *'there is a need for focused, structured and intensive training for M&E officials throughout the entire provincial administration, with the Office of the Premier being given the priority attention'.*

**On the M&E structure, coordination and implementation of GWM&ES,** respondent **SMS 7** impressed upon *'the need to for the M&E Unit in the Office of the Premier to be structured according to functional units as opposed to EXCO Clusters and that it must, as in all departments, be located in the Accounting Officer's office, thus HODs and the Director General. The respondent further advised that the Premier should appoint a political champion at the level of EXCO for the system, GWM&ES'.*

**Conception of the system and migration from manual tools to electronic version,** respondent **MMS 5** advised that *'an M&E strategy/system must be developed based on consensus amongst the practitioners to ensure that the understanding of the system and all associated requirements is the same throughout government. The respondent MMS 5*

*further advised that a systemic programme must be developed to migrate manual M&E tools and forms to electronic version in the light of the fourth industrial revolution demands’.*

### **4.3 FINDINGS FROM THE DOCUMENTARY REVIEW**

#### **4.3.1 *The role of Premiers’ Offices in Government-wide Monitoring and Evaluation: A Good Practice Guide***

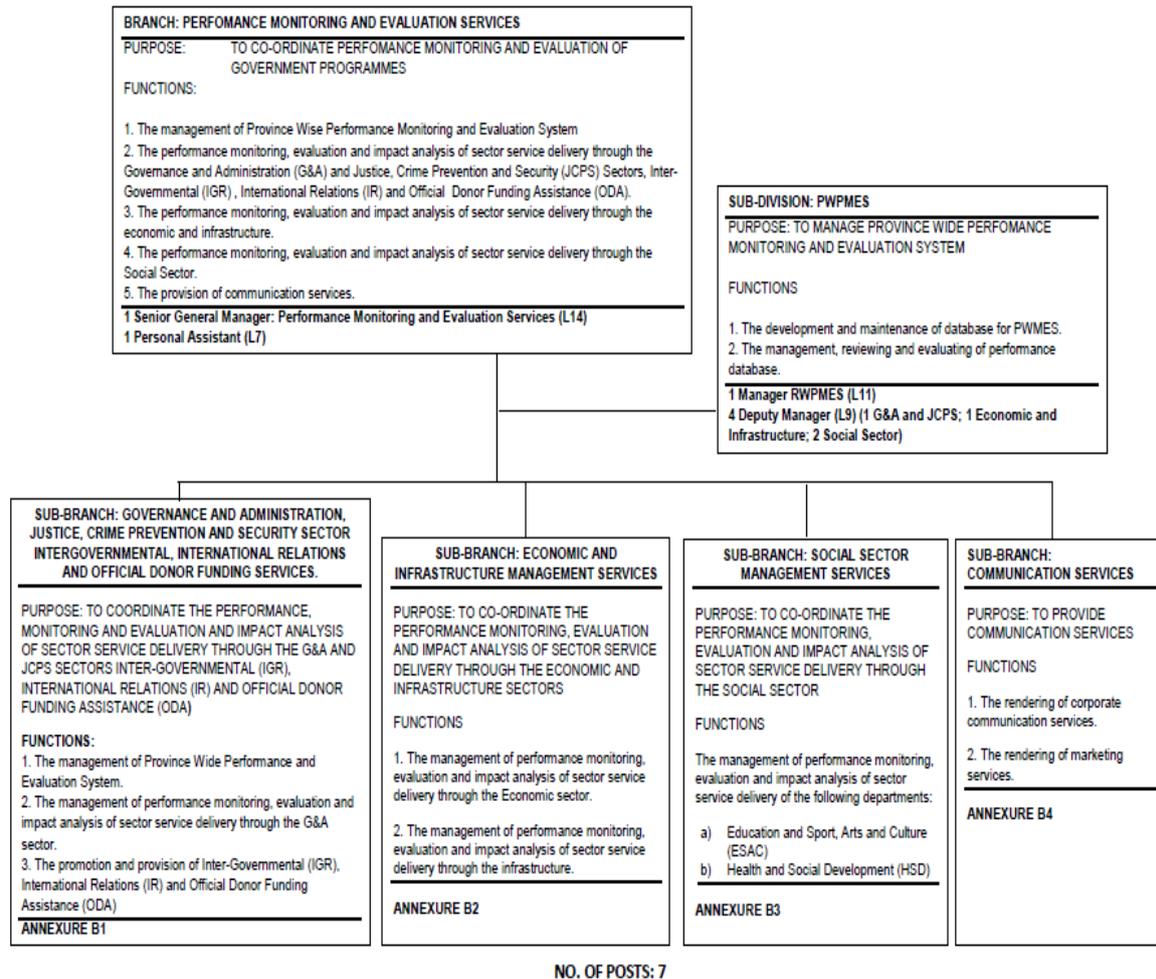
Government-Wide M & E Policy Framework (2005:10) states that “as the principals of national and provincial departments, the Presidency and Premiers’ Offices need reliable and accurate information on institutional progress and performance to guide them in developing strategies and programmes, as well as in the allocation of resources, and to prompt interventions as required. The GWM&E system should provide accurate and reliable information that allows these users to assess the impact achieved by departments and organisations and to encourage and promote policy revisions where necessary.”

According to A Good Practice Guide: DPME (2008:2), the Office of the Premier has a critical part to play in the provision of strategic guidelines as well as the coordination in the development and assessment of provincial policy, planning and administering of service delivery planning and execution in boosting provincial and national priorities, including programmes. Operative M&E could, therefore, lead towards achieving the Premier’s Office goals and objectives.

Limpopo Office of the Premier: Service Delivery Model (2010:35) highlights that the Performance Monitoring and Evaluation branch led by the Deputy Director General be established. It further stated that it must entrust primarily with the provision of advisory services and support on the Monitoring & Evaluation programmes in all departments in the provincial administration.

**Figure 16: M&E Branch in the Office of the Premier: Limpopo province**

PROPOSED ORGANISATIONAL STRUCTURE OF THE PREMIER LIMPOPO PROVINCIAL ADMINISTRATION: AUGUST 2010



**Source:** Office of the Premier: Limpopo, 2010

Figure 16 above illustrates the structure and organogram of the Monitoring and Evaluation Unit that was established in the Office of the Premier in Limpopo provincial administration in 2010.

### 4.3.2 Government-wide Monitoring and Evaluation Framework Policy

The Proposal and Implementation Plan for a Government-Wide Monitoring and Evaluation System: A publication for Programme Managers (2005:14) allude to that the GWM&E Policy Framework intended to bring about good practice in terms of M&E, and not be prescriptive. It outlined certain general over-arching principles, aims, descriptions, procedures and standards that would ensure an integration of M&E throughout the three tiers of government and other institutions of state.

In the same vein, The Proposal and Implementation Plan for a Government-Wide Monitoring and Evaluation System: A publication for Programme Managers (2005:14-15) states that the system intends to bring about better governance and enable the efficacy of public sector institutions. Its aims include the compilation, study and distribution, and application of data of the involvement and influence of programmes and plans in order to:

- ensure clearness and responsibility;
- foster service delivery enhancement;
- ensure observance of statutory and related requirements; and
- stimulate the emergence of a learning ethos in the public sector.

The Presidency (2007) alluded that “the Policy Framework has some important implications for the Premiers’ Offices. Firstly, it clarifies what an M&E system is - a monitoring and evaluation system is a set of organisational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships which enables national and provincial departments, municipalities and other institutions to discharge their M&E functions effectively. In addition to these formal managerial elements are the organisational culture, capacity and other enabling conditions which will determine whether the feedback from the M&E function influence the organisation’s decision-making, learning and service delivery.”

On the other hand, The Presidency (2007) asserts that the GWM&E system should provide periodically updated data on the progress made in executing plans (with regard to inputs, outputs and outcomes) as well as regular data on effect and outcomes. It needs to also provide helpful direction on data management.

In this context, the Limpopo provincial government, led the Office of the Premier, developed and adopted a Limpopo M&E Policy Framework in 2010 to serve as a guide for M&E across the whole administration in the province. Furthermore, this led to the establishment of M&E Units in all departments in the province to help coordinate the work at departmental level.

#### **4.3.3 Auditor-General of South Africa and Limpopo Provincial Audit Committee Reports**

The office of the Auditor-General of South Africa is established per the Constitution of 1996 as the “Supreme Audit institution of South Africa and it exists to strengthen our country’s democracy by enabling oversight, accountability in the public sector through auditing

thereby building public confidence. The institution is assigned to conduct regularity audits of national and provincial government departments, identified public entities, municipalities and municipal entities. Furthermore, AGSA conducts discretionary audits, such as performance audits, special audits and investigations. Its audit reports are made public and are tabled in Parliament, provincial legislatures and municipal councils.”

In terms of the Constitution of Republic of South Africa, 1996, the Office of the Premier and Provincial Treasury are entrusted with the joint responsibility of overseeing budget implementation by various line-function departments and, above all, ensure implementation of corrective measures recommended by the AGSA.

According to AGSA’s Citizens Report: PFMA (2018-19), the “three auditees improved and one regressed, translating into an improvement in audit outcomes. This is an encouraging trend, but more work needs to be done before we can say that the improvement in Limpopo is sustainable. To facilitate sustainable change, the lack of discipline in controls needs to be addressed and a decisive commitment must be made to effect consequences. The irregular expenditure increased to just over R2 billion as a result of widespread non-compliance with supply chain management legislation, fed by a blatant disregard for legislation and officials not being held accountable for these transgressions.” In the same report, the AGSA (2018-19:159) further asserts that compliance with laws and regulations remains a challenge. A total of 17 auditees (89%) had material non-compliance findings. The administrative leadership and senior management were slow to implement their commitments to address compliance findings, specifically those relating to material misstatements identified in the financial statements (84%), procurement and contract management (68%), and the prevention of unauthorised, irregular as well as fruitless and wasteful expenditure (63%).

On the other hand, the Limpopo Provincial Audit Committee report (2019:3) on the Office of the Premier states that a lack of observance requisite laws and regulations was identified on procurement and contract management. The Audit Committee proposed development and execution of a viable compliance management system manage matters of non-adherence and monitor observance to laws and regulations on a regular basis.

#### **4.3.4 Limpopo Development Plan, LDP, Review Reports**

The Limpopo Development Plan is a 5-year overarching growth and development plan that outlines the contribution of the province to the National Development Plan Vision 2030 imperatives and execution of the 5-year NDP implementation Plan and Medium-Term Strategic Framework (MTSF) priorities and targets of the current Term of Administration.

The LDP is designed to marshal resources from all sectors, both public and private, towards addressing economic growth and integrated development in Limpopo. It thus creates a platform for the constructive and active participation of the private sector, civil society and organized labour towards the achievement of the provincial growth and development objectives to promote higher standards of living for citizens of Limpopo.

The Limpopo Development Plan seeks to ensure that government resources, efforts and energy are channelled towards creating an enabling environment, as well as offer opportunities to the people of Limpopo Province to be active beneficiaries of sustainable growth and development, which is able to improve their quality of life.

Limpopo Provincial Government adopted the Limpopo Development Plan (2015-2020), as a 5-year plan, to serve as a guide and to inform integrated planning, resource allocation and service delivery. The plan comprises of the eleven (11) primary development targets, namely: "Limpopo's Growth Trajectory Scenario at 3% by 2019/20, an increase of Matric pass rate from 72% in 2013 to beyond 80% in 2019/20, the creation of 429 000 jobs by 2019/20, the reduction of official unemployment rate from 16.9% in 2014 to 14% by 2019/20, an improve of access to basic services (water) from 83% in 2014 to 90% by 2019/20, and improvement of access to electricity supply from 83% in 2014 to 90% by 2019/20, and improvement of access to sanitation from 43% in 2014 to 50% by 2019/20, the reduction of HIV Incidence by (50%) by 2019/20, an increase of Life Expectancy M = 58.3, F= 62.5 in 2014 to M= 60, F= 65 by 2019/20, the reduction of inequality (Gini-Coefficient) from 0.61 in 2014 to 0.50 by 2019/20, and above all, an increase in the GGP contribution to national economy from the current 7.1% by 2019/20."

Nevertheless, the LDP review report (2020:17) revealed as per Figure 17 below, that five (5) of the eleven (11) targets were achieved.

**Figure 17: Performance in terms of the 11 Limpopo Development Plan targets**

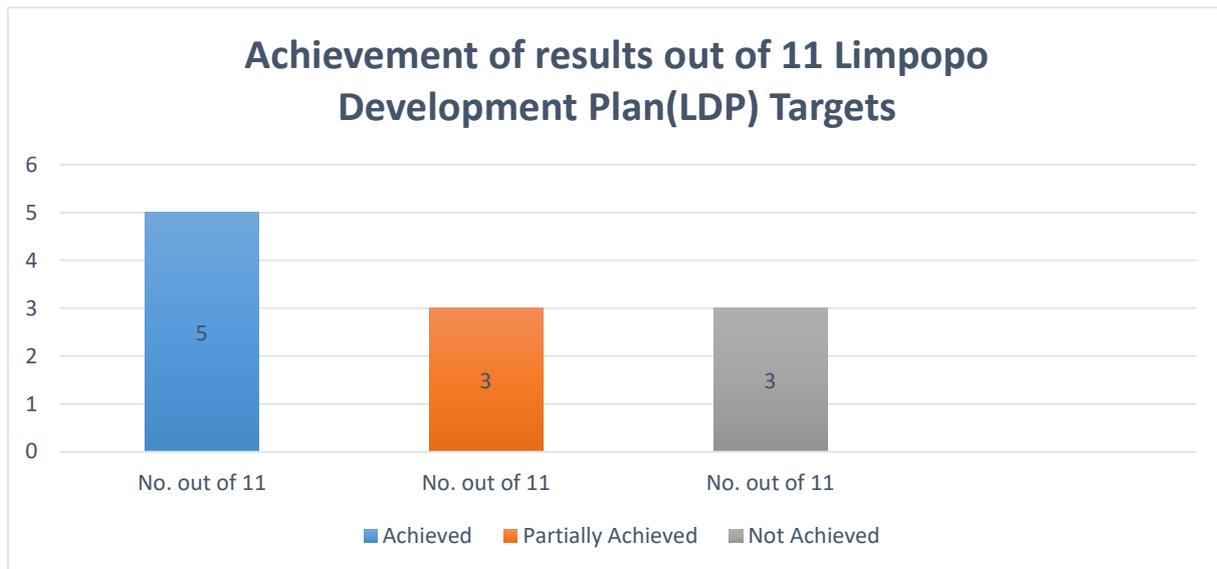


Figure 17 above confirms that of eleven Limpopo Development Plan targets only five were achieved. There is partial achievement of three, whereas three had not been achieved at all. The five which reflects partial achievement include:

- Creation of 429 000 jobs, 448 000/309 000 were created by 2019.
- Provision of sanitation from 43% to 50%, although the target on sanitation was overachieved (54%), the province started from the low baseline compared to the national average.
- Improved life expectancy for males to 60 years and females to 65 years. Life expectancy for males remained at 59 years by 2019 and female expectancy improved to 65 years.
- Improve access to electricity supply from 83% in 2014 to 90% by 2019/20 (92.9%).
- Reduce HIV incidence by 50% by 2019/20 (51%).

The same review report further revealed that the following three (3) targets were achieved partially:

- Gross Domestic Product growth rate of 3% per annum, an average of 1.2% was registered over the period.
- Reduction of income inequality from 0.61 to 0.50, marginal reduction to 0.57.
- GGP contribution to the national economy from 7.1% to 8%, the GGP remained at 7.2%.

The report again underscored that the following three (3) targets were not achieved or regression was registered, namely:

- Increase in matric pass rate from 72.9% to 80%. The province registered improvements from 2018 and reached 73.4% in 2019.
- Reduction of unemployment from 16.5% to 14%. Unemployment rate per annum increased to 23.1% during the fourth quarter of 2019.
- Improve access to basic services (water) from 83% in 2014 to 90% by 2019/20. The province regressed to 74.1% according to the 2019 General Household Survey.

#### **4.4 CONCLUSION**

This chapter analysed and interpreted the data provided through questionnaires and document review in respect of the impact of the Government-wide Monitoring and Evaluation System on performance in the Office of the Premier in Limpopo province.

Whilst the next chapter will expound specifically on the conclusion and recommendations, it could, nevertheless, be argued, based on the thrust of the research findings, both from the respondents and reviewed documents that for the Office of the Premier, which is the centre of the provincial administration to succeed in ensuring requisite changes and the necessary improvement in planning in terms of policy, budgeting and overall decision-making in government is evidence-based, there must, amongst other, appropriate institutional arrangements must be implemented at all levels of government in Limpopo, that is, provincial and local.

In the same vein, there must be conscious efforts by the administrative and political decision-makers in government to integrate all systems into one, that is, a Government-wide Monitoring and Evaluation System, so that there is maximum synergy, especially during the planning and implementation regime. This must include policy formulation and advocacy.

Furthermore, a clear-cut comprehension of GWM&ES by planning, monitoring and evaluation officials throughout government revealed that it is a critical success factor for the thorough implementation of this system.

A consistent, regular and sustainable capacity building for officials would go a long way towards enhancing the system, and thereby enable it to have a requisite impact on improving the capacity of the Office of the Premier in executing its constitutional mandate. In this regard, a workable and coherent training plan for these officials is required to achieve the desired outcomes.

## **CHAPTER 5: CONCLUSION AND RECOMMENDATIONS**

### **5.1 INTRODUCTION**

As indicated in the main objective statement of this study in Chapter 1, the qualitative research method, as outlined in Chapter 3, intended to investigate the impact of the Government-wide Monitoring and Evaluation System towards enhancing the performance of the Office of the Premier in Limpopo provincial government. Furthermore, the study sought to measure the Office of the Premier level of overall performance in respect of the Government-wide Monitoring and Evaluation System; investigate the implementation of the system in the office/department; by extension the entire provincial administration, and, more importantly, recommend appropriate strategies and/or measures to improve the implementation of the very system, GWM&ES.

This chapter, therefore, concludes in respect of the above and provides recommendations based on the research findings and analysis as reported in Chapter 4 as well as the literature review conducted in Chapter 2 of this study, namely: Government-wide Monitoring and Evaluation System since its introduction and its concomitant impact on the efficiency and effectiveness of the government to execute its mandate.

The chapter also expounds upon the main challenges of GWM&ES; provides recommendations of how this system could become a critical game changer to enhance the performance of the Office of the Premier in Limpopo; a conclusion to highlight the inferences drawn by the researcher; and critical areas for consideration in terms of further studies necessary to pursue this system and its implications on governance.

### **5.2 SUMMARY OF FINDINGS**

Based on the views of the respondents as reported in Chapter 4 of this study, there is an overwhelming lack of an established monitoring and evaluation culture in the Limpopo provincial government. This is also worsened by the perception that M&E is an add-on as well as policing and controlling function as opposed to a continuous improvement and strategic function.

The popular and widely-held view that monitoring is an activity executed by the monitors who monitor and oversee the work of other officials in government, and the minimal

acknowledgement of the significance of M&E officials themselves monitoring and evaluating their own work, is among the impediments towards the success of the system.

Critical leadership factors such as taking responsibility and accountability by the entire provincial administration, the Office of the Premier in particular, is undermined by what the respondents consider the lack of practice of juxtaposing and creating a balance between internal and external monitoring. Whilst external monitoring is important, it cannot be accentuated at the expense of internal monitoring as argued by the majority of the respondents. The two management functions must be balanced to ensure enhanced performance through the system.

On the other hand, the respondents highlighted that there is a tendency by the Office of the Premier, let alone the entire provincial administration, of underscoring compliance with legislation and in the process focus less on the outputs and outcomes, that is, evaluation. The majority of the respondents accentuated that this results in a limited or total neglect of evaluation followed by a lack of or minimal evidence-based planning. This negates the overall thrust of Government-wide Monitoring and Evaluation System.

The other major challenge identified by the respondents is that the M&E practitioners in the main, includes, *inter alia*, poor quality data and information technology systems to support M&E work in the Office of the Premier. This, more often than not, as asserted to by the respondents, leads to weak alignment of M&E work to policy priorities, planning and budgeting in the provincial government.

### **5.3 OVER-ARCHING CHALLENGES**

In keeping with the observation of the respondents, the primary challenge relates to the fact that Limpopo provincial government, the Office of the Premier particular, is yet to comprehend and integrate the system fully within its planning processes and, above all, implement the required institutional arrangements and/or mechanisms so that there is a visible impact and enhancement of its planning regime and service delivery capacity. Although work has since begun in this regard, an inadequate institutional merger of the M&E and Planning branches in the Office of the Premier in Limpopo provincial government remains a constraint. Consequently, the full realisation of the significant impact the Government-wide Monitoring and Evaluation System could have on its performance in executing its constitutional mandate is impeded.

## 5.4 RECOMMENDATIONS

Kusek and Rist (2004) assert that “the only way departments can measure progress and demonstrate their true results and ensure improvements is through the utilization of the M&E systems.”

The Presidency (2008) contends that the Premiers’ Offices plays a central role in providing coherent leadership and coordination at strategic level in terms of provincial policy development and assessment. This also includes such critical areas as planning and overseeing service delivery in support of the provincial and national priorities and plans.

In the same vein, the Presidency (2008) indicates that “the second major theme of the GWM&E Policy Framework is that M&E should be integrated with other management processes within the public institution: policy making, strategic and operational planning, budgeting, in-year and annual reporting. M&E findings should result in critical reflection on performance, learning, evidenced-based policy refinement and other forms of decision-making and appropriate managerial action.”

Therefore, it is in this context that the Government-wide Monitoring and Evaluation System, as a **system of systems**, should be comprehended, adopted and implemented fully in the entire Limpopo provincial administration, led by the Office of the Premier.

Amongst the key things that should be implemented is to ensure that a coherent and workable mechanism is established for proper and regular feedback and sourced from the line-function departments and other institutions of government in the province to strengthen and enhance evidence-based planning, policy development, policy formulation and budgeting. To that effect, an electronic M&E system should be implemented as a matter of extreme urgency.

## 5.5 LIMITATIONS OF THE STUDY

The study, and in particular the interviews focused largely on Monitoring and Evaluation practitioners in the Office of the Premier, excluding other government officials in this office, due to scope of the study. Although this exclusion might have impeded significant findings that could have led to the enhancement of monitoring and evaluation practices in this department, the study at this level advise against the inclusion of a larger population group. It does, however, lay a relatively firm foundation for longitudinal research searches.

In terms of the sampling procedure, there could be limitations which have been accepted. The views and opinions expressed by the various respondents may not be representative of all persons within the entire Monitoring and Evaluation sector. The expert cases may also not be representative of their sectors. Therefore, the findings may not be generalised.

With regard to the semi-structured interview procedure, another limitation pertains to the adopted method to record the respondents. Certain respondents did not feel at ease when electronic voice recording systems were utilised during the interview process. Therefore, detailed field notes was the preferred option which could have resulted in certain quotes being missed in the process or misrepresentation thereof. However, a research assistant was appointed to assist with the taking of field notes. These notes were compared with the researchers notes.

## **5.6 CONCLUSION**

It can be concluded that the Government-wide Monitoring and Evaluation system is a necessity and therefore, crucial to strengthen governance. If implemented fully, it will undoubtedly go a long way towards enhancing transparency, stimulate accountability interactions, and above all, foster a performance ethos within institutions of the state to boost enhanced policy development, resource allocation, and overall control.

## **5.7 RECOMMENDATIONS FOR FURTHER STUDY**

Following the afore-mentioned findings and subsequent analysis thereof, further studies need to be conducted in the following areas:

- The constraints of government and its institutions in successfully implementing the Government-wide Monitoring and Evaluation System as conceptualized by The Presidency.
- The inclusion of the Government-wide Monitoring and Evaluation System into the Performance Management System and the impact thereof on public sector employees in the highest echelons as the outset, and gradually the remaining employees.

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**INTERVIEW GUIDE - SEMI STRUCTURED INTERVIEW**

<p><b>Name of Interviewee:</b> _____</p>
<p><b>Date of Interview:</b> _____</p>
<p><b>Contact Number:</b> _____</p>
<p><b>Email:</b> _____</p>

*Dear Participant,*

*My name is Mpyatshweu Samuel Nchabeleng, an MPAM student at Turfloop Graduate School of Leadership (TGSL), University of Limpopo.*

*I am carrying out a study on the Government-wide Monitoring and Evaluation System as implemented in the Office of the Premier, in the Limpopo Province.*

*The purpose of this interview is to obtain information from officials involved with this System in the Office of the Premier.*

*The responses from all respondents will be treated as confidential. The responses will enable the researcher to make informal analysis, conclusions and recommendations which will help the Office of the Premier to improve on the implementation the System.*

**NOTE:** *In the event where you consider the questions to be in any way inappropriate or of a prejudiced nature, you are entitled to refrain from proffering a response or to discontinue the interview.*

*You will be requested to fill consent forms (attached):*

- **Informed Consent Form**
- **Final Consent Form**

**The interview guide is divided into two sections:**

**Section A:** *Biographical Information; and*

**Section B:** *Questions as per the objectives of the study as well as additional pertinent aspects relating to the Government-wide Monitoring and Evaluation System*

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**SECTION A: Biographical information – indicate with a ✓ where applicable**

**1. Gender:**

Male		Female	
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**2. Age Range:**

20-35		36-45		46-65	
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**3. Position in the institution**

MMS		(SMS)	
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**4. Number of years in the institution: \_\_\_\_\_**

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## **SECTION B**

### **B.1. The interviewer will relay the following information to the interviewee:**

#### **1. Title of the research project:**

*THE IMPACT OF THE GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM ON PERFORMANCE IN THE OFFICE OF THE PREMIER, LIMPOPO PROVINCE, SOUTH AFRICA*

#### **2. Key Words – Interviewer to explain the key words to the interviewee**

- Impact
- Government-wide Monitoring and Evaluation System
- Performance
- Office of the Premier

#### **3. Problem Statement**

*The main problem is that as the Auditor General asserts, the targets, inputs, indicators, outputs and outcomes in the plans of government for service delivery and development are not informed by concrete evidence and clear baselines.*

*There is a disjuncture between monitoring and evaluation and planning in government and this finds expression in the performance assessments reports of the Office of the Premier in Limpopo over the past five years.*

*The reports, Management Performance Assessment Tool, MPAT and audit findings of the Auditor General, reflect an inefficient and ineffective development and implementation of plans of government, including overall management.*

#### **4. Research Objectives**

*The objectives of the study serve to guide the research and are therefore resented as follows:*

- To measure the level of the overall performance of the Office of the Premier in respect of the Government-wide Monitoring and Evaluation System,

- To investigate the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier; and
  - To recommend the appropriate strategies to improve the implementation of the Government-wide Monitoring and Evaluation System.
- 

### ***B.2. Interview Questions***

1. What is your understanding of the Government-wide Monitoring and Evaluation System?

Explain:

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2. Why is this system being implemented in the Office of the Premier?

Explain:

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3. What, if any, are your responsibilities with regards to the implementation of the system?

Explain:

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4. What exactly is your responsibility in the Office of the Premier relating to the System?

Explain:

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---

5. Describe your involvement in the Government-wide Monitoring and Evaluation System.

Explain:

---

---

6. Have you received training on the System?

Explain:

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---

7. How long have you been involved in the Government-wide Monitoring and Evaluation System?

Explain:

---

---

8. Have you been involved with the system prior to joining the Office of the Premier?

Explain:

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9. What systems/procedures have been put in place to support the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier?

Explain:

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10. Is there synergy between the System and other governance systems in the Office of the Premier?

Explain:

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---

11. What is the level of the overall performance of the Office of the Premier in respect of the Government-wide Monitoring and Evaluation System?

Explain:

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12. Is the GWM&ES in the Office of the Premier implemented in line the national framework?

Explain?

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13. What, in your view, constitutes satisfactory performance in terms of the System?

Explain:

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14. What do you view as the challenges associated with the implementation of the System?

Explain:

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15. What should be done to improve the implementation of the Government-wide Monitoring and Evaluation System?

Explain:

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**Additional Notes:**

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***INFORMED CONSENT FORM: To be filled by the interviewee prior to the interview(s)***

***THE IMPACT OF THE GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM ON PERFORMANCE IN THE OFFICE OF THE PREMIER, LIMPOPO PROVINCE, SOUTH AFRICA***

***Declaration***

I, \_\_\_\_\_,  
agree to be interviewed for this research project, which is being produced by Mpyatshweu Samuel Nchabeleng as a student at the University of Limpopo.

*I certify that I have been duly informed of the confidentiality of information collected for this research project and the anonymity of my participation; that I have been given satisfactory answers to any inquiries concerning project procedures and other matters; and that I have been advised that I am free to withdraw my consent and to discontinue participation in this research project or activity at any time without prejudice.*

*I agree to participate in one or more interviews for this project. I understand that such interviews and related materials will be kept completely anonymous, and that the results of this study may be published in different forms of academic publication(s).*

*I agree that any information obtained from this research may be used in any way considered best for this study.*

Signature of Interviewee: \_\_\_\_\_

Date: \_\_\_\_\_

***FINAL CONSENT FORM : To be approved and signed by the interviewee and the interviewer prior to publication of the material derived from the interview(s).***

***Project Title:***

***THE IMPACT OF THE GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM ON PERFORMANCE IN THE OFFICE OF THE PREMIER, LIMPOPO PROVINCE, SOUTH AFRICA***

*Dear Participant:*

*This form provides us with final authorization to use material from your interview in this research project or any subsequent publication, which may emanate from this research, e.g. articles or conference papers.*

*You may grant use rights for this “as is,” or with the modifications you specify, if any. See “Conditions” at the bottom of the form*

*I, \_\_\_\_\_, hereby grant the right to use information from recordings and or notes taken in interviews of me, to Mpyatshweu Samuel Nchabeleng as a student at the University of Limpopo, and as presented to me as a draft copy.*

*I understand that the interview records will be kept by the interviewer and the project, and that the information contained in the interviews may be used in materials to be made available to the general public.*

*\_\_\_\_\_ By initialling here, I also agree to be identified by name in the project and related materials.*

*\_\_\_\_\_ By initialling here, I decline to be identified by name in the project and related materials but I do consent to the material provided may be used.*

**The following conditions limit the release of information, as agreed between the interviewer and the interviewee:**

*\_\_\_\_\_ None needed (initial)*

*\_\_\_\_\_ Material may be released once corrections I specified have been made (initial)*

\_\_\_\_\_ (initial) Material may be released once it has been edited by a third party namely  
(please specify), \_\_\_\_\_

Signature of Interviewee:

\_\_\_\_\_

Date:

\_\_\_\_\_

Signature of Interviewer:

\_\_\_\_\_

Date:



University of Limpopo  
Faculty of Management and Law  
OFFICE OF THE EXECUTIVE DEAN  
Private Bag X1106, Sovenga, 0727, South Africa  
Tel: (015) 268 2558, Fax: (015) 268 2873, Email: [frikkie.ponelis@ul.ac.za](mailto:frikkie.ponelis@ul.ac.za)

10 December 2018

Nchabeleng M.S (9640836)  
TURFLOOP GRADUATE SCHOOL OF LEADERSHIP  
Master of Public Administration and Management

Dear Nchabeleng M.S,

**FACULTY APPROVAL OF PROPOSAL**

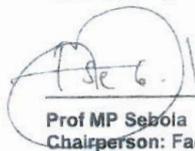
I have pleasure in informing you that your Masters proposal served at the Faculty Higher Degrees Committee meeting on **06 November 2018** and your title was approved as follows:

*"The impact of the Government-wide monitoring and evaluation system on performance in the Office of the Premier, Limpopo Province, South Africa".*

Note the following: The study

Ethical Clearance	Tick One
Requires no ethical clearance Proceed with the study	
Requires ethical clearance (Human) (TREC) (apply online) Proceed with the study only after receipt of ethical clearance certificate	✓
Requires ethical clearance (Animal) (AREC) Proceed with the study only after receipt of ethical clearance certificate	

Yours faithfully,

 11/12/18

**Prof MP Sebola**  
Chairperson: Faculty Higher Degrees Committee  
CC: Prof E van Rooyen, Supervisor, Dr E Zwane, Acting Programme Manager and Prof MX Lethoko,  
Acting Director of School.



**University of Limpopo**  
Department of Research Administration and Development  
Private Bag X1106, Sovenga, 0727, South Africa  
Tel: (015) 268 3935, Fax: (015) 268 2306, Email: anastasia.ngobe@ul.ac.za

**TURFLOOP RESEARCH ETHICS COMMITTEE**  
**ETHICS CLEARANCE CERTIFICATE**

**MEETING:** 14 May 2019

**PROJECT NUMBER:** TREC/100/2019: PG

**PROJECT:**

**Title:** The Impact of the Government-Wide Monitoring and Evaluation System On Performance in The Office of the Premier, Limpopo Province, South Africa.

**Researcher:** MS Nchabeleng  
**Supervisor:** Prof EJ Van Rooyen  
**Co-Supervisor/s:** N/A  
**School:** Turfloop Graduate School of Leadership  
**Degree:** Master of Public Administration and Management

**PROF P MASOKO**  
**CHAIRPERSON: TURFLOOP RESEARCH ETHICS COMMITTEE**

The Turfloop Research Ethics Committee (TREC) is registered with the National Health Research Ethics Council, Registration Number: REC-0310111-031

**Note:**

- i) This Ethics Clearance Certificate will be valid for one (1) year, as from the abovementioned date. Application for annual renewal (or annual review) need to be received by TREC one month before lapse of this period.
- ii) Should any departure be contemplated from the research procedure as approved, the researcher(s) must re-submit the protocol to the committee, together with the Application for Amendment form.
- iii) PLEASE QUOTE THE PROTOCOL NUMBER IN ALL ENQUIRIES.

Annexure D1



University of Limpopo  
Turfloop Graduate School of Leadership  
P O Box 756, Fauna Park, 0787  
Tel: (015) 268 4179, Email: [nthabiseng.letsebe@ul.ac.za](mailto:nthabiseng.letsebe@ul.ac.za)

**MEMORANDUM**

**To** : To Whom It May Concern

**From** : Dr. EJ van Rooyen  
Supervisor

**Date** : 30 May 2019

**Subject** : **Request for Permission to Conduct Research Study**

---

Dear Sir/Madam,

This is to confirm that student Nchabeleng MS (9640836) is an MPAM registered student for 2018, and the title of his study is "The impact of the Government-wide Monitoring and Evaluation System on Performance in the Office of the Premier, Limpopo Province, South Africa", and he would like to conduct a research study in your department and request permission to do so.

Please find attached the ethical clearance certificate for this study.

Thank you,

Regards

  
Prof. EJ van Rooyen  
Supervisor

## Annexure D2

**To:** MS Sethe  
Director: PMDS, EHWP and HRD  
Office of the Premier  
Limpopo Provincial Government

**From:** MS Nchabeleng  
Student No: 9640836  
Turfloop Graduate School of Leadership, TGSL  
University of Limpopo

**Subject: REQUEST FOR PERMISSION TO CONDUCT RESEARCH STUDY**

As a sequel to the letter I wrote to the Director General of Limpopo provincial administration in July 2019 in respect of the above, this serves to further invoke your services and guidance following the submission that has since been made to both Limpopo Provincial Research Ethics Committee (LPREC) and Limpopo Provincial Research Committee (LPRC) and their subsequent feedback as per the attached correspondence.

Regards



M. S. Nchabeleng

072 120 3364 / 082 613 4668

CONFIDENTIAL



**LIMPOPO**  
PROVINCIAL GOVERNMENT  
REPUBLIC OF SOUTH AFRICA

OFFICE OF  
**THE PREMIER**

Ref : S5/3/43  
Enq : Ms Maatjie E.M

Mr Nchabeleng M.S  
Office of the Premier  
POLOKWANE

Dear Sir

**RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN THE OFFICE:  
YOURSELF**

1. Kindly note that your application to conduct research on the Impact of the Government-wide Monitoring and Evaluation System on Performance Management in the Office of the Premier has been approved by the Director General on condition that information gathered will be treated as confidential and only be disclosed with a written permission from the Office.
2. You are also requested to submit a copy of your research report to this Office as soon as you complete your qualification.
3. Wishing you the best with your studies.

  
\_\_\_\_\_  
DIRECTOR GENERAL

07/11/2019  
\_\_\_\_\_  
DATE

Mowaneng Building, 40 Hans Van Rensburg Street, POLOKWANE, 0700, Private Bag X9483, POLOKWANE, 0700  
Tel: (015) 287 6000, (015) 287 6999, Fax: (015) 295 3840 Website: <http://www.limpopo.gov.za>

**The heartland of Southern Africa - development is about people!**

**Annexure D**



**VERIFICATION CERTIFICATE**

TO WHOM IT MAY CONCERN

This document certifies that the manuscript listed below was edited for proper English language, grammar, punctuation, spelling and overall style.

By

**MPYATSHWEU SAMUEL NCHABELENG [UL]**

MANUSCRIPT TITLE

**THE IMPACT OF GOVERNMENT-WIDE MONITORING AND EVALUATION  
SYSTEM  
ON PERFORMANCE OF THE OFFICE OF THE PREMIER, LIMPOPO  
PROVINCE, SOUTH AFRICA**

DATED

**SEPTEMBER 2020 29**

Neither the research nor the author's intentions were altered during the editing process. Documents receiving this certification should be English-ready for publication. The author has the right to accept or reject the suggestions and changes. Furthermore, neither the suggested changes and recommendations cannot be guaranteed nor assumed to have been addressed.

Thanking you

A handwritten signature in black ink, appearing to be 'Mpyatshweu Samuel Nchabele', written in a cursive style.

**Registered with: South African Translators Institute [SATI] NO: 1002797  
Vendor No.: 500007979**

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