

**THE IMPLEMENTATION OF THE MONITORING AND EVALUATION SYSTEM IN
THE OFFICE OF THE PREMIER, LIMPOPO PROVINCE**

MASTER OF PUBLIC ADMINISTRATION AND MANAGEMENT

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**THE IMPLEMENTATION OF THE MONITORING AND EVALUATION SYSTEM IN
THE OFFICE OF THE PREMIER, LIMPOPO PROVINCE**

by

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DECLARATIONS

I Shirley Mokgalaka declare that the mini-dissertation hereby submitted to the University of Limpopo, for the degree of Master of Public Administration and Management has not previously been submitted by me for a degree at this or any other university; that it is my work in design and in execution, and that all material contained herein has been duly acknowledged.

Surname, Initials (title)

Date

DEDICATIONS

This dissertation is dedicated to my late grandmother Modjadji Linah Ramaphoko and late younger brother Sydney Mokgalaka.

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ABSTRACT

The Government-wide Monitoring and Evaluation System is a significant tool in the South African government because it may help to improve government programmes and projects. The monitoring and evaluation is newly established in South Africa and interpreted differently in the public and private sectors with an intention of achieving different results. The monitoring and evaluation in South Africa is guided by the legislative frameworks, which enforces public institutions to apply the principles such as accountability, transparency and value for money when delivering services to citizens. The purpose of the study was to explore the implementation efficacy of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. Furthermore, the study identified challenges faced in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier.

The study employed qualitative research methodology and the researcher used instruments such as interviews and document analysis to collect data in the Office of the Premier, in Limpopo Province. The findings of the study established both areas of effective and ineffective implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, in Limpopo Province. The researcher made recommendations and outlined supporting measures to be sought for effective implementation of the System, especially in the areas where the findings revealed the effective implementation of the monitoring and evaluation. In the contrary, remedial actions that may enhance the implementation of the System in the Office of the Premier in Limpopo Province were explained in areas where findings discovered ineffective implementation of the System. However, it is significant to note that remedial actions only serve as a guideline that may enhance the implementation of the System in the Office of the Premier, not as corrective measures.

Keywords:

Office of the Premier in Limpopo Province; Monitoring; Evaluation; Government-wide Monitoring and Evaluation System.

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CHAPTER ONE

1.1 BACKGROUND AND INTRODUCTION

This study explored the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo province. The study further identified the challenges that are faced by the Office of the Premier to ensure effective implementation of the Government-wide Monitoring and Evaluation System. Monitoring and evaluation was introduced in the South African Public Service to ensure the achievement of tangible service delivery results in the South Africa (The Public Service Commission, 2008:4). The monitoring and evaluation in the public sector is regarded as a tool that enhances the lives of citizens through service delivery. Public sectors are encouraged to consider value for money when delivering services to citizens (The Public Service Commission, 2008:4). Monitoring and evaluation in the public sector is regarded as a tracking system for government projects, policies and programmes. Public sectors consider monitoring and evaluation as an instrument that encourages accountability from managers and grants citizens an opportunity to hold the government accountable for their actions (The Public Service Commission, 2008:14).

The Monitoring and Evaluation Unit in the Office of the Premier was enacted in 2009 to oversee the performance of the provincial departments, as well as ensuring that provincial departments' objectives are monitored and evaluated. The Office of the Premier is a public institution and a department in the province with a mandate to oversee the performance of other departments. Therefore, this department plays a significant role in providing coherent strategic leadership and coordination in provincial policy formulation and review. In addition, the department is also responsible for planning and overseeing service delivery in support of provincial and national priority plans. Effective monitoring and evaluation could therefore contribute substantially towards the achievement of the Office of the Premier's objectives.

This chapter discusses the general introduction of the study, problem statement, purpose of the study; research objectives; questions; significance of the study; limitations; definition of the keywords used in this study, outlined and described the synopsis of each chapter.

1.2 PROBLEM STATEMENT

According to the Department of Planning, Monitoring and Evaluation, Guideline No.3.1.6 (2017: 2), the Department of Planning, Monitoring and Evaluation (DPME) is the custodian of performance, monitoring and evaluation in government, and collaborates with the respective Offices of the Premiers to coordinate the functions of the state, oversee the implementation of the National Development Plan, and government performance through monitoring and evaluation. In terms of the Annual Performance Plan for the financial year 2017/2018, it was confirmed by the Director General of the Department of Planning, Monitoring and Evaluation that there is lack of skills and competencies to use monitoring and evaluation systems to improve performance in the public sector. Hence, the study sought to assess the outcome of the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province, and examine if it is successful in achieving its objectives or not.

1.3 THE PURPOSE OF THE STUDY

The primary purpose of this study was to explore the effectiveness of implementing the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo province. Identifying the challenges in the implementation of the System and assessing how management influences the implementation thereof in the Office of the Premier in Limpopo Province. Precisely, the study assessed the outcomes of the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province.

1.4 RESEARCH OBJECTIVES

The research objectives of this study have been articulated coherently with the problem statement explained in the previous subsection. The following research objectives guided this study:

1. To explore implementation efficacy of the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo province;

2. To identify challenges in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo province; and
3. To assess how management influences the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo province.

1.5 RESEARCH QUESTIONS

The formulated research questions of this study emerged from the above mentioned research objectives. The research questions are:

1. Is the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo province effective?
2. What challenges are faced by the Office of the Premier in the implementation of the Government-wide Monitoring Evaluation System in Limpopo province?
3. In what ways does management influence the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo province?

1.6 SIGNIFICANCE OF THE STUDY

This study significantly assisted the researcher to explore the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo Province. The findings of this study may benefit the Office of the Premier where monitoring and evaluation plays a critical role in the Province. The recommendations of this study may improve the implementation of the System in the Office of the Premier in Limpopo and other Provinces. Furthermore, the findings and recommendations of this study may be valuable to the future researchers and academics interested in the implementation of monitoring and evaluation systems and for further research.

1.7 LIMITATIONS OF THE STUDY

The research scope should have covered the entire public sector in South Africa to cover sufficient grounds for generalisation of the research findings but due to limited time frame, this study was limited to the Limpopo Office of the Premier. The researcher interviewed twenty (20) participants who are officials in the Office of the Premier in Limpopo province.

However, the researcher had face to face interview with fifteen (15) participants and the remaining five were interviewed telephonically due to their unavailability. During the interviews four (4) participants refused to sign the consent forms, even though the researcher explained to them that they will remain anonymous and the information will be kept as confidential.

The researcher observed that three (3) of the participants were not open when answering question number 13 from the interview schedule. Furthermore the researcher observed that two (2) participants were not acquainted with the processes of the monitoring and evaluation in the Office of the Premier. However, the participants informed the researcher that they are newly transferred to the Unit and still learning on how to implement the System. . Furthermore five (5) of the participants were not available for face to face interview the researcher had to conduct telephonic interviews due to their unavailability.

Nonetheless, the study may be relevant to all other government departments and institutions across South Africa, although, the results cannot be generalised to all the departments across South Africa because the findings are only from the Office of the Premier in Limpopo Province.

1.8 STRUCTURE OF THE CHAPTERS

Chapter one: The introduction

This chapter is a preliminary of the study. The chapter encompasses the background, introduction, problem statement, purpose of the study, research objectives and questions, significance of the study, limitations and overview of each chapter.

Chapter two: The literature review

This chapter focused on monitoring and evaluation literature review. Key definitions of the study such as Monitoring, Evaluation, System and Government-wide Monitoring Evaluation and System were discussed in detail. The chapter also discussed the Legislative frameworks that govern the monitoring and evaluation systems in the public sector, selected models, success factors and challenges experienced in the

implementation of monitoring and evaluation systems, process and the outcomes of the monitoring and evaluation.

Chapter three: Research design and methodology.

This chapter discussed the research design and methodology used in the study. The chapter also discussed the population, study area, target groups, instruments, research techniques and ethical requirements in detail.

Chapter four: Presentation of the findings.

Chapter four focused on the analysis and presentation of findings. The primary and secondary data drawn from interviews and documents is analysed and results were presented.

Chapter Five: Concluding remarks and the recommendations

Chapter five discussed the concluding remarks and recommendations based on the findings drawn from chapter four. The purpose of this chapter was to recommend ways to improve the current implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province.

CHAPTER 2: LITERATURE REVIEW

2.1. INTRODUCTION

The focus of this literature review is to present information and data acquired through a survey on secondary data and previous research already available in relation to the topic under study. Information and applicable theoretical constructs from different authors should underpin and enhance the scholarly façade of the study and contribute to the existing body of knowledge (Kumar, 2014: 48).

Following is a basic exposition of the System in context as well as apposite *legislative frameworks, success factors and challenges experienced in applying the modalities associated with the Monitoring and Evaluation System, its processes and outcomes.*

2.2 CONTEXTUALISATION OF THE MONITORING AND EVALUATION SYSTEM

2.2.1 Monitoring

“Monitoring involves collecting, analysing, assessing and reporting data on inputs, activities, outputs, outcomes, impacts and the influence of external factors on results, in a way that supports effective management” (South Africa. Limpopo Provincial Government, 2011:16). Monitoring is a continuous oversight process that focuses on pursuing ongoing activities in an organisation that occurs time and again. It comprises an amount of lesser combined and collaborated responsibilities to accumulate repetitive and non-repetitive data on implementation, to confirm that the activities intended are on track and there is stable improvement towards the attainment of goals (Thornhill, Van Dijk & Ile, 2014:179).

Monitoring involves an ongoing process of tracking daily activities performed by employees channelled by relevant policies in an organisation. An effective and efficient monitoring process in an organisation results in the attainment of organisational goals.

2.2.2 Evaluation

Evaluation is an assessment activity used to assess end results in an organisation in comparison with the previous results against the actual activities. Evaluation is most

appropriate in the planning and implementation phase, because it examines the targeted goals, set objectives and the role played by various stakeholders during the planning and implementation processes. Evaluation processes assist individuals or employees to assess their intended results and where necessary, amend the policy objectives and re-implement them in an adequate manner (Thornhill, Van Dijk & Ile, 2014:179).

2.2.3 System

The term “System” was derived from the Greek word *systema*, which refers to an organised and complex relationship among units or components, which are required to function in unison. “A system exists because it is designed to achieve one or more predetermined objectives” (Jawahar & Kumar, 2013:4). “A System is a group of interrelated components working together towards a common goal, by accepting inputs and producing outputs in an organised transformation process. System can be defined as a group of interrelated or interacting elements forming a unified whole” (Laudon and Laudon, 2014:37). In this study a *system* is referred to as a set policies and regulations that are used in the public sector to guide public officials to deliver services in an effective and efficient manner when executing their duties.

2.2.4 The Government-wide Monitoring and Evaluation System

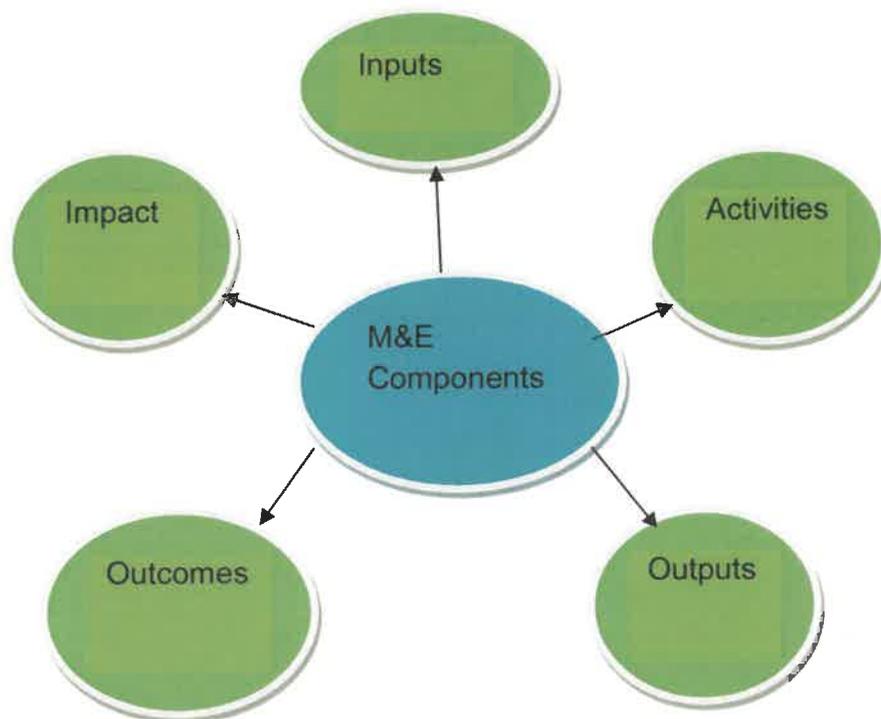
Monitoring is professed as a significant instrument to enhance performance in public sectors, while evaluation is regarded as the strategy to strengthen the effectiveness, efficiency and the accountability of government policies and programmes (RSA, The Presidency, 2011a).

“The Government-wide 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 monitoring and evaluation functions effectively” (Policy Framework for the Government-wide Monitoring and Evaluation System, 2007:4).

Monitoring and evaluation is perceived as an instrument that is used in the public sector to monitor and assess policies and their effectiveness (Abrahams, 2015:1). The system comprises the proper administration and assessment of the human resources, available budget, the mandate, vision and mission as well as set objectives to achieve the intended goals.

An effective system in an organisation should comprise of the following five indicators (RSA, The Presidency, 2011a):

Figure 2.1 monitoring and evaluation Indicators



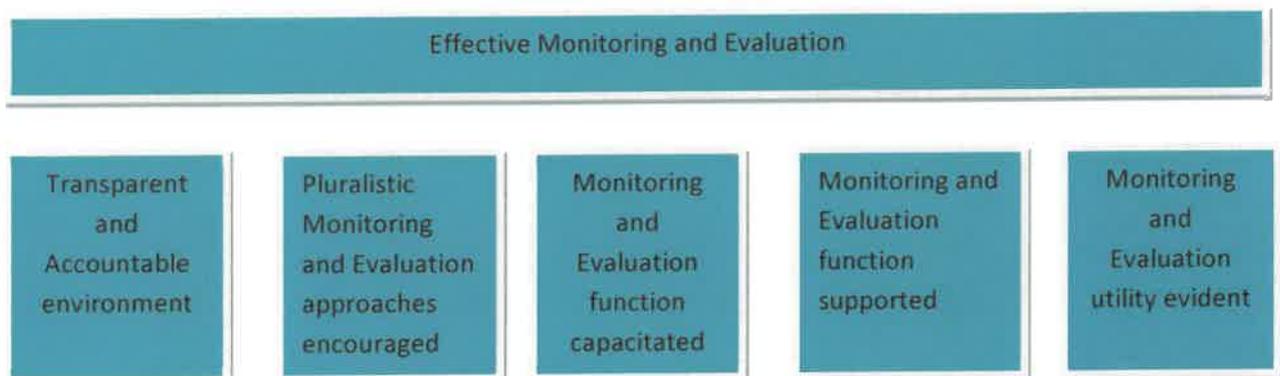
- Inputs are regarded as everything that an organisation needs for the accomplishment of tasks, for example organisation structure, finances and human resources;
- Activities are all programmes, projects and processes that an organisation has to undertake for the achievement of the desired outputs;

- Outputs are all services that are delivered to communities by government institutions, for example water, roads and housing;
- Outcomes refer to the short-term challenges that departments intend to amend and occurred during activities and outputs of programmes; and
- Impacts are the final projects or long-term results on a society that an organisation wishes to achieve.

Monitoring and evaluation is regarded as a regulatory instrument that assists an organisation to achieve set objectives in an effective and efficient manner. Monitoring and evaluation is further used as a strategic governance tool, where it aligns projects in an organisation with policies towards targeted outcomes (Mapitsa & Korth, 2017:1).

Monitoring and evaluation is a most effective and exposed administration tool adopted by both private and public sectors to enhance the way in which organisations attain their outcomes. However, monitoring and evaluation systems in the public sector mostly focus on technical components or capacity to measure implementations (Gorgens & Kusek, 2009:35).

Figure 2.2 Basis for monitoring and evaluation effectiveness



Source: (Naidoo, 2011:36)

Figure 2.2 is an illustration of the basic components for operative monitoring and evaluation. Monitoring and evaluation was established to assist governments to

enhance the quality of services for citizens. An effective System is required across the public sector to enhance government performance.

A good exploration of monitoring and evaluation in the public sector should enable various stakeholders to adopt effective strategies that will improve service delivery. Furthermore, for an organisation to attain its policy objectives through the operation of the system, the principles of accountability and transparency must be taken into consideration.

2.2.5 Performance Monitoring and Evaluation

Performance monitoring and evaluation was enacted in 2009, with an intention to monitor and evaluate the government performance. Government financial expenditure was rapidly increasing without the improvement of service delivery, the introduction of the Performance monitoring and evaluation was to align the performance of public sectors with public funds. The crucial aspect of performance monitoring and evaluation approach is the creation of solid performance culture with effective prizes and sanctions (Engela and Ajam, 2010:14).

2.3 LEGISLATIVE FRAMEWORK OF MONITORING AND EVALUATION

South African government and management are governed by pieces of the legislation which at heart is the Constitution of the Republic of South Africa, 1996. The Government-wide Monitoring and Evaluation System in the public sector is implemented in accordance with legislative prescripts. For the purpose of this study, the legislative prescripts that are applicable in the public sector for the implementation of the System are in the Constitution of the Republic of South Africa, 1996, Public Finance Management Act, 1999 (Act 1 of 199), Policy Framework for the Government-wide Monitoring and Evaluation System, National Evaluation Policy Framework, 2011, Guidelines for the development of the Monitoring and Evaluation System for the Limpopo province and Policy Framework for the Province-Wide Monitoring and Evaluation Systems. The above mentioned legislations are discussed as follows:

(a) The Constitution of the Republic of South Africa, 1996

As the supreme law of the country, the Constitution of the Republic of South Africa, 1996 provides the legal foundations of the Country. Section 85 of the Constitution, entails that the President and Cabinet Members must execute their administrative responsibilities and improve the implementation of the national policy and coordination of the functions of state and departments. The Presidency plays a dynamic role in the coordination, monitoring, evaluation and communication of government policies and programmes.

Section 125 (1) states that the administrative authority of a Province is bestowed in the Premier of that Province. In terms of Sections 125 (2)(d) & (e) the Premier and members of the Executive Council are responsible for developing and implementing provincial policies, as well as ensuring that those policies are in accordance with the national policies. These functions include the monitoring and evaluation systems of service delivery. Premiers' offices are responsible for the performance monitoring and evaluation in the provinces.

Section 195 (1) of the Constitution of the Republic of South Africa, 1996 entails that public administration must be governed by democratic values and principles that are outlined in the constitution. The following basic principles are more relevant to the implementation of monitoring and evaluation, Section 195 (1): (b) Public resources must be used in an economic, effective and efficient manner, (d) services must be provided fairly and equally without any biasness to citizens, (f) public officials must be held accountable for their decisions and public administration must be transparent and accessible to the public. For the public sector to attain its goals, proper monitoring and evaluation on the use of the public resources must be promoted. Public officials are held accountable for their decisions and they are also expected to provide feedback to management and stakeholders on the progress and achievement of intended results.

(b) Public Finance Management Act, 1999 (Act 1 of 1999)

The Public Finance Management Act, 1999 (Act 1 of 1999) was propagated to give effect to section 195 (1) (b) of the Constitution of the Republic of South Africa. The South African government uses public money which is collected through tax and levies from the public to render service and departments' operational activities. The government have limited resources that must be utilised effectively to deliver services to citizens. The Act holds managers accountable for the effective use of minimum resources in the departments towards the achievement of government goals.

(c) Policy Framework for the Government-wide Monitoring and Evaluation System

The Policy Framework for the Government-wide Monitoring and Evaluation System was approved by the cabinet in 2005, aimed at providing an incorporated, encompassing monitoring and evaluation framework, doctrines, practices and standards to be used throughout government departments, and function as an apex-level information system, which attract from the component systems in the framework, to deliver useful monitoring and evaluation products for its users (RSA, The Presidency, 2008). This policy was published in November 2007 in order to give clarity to the departments based on the concepts of monitoring and evaluation.

The Policy Framework for the Government-wide Monitoring and Evaluation System outlined the objectives that must be taken into consideration for the enhancement of service delivery in government institutions. The systems' objectives are transparency, accountability, development in service delivery, agreement with the legislative prescripts and awareness of training and learning to the public officials. The effective implementation of Government-wide Monitoring and Evaluation System's objectives in government institutions will increase the quality of service delivery (RSA, The Presidency, 2014:14)

(d) National Evaluation Policy Framework, 2011

The intended aim of this policy is to have quality evaluations for learning to advance the effectiveness and impact of government, by replicating on what is functioning, what is

not functioning and reviewing interferences accordingly. It seeks to guarantee that reliable and objective evidence from evaluation is used in the public sector from the planning, organisational development, policy appraisal as well as on ongoing programmes or projects. It provides a common guidance during the evaluation process for the entire public sector in order to improve performance (RSA, The Presidency, 2011a).

(e) Guidelines for the development of the Government-wide Monitoring and Evaluation System for the Limpopo province

Since 2005, the need to strengthen the monitoring and evaluation capacity within Limpopo province was highlighted at different forums. Guidelines for the development of the Monitoring and Evaluation System were enacted to strengthen this system in Limpopo province and assist in the economic growth of the province. The monitoring and evaluation division plays a significant role in the implementation of the system by ensuring that the province comply with the policy objectives in accordance with national policies. The role of monitoring and evaluation Unit in the Office of the Premier is guided by the Guidelines for the Development of Monitoring and Evaluation System of Limpopo Province which are to:

- Align the Limpopo Employment Growth and Development Plan (LEGDP) programmes to the Provincial Key Priority Areas, National Outcomes and Millennium Goals;
- Evaluate the outcomes and impacts of the Monitoring and Evaluation Plan, inclusive of the Key Priority Areas and Limpopo Employment Growth and Development Plan programmes;
- Implementation of the Province-Wide Monitoring and Evaluation System;
- Build capacity for the success of implementation of the System; and
- Ensure that the System is maintained and continuously improved.

(f) Policy Framework for the Province-wide Monitoring and Evaluation Systems

The Province-wide Monitoring and Evaluation System (PWM&ES) outlines the process that was followed in developing the framework, considering the monitoring and evaluation solutions and methodology that will guide, coordinate, align and strengthen efforts to ensure decision-making within the Province is done based on sound evidence. To this effect the Provincial-wide Monitoring and Evaluation System states that monitoring and evaluation within the province is required to:

- Focus on results-based approach, demonstrating development progress against outcomes and outputs in the Province;
- Track service delivery progress over time in achieving results, considering specific targets in different spheres of government and informing policy making for improved intervention; and
- Determine the overall Provincial performance, including key partners such as private sector, civil society organisations, big business, labour organisations and citizenry.

2.4 THE INTERNATIONAL PERSPECTIVES ON MONITORING AND EVALUATION SYSTEMS

The programme of monitoring and evaluation was recently established in South Africa. Therefore, it is crucial for the country to learn and adopt valuable strategies and mechanisms from other countries that may be useful to South African government institutions. The researcher will discuss the experiences of the monitoring and evaluation system from Australia, Columbia, Chile and Canada.

2.4.1 The Australian Experience on Monitoring and Evaluation Systems

The monitoring and evaluation systems in Australia were established in 1987 to enhance the financial performance of the government. Performance of the monitoring and evaluation system in Australia is driven by a strong Ministry of Finance. Monitoring and evaluation in Australia is regarded as the best practice because there is a close link between the application of monitoring and evaluation including the annual budget cycle.

The availability of funds or budget plays a key role in Australia and this has a positive impact on the service delivery (Mackay, 2011:30).

Department of Finance plays a crucial role in ensuring effective implementation of the system in the departments. Furthermore, the government have introduced stronger systematic approaches to improve the departmental performances and the quality of service delivery. However, the Australian government departments lack evidence based results to inform and direct the key areas for the implemented policies (Gray and Bray, 2019: 12).

Monitoring and evaluation in Australia is regarded as the best practice because it is linked with the Department of Finance and all the funds allocated to the department are redirected to the objectives of their policies. However, it has been cited that the departments lack direction on how to implement those policies. Based on the Australian experience, it is clear that there is no effective monitoring and evaluation process and this may result to a poor service delivery.

Mackay (2011:20) further outlines that the performance of monitoring and evaluation is well exercised by line departments and managers, which mainly contribute to high quality monitoring and evaluation in Australia. The Australian weakness in the monitoring and evaluation is the framework which is centrally driven and enforced by ministries and agencies; as a result, the government pays little attention to monitoring and evaluation results. Therefore, there is a need for substantial effort to build up a monitoring and evaluation because it is likely to be wasted (Mackay, 2011:31).

a. Challenges

Australia is faced with several challenges in the implementation of monitoring and evaluation especially in the evaluation process of policies and the projects. The following are the identified challenges that are faced by the Australian government:

- Policy Formulation

It is important to evaluate the previous policies before formulating new ones to assist departments to design the relevant policies. The Australian government failed to obtain information from the previous implemented policies for the formulation of new policies. Their central challenge is on evaluating the best policy option for policy and program formulation. The evaluation report from the previous policies and programs is vital because it informs them of what might work and what can be practically implemented within the institutional framework (Gray and Bray, 2019:17).

- Formative Evaluation

Formative Evaluation is referred to as an ongoing process of monitoring and evaluation. Formative evaluation must be undertaken to eliminate any errors that may arise during the implementation of policies. The Australian government's challenge is on carrying out a formative evaluation process. They focus on compliance and the Audit reports, rather than on their key performance areas. There is no formative evaluation and ongoing monitoring process to prevent incurring mistakes, and unforeseen circumstances that might have negative impact on developed policies (Gray and Bray, 2019:18).

- Outcomes

The outcomes of monitoring and evaluation on the Australian government are regarded as the most important part of evaluation process. Program objectives are frequently ill-defined or articulated in general, and specific objectives are either expressed in a way that politicise the developed policies. Evaluation outcomes show that findings are often too late to enable corrective actions to be taken in policy and program implementation. The outcomes of program objectives tend to be problematic to the government due to lack of an action plan or measures to prevent the obstacles (Gray and Bray, 2019:19).

- Uneven quality of evaluations and insufficient availability of advanced evaluation training

Uneven quality of evaluations performed by the line departments are a challenge. Many of the programs conducted by line managers in departments lack sufficient skills to ensure high quality evaluations. The Department of Finance provide basic training to line managers to enhance the quality of evaluations conducted. However, in terms of the Australian National Audit Office (ANAO) report, it was outlined that twenty percent of line managers from various departments complained about lack of training techniques to conduct evaluation (Mackay, 2007:42).

- Insufficient attention to regular performance information

Mackay (2007:42) stated that the Australian System is worth nothing and regarded as a weak process to the regular collection and use of performance information. It is important for department to draw up action plans on how to monitor and evaluate the System in order to address the current problems.

- A claimed administrative burden on departments

Some of the departments experienced challenges during the evaluation planning and reporting because the process is burdensome to the System. The internal departments created complex internal processes for evaluation planning, while those internal processes do not align with the guidelines and recommendations from the Department of Finance (Mackay, 2007:42).

b. Success factors

The Department of Finance's (DoF) budget section involved themselves in the conduct of individual evaluations to align the projects' objectives with public funds. Line departments are responsible for evaluation planning and conducting their programs. The following are the identified success factors of the Australian government (Mackay, 2007:38).

- Evaluation findings heavily used budget analysis, policy advice, and the cabinet in its budget decisions;
- High utilisation of evaluation findings by sector departments and agencies; and
- Evaluation is conducted as a collaborative endeavour between finance department, other central departments, and sector departments.

2.4.2 Colombian Experience on Monitoring and Evaluation Systems

In Columbia monitoring and evaluation was enacted in the early 1990's as a result of state democratisation, modernisation process and to minimize the increasing rate of public dissatisfaction towards the outcomes of government programs. The Unit of Evaluation of Policies was also promulgated in the National Planning Department to enhance government objective programs in Columbia (Acevedo Rivera, Lima and Hwang, 2010:34).

The Department of National Planning (DNP) is responsible for monitoring and evaluation while the Ministry of Finance is responsible for the effective and efficient use of public funds (RSA, The Presidency, 2011:25). The outcomes and impact of the programs is the responsibility of the Department of National Planning. The Department has to ensure that various departments have achieved the desired outcomes of the government.

According to the World Bank's report (2015), Columbia consolidated the whole government performance system and made it one of the most advanced in the world by using an elaborated series of performance-based indicators. The monitoring and evaluation systems tracks policy performance government-wide and evaluates the implementation of key programmes by agencies across multiple sectors. Columbia is perceived as having the strongest monitoring and evaluation Frameworks in South America.

The Monitoring and Evaluation System Information is strongly used by the President to enhance the political control of executive government and to support government

programs. A greater responsibility is given to the ministries and agencies, while management from line departments' are not fully capacitated. Columbia is regarded as having a weak link between the financial department and the government programs, which makes it difficult to link government expenditure on particular activities (World Bank's report, 2015:18).

I. Argument for

Managers are capacitated with adequate skills to improve the effectiveness of government policies and programs. The President uses monitoring information produced by the monitoring and evaluation frameworks to hold the management accountable (RSA, The Presidency, 2011: 48).

II. Argument against

According to the World Bank Report (2015: 15), there is lack of a clear understanding of the frameworks and a need to clarify the roles and responsibilities of management, ministries and agencies which supports governments' monitoring and evaluation.

Columbia is faced with challenges to improve the effectiveness of the monitoring and evaluation systems. According to Mackay (2007:34), monitoring and evaluation information frameworks are not fully utilised. Managers do not have clear understanding of their roles and responsibilities. There is a strong link between the President, agencies and ministries. It is clear that monitoring and evaluation in Columbia is run by Political Executives and line managements are not capacitated with adequate skills. Furthermore, Columbia is identified as having "the strongest framework" (RSA, The Presidency, 2011: 48). Columbia have the strongest frameworks, however, it still faces challenges on ensuring effective implementation of the System.

2.4.3 Chile Experience on Monitoring and Evaluation Systems

Chile has been identified as the country that previously had a desire to progress the quality of public expenditure. Hence, in the early 1990s, the Finance Ministry began the development of Management Control Systems and Budgets by Results, as a key part of

monitoring and evaluation of public programs and institutions. The monitoring and evaluation systems developed in Chile have improved the quality of service delivery by effectively utilising public resources. In Chile monitoring and evaluation is performed by institutional players with allocated roles and responsibilities to ensure the proper implementation (Acevedo, Rivera, Lima and Hwang, 2010:13).

In 2011 Chile was identified as a country that has an advanced framework for result based–budgeting. It has a best solution for complex financial issues when compared to other countries (Guzmán, Irrarrázaval and Rios, 2014: 25). According to (Mackay, 2007: 25) monitoring and evaluation in Chile was implemented and managed by the powerful Ministry of Finance with the purpose of enhancing government objectives and the quality of government expenditure.

In 2014 the Chilean government experienced a series of modification related to the monitoring instruments, through the elimination of a number of indicators and strengthening strategic focus on performance for budget implications (Guzmán *et al.*, 2014:25). The monitoring and evaluation in Chile is described as the best practice because it ensures that government uses public funds effectively which is proven to be a challenge to many countries.

a. The main components of monitoring and evaluation in Chile

Mackay (2007: 26) noted that monitoring and evaluation has six main components that are used by the government to enhance the value of public spending. The following table outlined the main six components of monitoring and evaluation from Chile

Table 2.1 The main six components of monitoring and evaluation

<i>Ex ante</i> Cost Benefit Analysis	This component is undertaken by the Planning Ministry (department). At this phase, all the programs and objectives of the government are strategized and planned by the executive management.
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Performance indicators	Performance indicators are used by government to ensure that departments attain planned programs. Each Ministry and agencies are expected to provide their performance indicators to the Ministry of Finance. Therefore, the Ministry of Finance will include performance information received from ministries and agencies in budget bills that they prepare yearly.
Comprehensive management report	Each Ministry and agency are expected to prepare a comprehensive management report annually, based on the Ministry of Finance (MoF) guidelines. The submitted report must include, use of funds and the department performance. This report serves as a public disclosure document. The reports will be reviewed by the Ministry of Finance and Presidency.
Evaluations of government programs	Government programs are evaluated to ensure that department objectives are aligned to programs and public finance. Evaluation process in Chilean government takes four to six months to be completed.
Rigorous impact evaluations	Thorough evaluation will be conducted by the Committee to asses if the expenditure of Ministries and agencies are aligned to department objectives department. This will be undertaken through the collection of the primary data and the use of control groups.
Comprehensive spending reviews	The Comprehensive spending reviews analyses all programs within a particular functional area and addresses issues such as inefficiency and duplication of programs.

b. Challenges

According to Acevedo, Rivera, Lima and Hwang (2010:13), Chile has been identified as the best country in the application of the System. However, in the process of ensuring effective execution of monitoring and evaluation Chilean government is affected by the following challenges:

- Inconsistency in the quality of evaluations conducted, which is triggered by cost and time constraints imposed by the Ministry of Finance;
- Lack of expenditure on evaluations due to lack of finances;
- There is low level of utilisation because of low ownership of evaluation findings by sector ministries;
- Lack of motivations and agencies to conduct their own evaluations; and
- Lack of proper training to the Evaluation committee to understand the channel of the monitoring and evaluation systems.

C. Success factors

The success factors in Chile are assessed against the three criteria of the successful monitoring and evaluation systems which are good quality, high utilisation and sustainability. Monitoring and evaluation is intensively used in budget analysis, decision making and to impose program improvements on ministries and agencies. The sustainability of the System in Chile has been regarded as successful and it relies on the Ministry of Finance's ability to drive the system centrally. Monitoring and evaluation is regarded as the core function of the Ministry of Finance and the Ministry has developed the System as an integral part of the budget process (Mackay, 2007:27).

2.4.4 Canadian Experience on Monitoring and Evaluation Systems

In Canada the concept of monitoring and evaluation is distinctively interpreted as the two concepts has a different meaning. Evaluation in the public sector was promulgated to ensure effective outcomes of monitoring. The introduction of the practice of evaluation was inspired by the notion of "letting managers manage" (Lahey, 2010: 5). This notion was adopted to ensure that managers are accredited with necessary skills and competencies to guarantee active operation of the System.

Deputy Ministers are accountable for the performance of program objectives in departments. The deputy minister of the federal administration's accountability is to guarantee that training on monitoring and evaluation is provided to the line managers. Evaluation, performance monitoring and internal audits are regarded as the important

tools to ensure that there is transparency and accountability across government. Furthermore, the System serves as an important instrument that provides inputs for management during strategic reviews for decisions taken regarding government programs (Lahey, 2010:5).

Based on the above sentiments, in Canada monitoring and evaluation involves three spheres of government which is similar to South Africa. Line managers are provided with trainings to enhance their performance. Effective implementation of the system by government will result in the attainment of program objectives. In Canada monitoring and evaluation was promulgated to deliver results and related evidence that will serve as a variety of needs to the entire government.

a. Challenges

There is a shortage of evaluation experience in line management and evaluators due to lack of competencies and skills. Canadian government is faced with insufficient performance information in departmental monitoring and evaluation. Furthermore, there is insufficient focus on the effectiveness of programs due to shortage of experienced evaluators (Lahey, 2010:3). The government lacks the resources to track evaluation and it is faced with difficulties in the dissemination of information.

b. The Canadian monitoring and evaluation systems Users

The operation of the systems in Canada was to generate and use results to support government's agenda. The Canadian systems are designed to inform the management on the delivery of government policies, programs, services and the use of public funds (Lahey, 2010: 5).

"At an operational level in departments, monitoring and evaluation would be expected to serve as learning tools to assist in program improvements and sound management practices" (Lahey, 2010:5). The employees within departments are expected to perform in a manner that will improve service delivery to citizens. Government employees should be accountable for their actions to promote public performance.

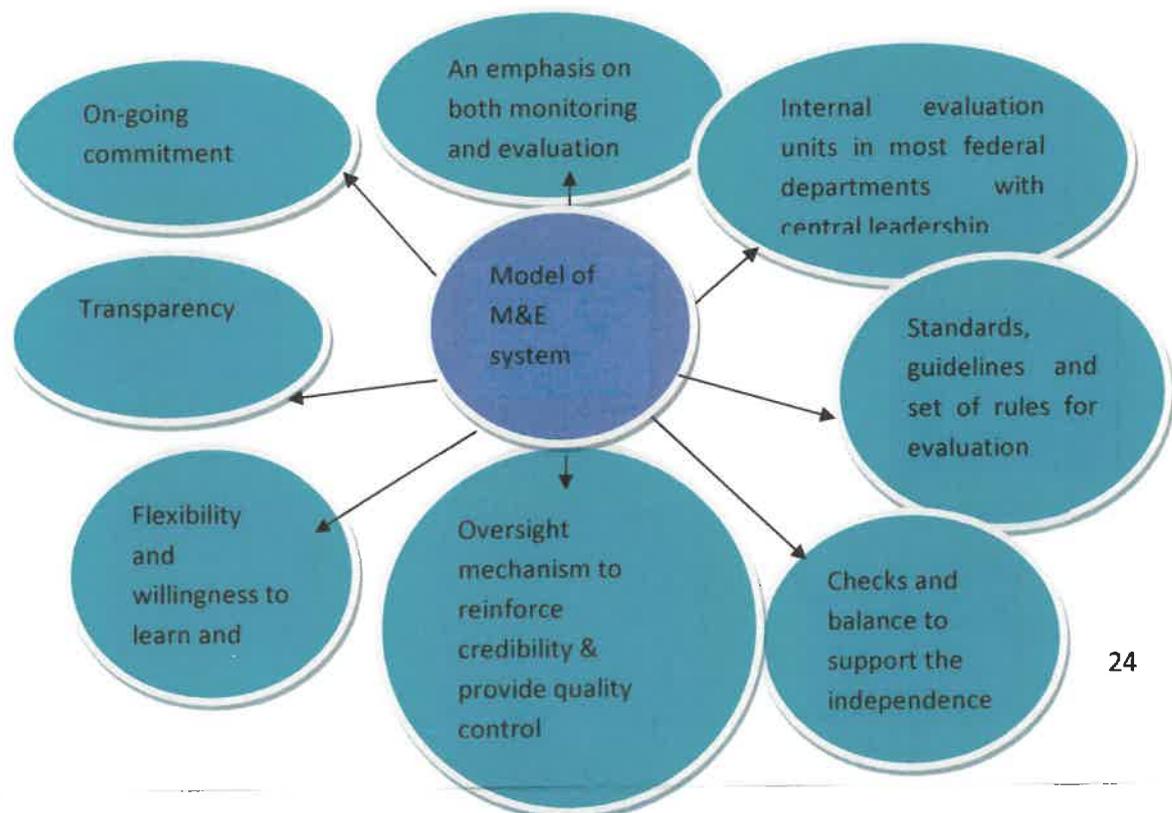
A government-wide level is the central agency of the Canadian government known as a significant player regarding the production of monitoring and evaluation information, the use of public funds on programs and the government-wide expenditure management (Lahey, 2010:6). This agency is responsible for the allocation of funds to various departments to ensure effective implementation of government programs. Furthermore, it holds the department accountable for misuse of government funds.

In a legislative context, “monitoring and evaluation information regarding the government programs and operations is reported directly to Parliament on annual basis via Departmental Performance Reports and overview performance reports” (Lahey, 2010: 6). All departments are expected to provide their performance and financial reports to Parliament on an annual basis. The Parliament holds the Accounting Officer from various departments accountable for non-compliance with the Canadian regulations.

c. Key features of the Canadian monitoring and evaluation model

The following monitoring and evaluation model in Canada is regarded as the best model that assists the entire government to ensure smooth running of the System.

Figure 2.3 The Canadian monitoring and evaluation model



2.5 THE GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM IN SOUTH AFRICA

The monitoring and evaluation in the South African government was promulgated in 1995 by the Department of Land Affairs. However, during this time only few departments were committed to the application of monitoring and evaluation. In 1996 after apartheid, Office of the Public Service Commission was created with a mandate to promote excellence in the governance of the public sector by monitoring various departments (Mouton, 2010:4).

“In the 2000’s various government institutions started to undertake monitoring and evaluation studies. In particular, the Public Service Commission continuously conducted program evaluation studies to enhance public sector governance, and the Offices of the Premier established the monitoring and evaluation Forum. In 2007 the Government-wide Monitoring and Evaluation System (GWM&ES) was promulgated by the Department of Public Service Administration (DPSA) with the purpose of ensuring that monitoring and evaluation principles and standards are exercised throughout the government institutions” (Mouton, 2010:4).

After apartheid, there was transformation of policies and many departments were encouraged to use the monitoring and evaluation. The government provided training to public servants to enhance the operation of monitoring and evaluation. Government-wide Monitoring and Evaluation System was enacted to ensure that all spheres of the government are using the same doctrines and standards to enhance the quality of service delivery.

Section 196 of the Constitution of the Republic of South Africa, 1996 entails that the Public Service Commission plays an imperative role in the application of monitoring and evaluation process for all departments, in order to assess their performance against the targeted outcomes. According to the Public Service Commission Evaluation cycle report of the year 2011/2012, there has been a huge development in the Offices of the Premier on the execution of performance monitoring and evaluation system.

In the year 2009, South Africa experienced a change in the implementation of the system. The government faced intense pressure due to widespread service protests including persistence of poverty and inequality (Umlaw & Chitepo, 2015:1).

In terms of the Annual Performance Plan for the year 2017-2018, the mandate of the Department of Planning, Monitoring and Evaluation was to undertake national planning, monitoring and evaluation, focusing on the implementation of the National Development Plan in government and the society at large.

Mthethwa and Jili (2016:109) noted that the main challenges encountered in the application of monitoring and evaluation are lack of skills and knowledge by public officials who are directly involved in the implementation of programmes.

Evaluation of government programs and policies was recently introduced to the management system. The Department of Planning, Monitoring and Evaluation plays an oversight role to various departments and support the use of monitoring and evaluation. Management faces evaluation challenges in decision making and implementation of policies (Amisi, 2015:1).

The responsibility of the Department of Planning, Monitoring and Evaluation is to ensure that departments support monitoring and evaluation on government programmes to enhance the quality of service delivery. The monitoring and evaluation unit is staffed with old senior managers such as directors and chief directors (Umlaw & Chitepo, 2015:3).

Employees who are about to retire from the government tend to be unproductive. This may result to non-improvement on the quality of service delivery in government. According to the Annual plan for the financial year 2017/2018, the Director General confirmed that “there is a culture of doing things as the way they have been done, as opposed to the culture of continuous improvement”.

Monitoring and evaluation in other departments is regarded as the responsibility of line managers. Line managers lack the necessary skills and competencies to fulfil their role. This may result to ineffective implementation of the System (Umlaw & Chitepo, 2015:5).

a. Challenges

In the Annual Performance Plan for the year 2017/2018, the Director General of the Department of Planning, Monitoring and Evaluation confirmed that there are challenges encountered in the implementation of the System. The identified challenges faced by the country include:

- Lack of long-term planning and sustained focus;
- Culture of doing things the way they have always been done, as opposed to the culture of continuous improvement;
- Focus on activities without assessing the results or impact of the activities;
- Insufficient measurement, collection and analysis of data to inform improvements;
- Monitoring and reporting for mere compliance rather than for improvement;
- Poor programme planning, weakness in setting of indicators and targets, weak logic models/ theories of change;
- Weakness with design of data measurement and collection processes;
- Lack of re-engineering of plans and business processes based on analysis of data; and
- Evidence-based planning and decision making not being sufficiently valued.

Monitoring and evaluation in South Africa has more than ten years after its establishment. However, evidence shows that in terms of the Annual Performance Plan for the financial year 2017-2018, the country is still facing multiple challenges in the implementation of this System.

b. The role of Government-wide Monitoring and Evaluation System

Government-wide Monitoring and Evaluation System is more complex than the monitoring and evaluation because it needs acquaintance, both across and within the

sectors, as well as the implementation of functions within the public sector. The promulgation of Government-wide Monitoring and Evaluation System was to enhance performance of the public sector and to eradicate duplication of the reporting system (Engela and Ajam, 2010:22).

The goal of the Government-wide Monitoring and Evaluation System is to improve the quality of performance in all government spheres. The System was planned to expedite a clear classification of occasions constructed on serious reflection and executive action in response to analysis of the relationships between the distribution of inputs and the generation of service delivery outputs (RSA, The Presidency, 2007: 6).

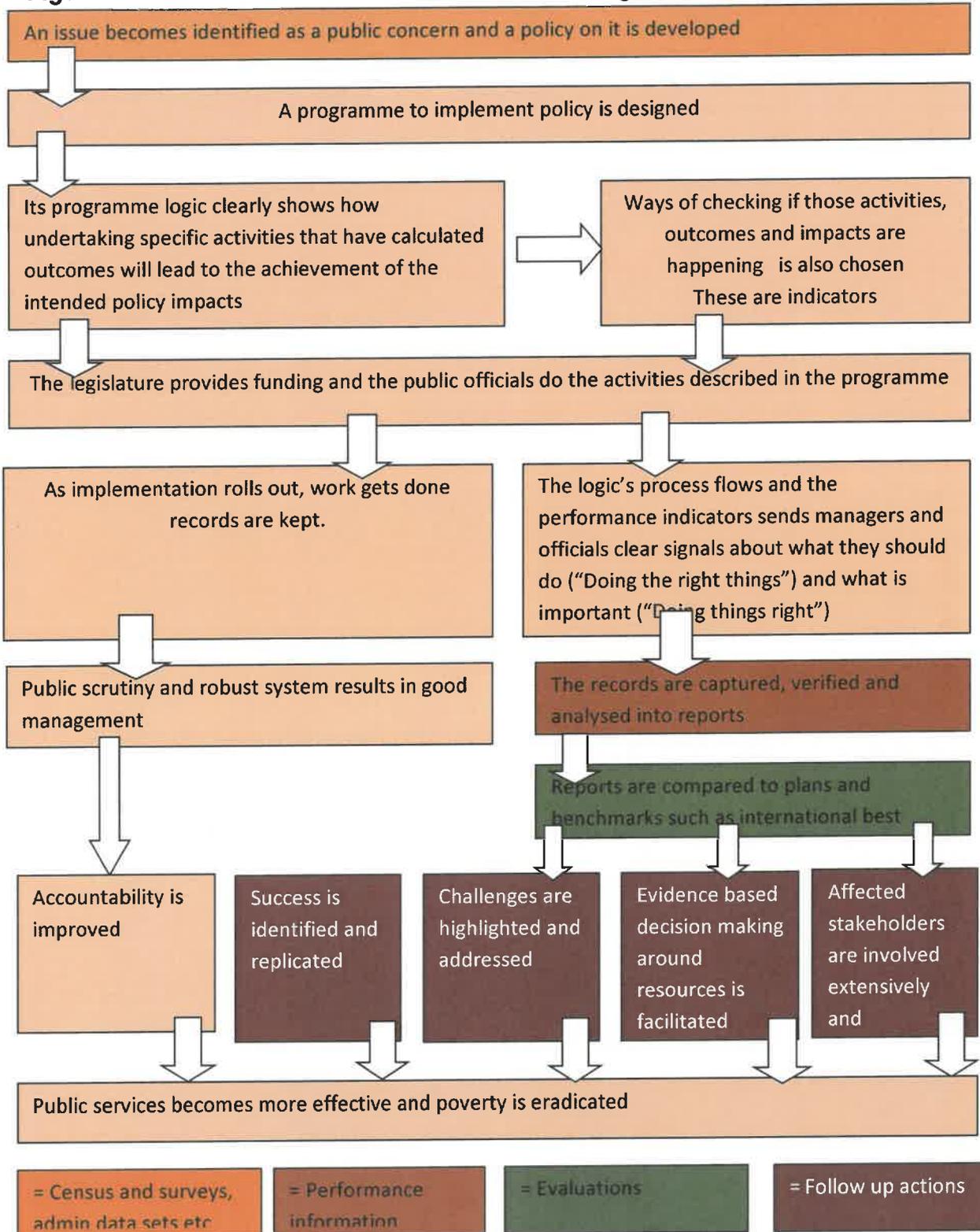
The Government-wide Monitoring and Evaluation System outlined the principles that public sectors must apply to develop the quality of service delivery, and to promote public performance. The following table outlines the principles of the Government-wide Monitoring and Evaluation System (RSA, The Presidency, 2007:3).

Table 2.2 Principles of the Government-wide Monitoring and Evaluation System

1. Monitoring and evaluation should contribute to improved governance	
<ul style="list-style-type: none"> • Transparency • Accountability • Participation • Inclusion 	<ul style="list-style-type: none"> • The findings should be available to the public • The management should be held responsible for the utilisation of public resources • The citizens are encouraged to participate in government policies • Traditionally excluded interests are represented throughout monitoring and evaluation processes.

Source: (RSA, The Presidency, 2007:3)

Figure 2.4 Flow Chart: Government-wide Monitoring and Evaluation outcomes



Source: (RSA, The Presidency, 2007:6)

c. Monitoring and Evaluation Tools

According to the National Development Plan (NDP) between now to 2030 South Africa need to have established a state that is more capable, more professional and more responsive to its citizens. South African government is faced with inconsistent capacity and capability which leads to inconsistent performance in the three spheres of government. Therefore, the Department of Planning, Monitoring and Evaluation created an instrument called Management Performance Assessment Tool (MPAT), to facilitate and support public sector reforms in the areas of management practices and leadership (RSA, The Presidency, 2014:1).

Management Performance Assessment Tool was implemented in key aspects of leadership and management practices across the public sector to assess management performance. However, according to the obtained results from 2009 to 2015 indicated that the level of management performance at the national and provincial level has not yet reached the desired outcome. More can be done by the government to achieve a high performance culture, which is a backbone to effective and efficient service for the South African Citizens (RSA, The Presidency, 2014:1).

There is progress in management practices that contribute to service delivery, however, inefficiencies persist in crucial areas. Such inefficiencies need to be taken into consideration to enable appropriate resource allocation and to promote government institutions. Poor management practices and leadership have negative impact on the implementation of policies and service delivery (Kusek & Rist, 2015:3).

Management Performance Assessment Tool was established to assess the performance of various departments. It was also introduced to develop the quality of service delivery across government. Each and every unit in the department is expected to submit their yearly performance report annually. Management Performance Assessment Tool is an electronic system known as monitoring and evaluation system in the department. The office of the Public Service Commission monitors the system to ensure there is compliance in the implementation of the System.

2.6 THE GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM IN NORTH WEST PROVINCE

The Offices of the Premier in various provinces are responsible for the implementation of the Government-wide Monitoring and Evaluation System. The Presidency published the 14 Outcomes Approach that each province needs to attain. Each Office of the Premier must ensure effective and efficient service delivery in the provinces based on the 14 Outcomes Approach. The 14 Outcomes Approach entails government planning clearly linked to the monitoring and evaluation Indicators (The Public Service Commission, 2012:13).

The Office of the Premier in North West Province has developed and institutionalised a functional System within the context of government planning, monitoring and reporting framework. Performance of the department is linked to the allocated budget. The North West Provincial government aims at promoting good governance and accountability in the delivery of services to the citizens. Effective implementation of the System in government enables the public and oversight bodies to determine if the institution is delivering services effectively and efficiently (The Public Service Commission, 2012:32).

According to the Public Service Commission (2012:17) North West Provincial government has improved its performance rate. As a result, this also improves the level of service delivery in the province. North West Provincial government is identified as the province that aims to encourage accountability and transparency in the implementation of the system. Transparency and accountability are the fundamental principles of an effective monitoring and evaluation process across the public sector.

Office of the Premier in North West Province has developed a Provincial Wide-Monitoring and Evaluation System that will assist the Province in attaining its objectives. The following frameworks indicate the active operation of the system in the Office of the Premier in North West Province.

Figure 2.4 Basics of monitoring and evaluation in the Office of the Premier, North West Province

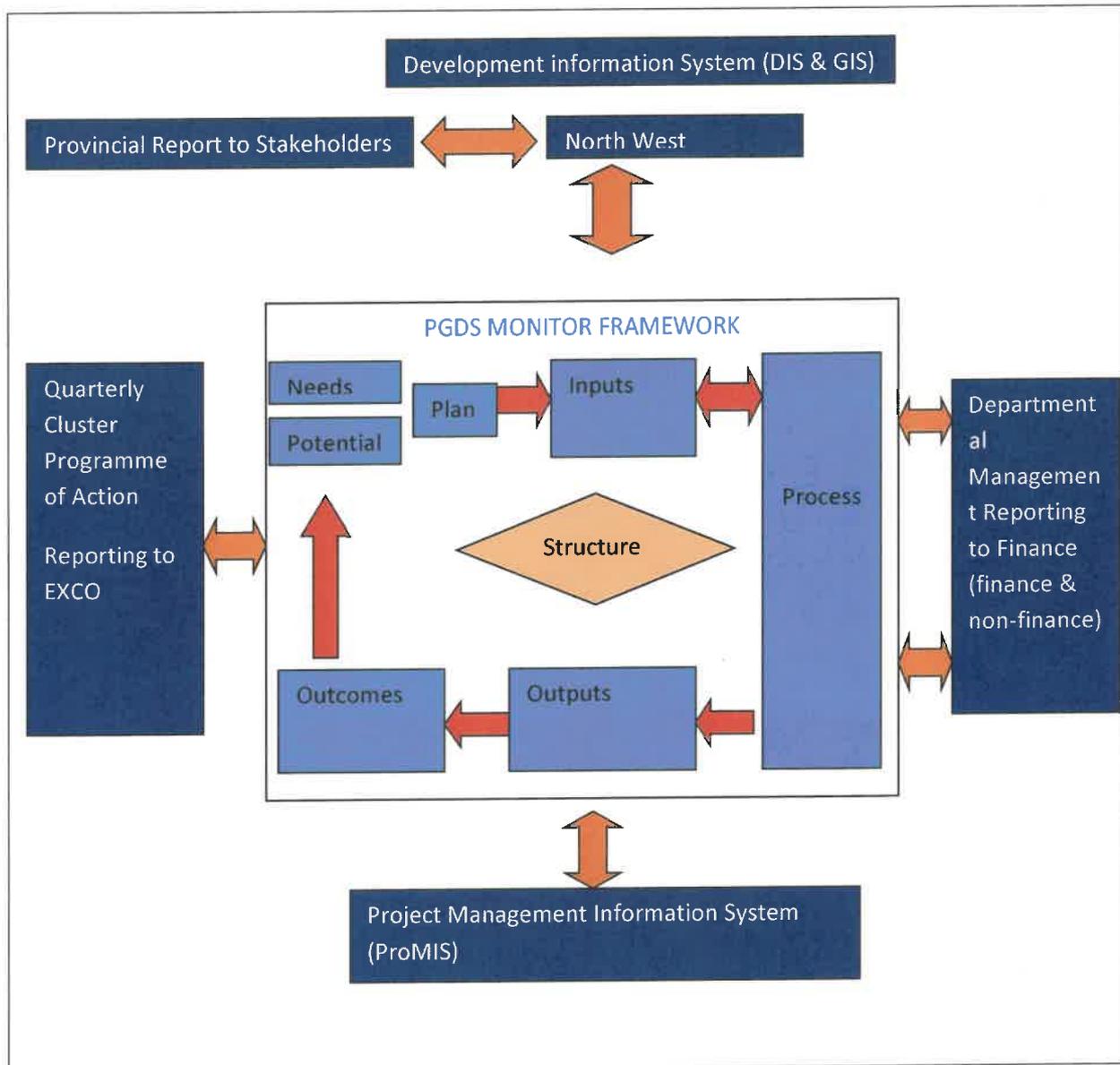


Figure 2.4 illustrates the fundamental aspect of the North West monitoring and evaluation framework which ensures buy-in from political wings. The top management must support the system to ensure effective implementation by subordinates. Provincial Executive Committee supports the system framework; hence, they signed the performance agreement that will be used to assess them (The Public Service Commission, 2012:33). On a quarterly basis, departments are expected to provide

progress reports to the Office of the Premier. The Office of the Premier is expected to consolidate quarterly reports from various departments and submit them to the Department of Planning, Monitoring and Evaluation. The Department of Planning, Monitoring and Evaluation holds the Offices of the Premier accountable for non-compliance with the monitoring and evaluation regulations.

a. Challenges

North West Provincial government is known for having a powerful framework; however, it is facing challenges in the operation of the system. North West is facing difficulties in collection of data from other departments such as performance reports. There is non-compliance of regulations by the political wing, which affects the implementation of the system in the Province. Top Management lacks the necessary skills to assist the staff/subordinates to implement the System effectively (The Public Service Commission, 2012:34).

North West Provincial government has a powerful framework, but it is not effective due to non-compliance by employees and Executives. Non-compliance and accountability by public officials affect the administration of the public sectors. Line managers and top management needs to be equipped with adequate skills and their subordinates needs to render public services effectively.

2.7 THE GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM IN LOCAL GOVERNMENT

The national government expects the local government to be innovative and resilient to deliver quality services to communities. Local government is a first contact point between individual and government institutions hence; it is being referred to as government closest to the people. The constitutional principle applicable to monitoring and evaluation is highlighted in the Constitution of the Republic of South Africa, 1996 detailing the objectives and accountability of the local government (Govender and Reddy, 2014:59).

In South Africa local government is faced with a high rate of protests due to the absence of service delivery to the citizens. The national and provincial governments are becoming increasingly concerned about the performance of local government. Performance monitoring and evaluation is an administration device that is used to assess the performance of municipalities based on the implementation of their Integrated Development Plan (IDP) (Govender and Reddy, 2014: 59).

The national and provincial government should hold local governments accountable for their actions/decisions because they responsible for the delivery of the services in the country. Municipalities are regarded as the heart of service delivery in South Africa; however, it has been indicated that they are faced with high rate of protests due to lack of service delivery. The effective implementation of the System in local government may improve the quality of service delivery.

a. Challenges

Local governments in South Africa are faced with many challenges to ensure a proper implementation of the system. In terms of the Auditor General Report for the Financial Year 2019/2020 all the municipalities in Limpopo Province did not achieve a clean audit. Mthethwa and Jili (2016:109) stated that local governments have a critical crisis in understanding the importance of monitoring and evaluation, largely due to lack of monitoring and evaluation indicators. Therefore, this often results in widespread service delivery protests in the country.

There is nonexistence of the register for monitoring and evaluation indicators that guides the employees to perform their duties effectively. There is inconsistency in various templates provided to employees from the national and provincial government to local government, for submission of reports on monitoring and evaluation. Senior managers do not share their monitoring and evaluation inputs with their subordinates hence, employees do not have a clear understanding of the application of frameworks and models. Furthermore, there is lack of buy in from management and staff, while

there are also no proper measuring tools to measure their performance (Govender and Reddy, 2014:70).

It is imperative for national and provincial government to take the importance of the local government's service delivery into consideration. For the country to achieve its desired objectives, the performance of local government should be continuously monitored and evaluated. According to Van der Waldt (2015:9) there is absence of monitoring and evaluation on municipalities from the department of Cooperative Governance, Human Settlement and Traditional Affairs (CoGHSTA) and national government.

2.8 SUMMARY

This Chapter gave the abstract synopsis of monitoring and evaluation. The definitions of the concept of the Monitoring, Evaluation and Government-wide Monitoring and Evaluation System, its applicability in global, private and public sectors were discussed in detail. The importance of implementation of the monitoring and evaluation in South Africa and internationally was discussed.

Furthermore, this chapter outlined various models that are used in South Africa and globally. Success factors and challenges that are faced in the implementation of the system are indicated. The discussion about the legislative framework emphasised that the Constitution of the Republic of South Africa, 1996 is the chief cornerstone of monitoring and evaluation frameworks.

Lastly, the importance of indicators and principles of monitoring and evaluation were outlined. The roles of the Department of Planning, Monitoring and Evaluation, Public Service Commissions and the Offices of the Premier were highlighted. The purpose of the Government-wide Monitoring and Evaluation System framework and its intention on how to achieve the desired outcomes across the public sector, as well as the importance of accountability and transparency in government institutions was also discussed.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter describes the type of the research methodology that was used in the study. The study adopted qualitative social research method and the researcher explained why the model was selected. The research design and paradigm employed was discussed in detail. Furthermore, this chapter indicates how both the primary and secondary data was collected and analysed.

3.2 PERMISSION TO CONDUCT STUDY

The researcher wrote an application letter that was submitted to the Office of the Premier in Limpopo Province requesting for permission to conduct the research before conducting the study. Upon receipt of approval, the researcher collected primary and secondary data from the participants through interviews and document analysis in the Office of the Premier.

3.3 RESEARCH METHODOLOGY

3.3.1 Research Paradigm

The term paradigm is defined as a set of norms and opinions of the researcher in the manner in which she/he perceives things, interprets and acts in the world (Kivunja & Kuyini, 2017:26). Furthermore, it refers to a basic system that guides the researcher on how to conduct the study. The study focuses on social phenomena, therefore, an anti-positivist/ interpretivist research paradigm was used for the study.

3.3.1.1 Anti-positivist/Interpretivist

This paradigm focuses on perceptions of human meanings because it seeks to recognise people's interpretation and understanding of social phenomena. The paradigm connotes that there is no truthful knowledge which is liberated of assumptions and cognitive of humans, hence, facts and meanings are based on acts of interpretation. The aim of this paradigm is to explore the participants' opinions or

findings and share their meanings to develop an insight about the observed phenomena (Shah & Al-Bargi, 2013: 257).

Research paradigm is important in a study because it assist the researcher to select the appropriate research methodology for the study. Anti-positivist paradigm is appropriate for this study because it recognises the participants and researcher's interpretation about the observed phenomena. Qualitative methodology was used in this study because it is appropriate and is in line with the anti-positivist research paradigm.

3.3.2 Qualitative Research Methodology

Qualitative research methodology involves an in-depth study of effects in their accepted surroundings, trying to make intellect or interpret the phenomena based on the connotations people bring to them. The researcher intends to understand and have adequate knowledge about the real-life struggle of participants selected for the research. Qualitative research methodology is constructed on understanding and studying the human behaviour where the researcher is close to the participants (Biggam, 2008:89).

In qualitative research methodology there is a close relationship between the researcher's goals and the theoretic settings. The theoretic settings comprise of all previous studies, theories and discoveries about the existing topics that have been researched by previous researchers. The qualitative research data is expressive and is in the form of interview transcripts, observational minutes and booklets, which is analysed inductively (Haradhan, 2018: 7).

According to Hennik, Hutter and Bailey (2011: 8) qualitative research is perceived as a comprehensive umbrella term that conceal a wide range of practices and ideas in a study. Qualitative research is an approach that enables the researcher to scrutinise human understandings in detail. Furthermore, qualitative research in social phenomena pursues to embrace and understand the contextual influence on research problems.

Qualitative research methodology was selected for this study because it assists the researcher to recognise and have adequate knowledge about the phenomena. The researcher had a close relationship with the participants to explore the impact of the implementation of Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo Province. Qualitative research methodology enabled the researcher to use qualitative research designs such as interviews and documents to understand and acquire factual knowledge about the phenomena from the participants.

3.4 RESEARCH DESIGN

The study adopted the *exploratory case study* design where the researcher met with the participants to understand the human complexities within the context. Exploratory case study is often applicable where there is limited study on a given phenomenon. Sekaran (2003: 119) asserts that an exploratory study is commenced when few is known about the situation at hand and on how comparable difficulties or research matters have been resolved previously. The monitoring and evaluation Unit is newly established in the Office of the Premier, and no study was conducted on the implementation of the Government-wide Monitoring and Evaluation System. Hence the researcher employed the exploratory research design to describe and understand the study in detail.

3.5 STUDY AREA

The study was conducted at 40 Hans Van Rensburg Street, Mowaneng Building, Office of the Premier, Limpopo Province. The Office is located within the Polokwane Local Municipality under the Capricorn District Municipality. The Office of the Premier is the Provincial Office in Limpopo Province. It is classified as category one department in the Province, with a mandate to oversee the performance of other departments within the Province. The organogram in the Office of the Premier involves the Premier, Director-General, Deputy Director-Generals, Chief-Directors, Directors, Deputy Directors, Assistant Directors, Administrators, Drivers and Cleaners.

3.6 POPULATION

Population refers to the cosmos of elements from which the sample is to be nominated. The word elements is employed because it is not necessarily individuals who can be sampled, the population may consist of nations, cities and regions (Bryman, 2012:187). It can also be defined as the collection of the elements which have some or other characteristics in common.

In this study, the primary population is all participants in the Office of the Premier, which comprises of 445 employees in its staff establishment. However, the target population consist of all 28 participants in the Directorate of Performance Monitoring and Evaluation Programmes, Systems and Data Management outlined as follows:

Deputy Director-General	1
Chief Director	1
Directors	4
Deputy Directors	14
Assistant Directors	4
Administrative Officer	4
Total	28

3.7 SAMPLE, SAMPLING METHOD AND SAMPLING SIZE

Sampling is referred to as the procedure that is used to choose a percentage of the population for study. Qualitative research is usually grounded on non-probability sampling and purposive sampling rather than probability or random sampling methods. In purposive sampling, participants are chosen due to some of the essential distinctive features that make them the holders of the needed information for the study (Maree, 2010:79).

For the purpose of this study, the researcher employed purposive sampling involving 28 participants in the Directorate of Performance Monitoring and Evaluation Programmes,

Systems and Data Management. Only 20 participants were sampled comprising of the Deputy Director General, Chief Director, Directors, Deputy Directors and Assistant Directors because they are directly involved in the implementation of the system therefore, the sample size consisted of 20 participants.

3.8 DATA COLLECTION

Data collection refers to the methods that the researcher used to gather the needed information for the study. Data was composed for Primary and Secondary sources through interviews, document analysis and literature review.

3.8.1 Interviews

Guthrie and Brown (2010:118), stated that in qualitative research, interviews have been “the most common data collection technique in social science and virtually impossible to do a research project without”. Interview is a process or communication between two or more individuals with an intention to gather information on given phenomena. Interviews are regarded as important tools for obtaining data because they consist of specific benefits. Thus, “interviews allow the present use of other methods such as observations, visuals etc.; procedures are appropriate for eliciting cooperation from respondents; and the interviewer is granted an opportunity to answer the respondents’ questions, probing for adequate answers” (Creswell 2009:140). Face to face interviews are the best way of collecting high quality data; preferably if the questions are complex and sensitive to the respondents.

The researcher collected the primary data from twenty (20) participants in the Office of the Premier, in Limpopo Province. All the participants were telephonically informed about the purpose of collecting data before the data collection process. The researcher explained and informed the participants that they are free to terminate their participation if they feel uncomfortable to continue. The researcher explained to the participants that their information will be kept confidential and anonymously.

The researcher conducted face to face interviews with fifteen (15) participants in the Office of the Premier, under the Directorate of Performance Monitoring and Evaluation Programmes, System and Data Management. The remaining five (5) participants were interviewed telephonically due to their unavailability. An interview schedule was presented during the interview process, where questions on the implementation of the system were outlined.

3.8.2 Document Analysis

Document analysis is a qualitative research method where documents are construed by the researcher to describe and present the importance of the assessment. Document analysis is a social research method and is an imperative research device used to collect primary and secondary data (Bowen, 2009: 28). Attaining and investigating documents is often more cost and time efficient than conducting research. Furthermore, documents are perpetual as they can be recited and revised many times by the researcher without influencing or changing them (Bowen, 2009: 31).

The researcher further obtained the secondary data from the document analysis in the Office of the Premier, in Limpopo Province to assess the implementation of the Government-wide Monitoring and Evaluation System. Documents such as quarterly reports and performance reports were obtained and analysed.

3.8.3 Literature Review

According to Bryman (2012: 99), literature review is a list consisting of relevant objects representing the literature on a particular theme, whilst the review is a practice of finding applicable information. The focus is on discovering or looking for that which may involve relevant sources of particular information. Furthermore, literature review is regarded as previous information and theories from different scholars that consist of primary or secondary data that the researcher needs to acquire when writing a research. The focus of literature review is to present information and secondary data acquired from previous researchers in relation to the topic under study (Kumar, 2014:48). Literature review was

used to acquire secondary data on monitoring and evaluation for the study that was conducted. It is important for the researcher to conduct literature review before conducting the study to assess gaps and understand how much work has been done by previous researchers on the topic under study. This will give the researcher and the reader clarity on the research. Review of related documents, books, Journals and thesis on monitoring and evaluation was conducted in this study.

3.9 DATA ANALYSIS

Maree (2010: 99) stated that qualitative data analysis is typically constructed on an interpretive attitude that is directed at exploring expressive and figurative content of qualitative data and attempts to create how participants make sense of a specific phenomenon by analysing opinions, attitudes, understanding, knowledge, values, feelings, and experiences. This is done in an effort to correct their construction of the phenomenon. Thematic analysis was employed, where data requires more interpretation by the researcher in order to identify and define both the hidden and open ideas within facts. From themes codes were developed to represent the sub-themes, which were also applicable to raw data as summary makers for later investigation. This process is referred to as thematic coding (Greg, Kathleen & Emily, 2012:10).

The study adopted thematic analysis to analyse data collected from interviews. Thematic analysis is the most usual method used in qualitative research. The researcher coded the questions directed to the participants in the Office of the Premier under the Directorate of Performance Monitoring and Evaluation Programmes, System and Data Management into themes and components. The literature review was linked to the interview questions and the purpose of the themes was to explore the effectiveness of the implementation of the System in the Office of the Premier in Limpopo Province. The researcher analysed the challenges that are faced by the institution and personnel to ensure effective application of the System in the Office of the Premier.

Furthermore, the researcher analysed the influence of management on the implementation of the system in the Office of the Premier. The researcher analysed this

theme to check whether the management have the required skills and competencies to implement the System. The interview questions were structured into themes relating to the research problem and research objectives. The primary data was analysed through reading the responses from the interviewees and collected data from document reviews. Data obtained from the documents was analysed to substantiate the collected data from the interviewees. Direct quotations were also taken from the transcripts and were integrated in the study as evidence to support the process of reflection and describing the patterns where there was deviation of patterns from the data.

3.10 MEASURES OF TRUSTWORTHINESS

Trustworthiness was explored through the following criteria: credibility, transferability, dependability and conformity. Measures of trustworthiness are conducted to ensure that the researcher produces a quality study with reliable and valid results (Korstjens and Moser, 2018:120).

3.10.1 Credibility

The credibility of a qualitative research project is about the assurance that can be positioned in the fact of the findings. Credibility establishes whether the research findings characterise the correct evidence drawn from the participant's original information. The interpretation of the research findings must be reflective of the original views of the participants (Korstjens and Moser, 2018:121). In this study, the researcher gave careful attention to ensure that the truth value was obtained by applying the strategies of credibility such as prolonged engagement and structural coherence.

3.10.2 Prolonged Engagement

The researcher had an enduring engagement with participants in the field conducting interviews. The researcher did face to face sessions with participants, while others were interviewed telephonically on a one and one session. Several distinct questions related to the research topic were asked by the researcher and participants were encouraged to support their responses with examples and follow-up questions. The researcher had ample time with the participants during interviews session. Furthermore, the researcher

thoroughly scrutinised the documents for analysis during data collection. As a result, the researcher became familiar with the setting, context, and was acquainted with the required data.

3.10.3 Structural Coherence

The interpretation and outcomes of this study were drawn from original opinions of the participants and the analysed documents as acquired from the Office of the Premier in Limpopo Province and related entities.

3.10.4 Transferability

Transferability refers to the level to which findings can be carried to other contexts or settings (Korstjens and Moser, 2018:121). This requirement assumes a measure of insight by the researcher in relation to the environment and topic at issue. In this case, the researcher is adept with the environment and carries some years' experience on the matters subject to the research. In addition, a comprehensive literature survey was concluded prior to the construction of this proposal. Much information was assimilated; as a consequence, this brought to bear an extraordinary perception of the topic.

The research findings may be relevant to other government departments and institutions across South Africa, subject to selective extrapolation and application. However, it is imperative to note that the outcomes of this study should not be generalised to the entirety of government departments across South Africa, because the research was limited to the Office of the Premier in Limpopo Province.

3.10.5 Dependability and Confirmability

Dependability is crucial to trustworthiness because it regards the research findings as consistent and repeatable (Korstjens and Moser, 2018:121). Confirmability refers to the neutrality of research. Furthermore, confirmability of qualitative research refers to the extent to which the outcomes could be established or verified by others (e.g. triangulation of multiple methods, data sources, and theoretical perspectives may confirm the accuracy of the researcher's inferences and claims) (Mandal, 2018: 592). The researcher verified the research findings with the collected data to ensure

consistency before the finalising the study. The researcher ensured that the collected data is accurate to avoid potential speculations in the findings.

3.11 RESEARCH ETHICS

“Ethics refers to the evaluation and application of morality through philosophy, attitudes, beliefs, standards, rules and codes of conduct within professions of the companies and governmental institutions within a specific country” (Uys and Smit, 2016:70). Ethics can also refer to a set of rules, beliefs or standards that an organisation possesses and expect individuals to apply when executing their daily duties.

Ethics in social research refers to a set of regulatory guidelines and moral principles that the researcher needs to apply when conducting a study, in order to ensure that the research does not harm the participants or the organisation where the researcher intends to collect data. Furthermore, ethical guidelines are established to protect participants and the institution. Hence, the researcher will be channelled from behaving in an unethical manner which might negatively affect institutions (Bryman, 2012:134). Research ethics also requires the researcher to use their own words and make appropriate references to avoid plagiarism. In this study the researcher maintained the research ethics by:

- Ensuring that submitted data is not misinterpreted or falsified;
- Consent forms were presented during the interviews;
- Participants were participating voluntarily and;
- Considering privacy and confidentiality of participants.

The researcher evaded sensitive questions and the participants were told that they are freely allowed to terminate their participation at any time if they feel uncomfortable. The researcher treated the participants with respect and dignity. Data collected from the participants was kept safely to prevent any harm towards the participants. The researcher is also an employee in the Office of the Premier; hence, she tried to avoid any biasness during the interpretation of research findings.

3.12 SUMMARY

This chapter explained the research methodology, data collection. Research ethics and measures of trustworthiness were employed in the study. The conceptualisation of qualitative research paradigm was outlined.

CHAPTER 4: PRESENTATION AND ANALYSIS OF RESULTS

4.1 INTRODUCTION

The preceding chapter discussed the research methodology used for data collection and analysis. This chapter sought to analyse and present the research findings. The findings were collected through interviews. As the researcher stated in chapter 3, some of the participants were interviewed telephonically due to their unavailability. However, the remaining 15 participants were interviewed in person.

The researcher explained the purpose of interviews and all the required protocols were observed. The participants were ensured that their information will be kept confidential. Some of the participants preferred not to sign consent forms because they wanted to remain anonymous.

4.2 PRESENTATIONS OF THE FINDINGS

As indicated in the previous chapter, the researcher interviewed 20 participants who are employees in the Office of the Premier in Limpopo Province. The researcher presented the interview questions in themes and sub-themes for data analysis. The collected findings comprised of five (5) themes and twenty (20) proposed sub-themes to assess the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. In addition, the interview questions also considered information from the surveyed literature review to assess effectiveness of the implementation of the System in the Office of the Premier.

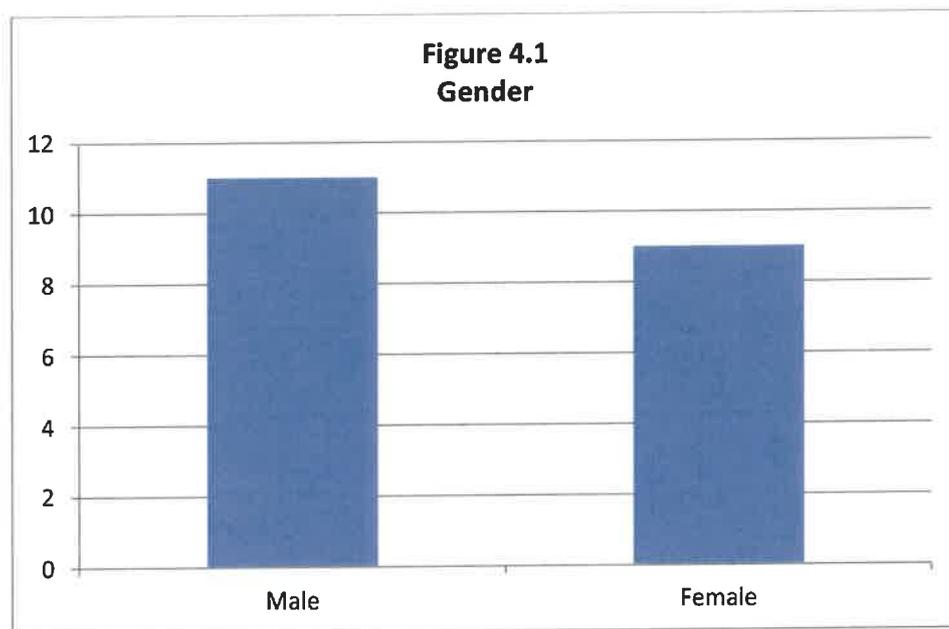
4.2.1 BIOGRAPHICAL INFORMATION OF THE PARTICIPANTS

During the interviews the researcher obtained biographical information to assess the level of the participants' experience in the implementation of the Government-wide Monitoring and Evaluation System. This information is contextually necessary, because according to the Annual Performance Plan of the Department of Planning, Monitoring and Evaluation (2018), employees who are working under the Monitoring and Evaluation Unit lacks the necessary skills and competencies to execute their responsibilities.

This biographical information comprised 5 sub-themes that can be presented in the following headings: (a) Gender of the Participants; (b) Occupation of the Participants; (c) Age group; (d) Highest academic qualification; and (e) Years of working experience. The following 5 sub-themes are presented as follows:

(a) Gender of the Participants

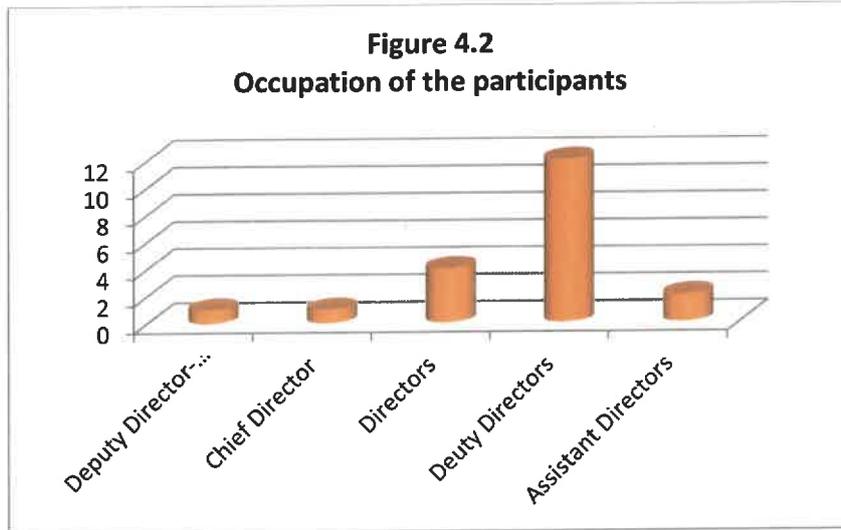
As outlined in figure 4.1 the participants were requested to specify their gender during the interviews.



The majority of the participants were males (11) and females (9) of the target population.

(b) Occupation of the Participants

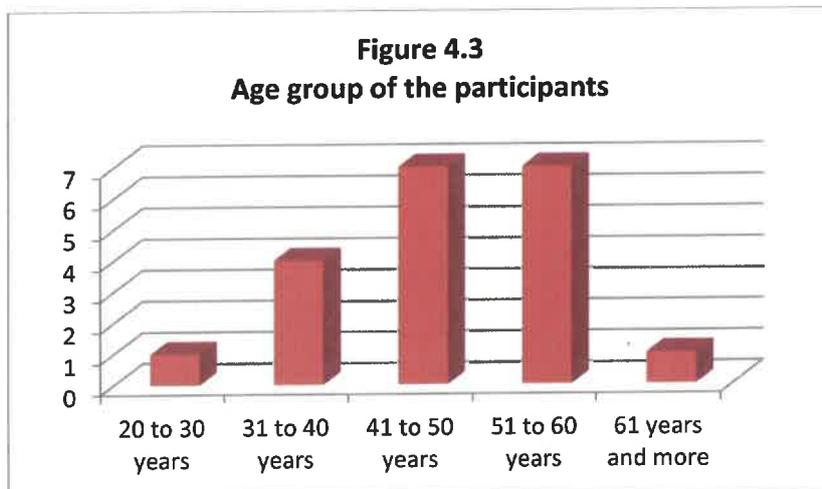
The participants were asked to indicate their occupation and designations, which include Deputy Director General, Chief Director, Directors, Deputy Directors and Assistant Directors in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province.



As shown in Figure 4.2 the majority of the participants were Deputy Directors (12) who are placed in the middle management echelon in the Office of the Premier. The other participants were the Deputy Director-General (1); Chief Director (1); Directors (4) and Assistant Directors (2).

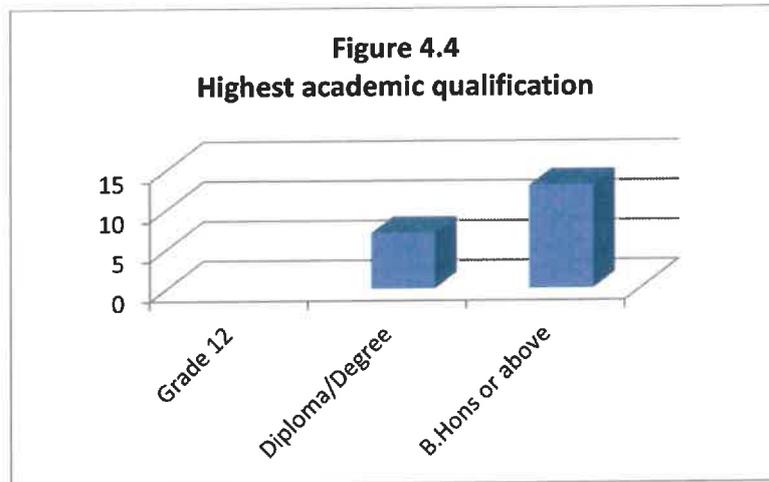
(c) Age Group of the Participants

As illustrated in figure 4.3 the researcher requested the participants to indicate their age from a list that contained five (5) predetermined age groups.



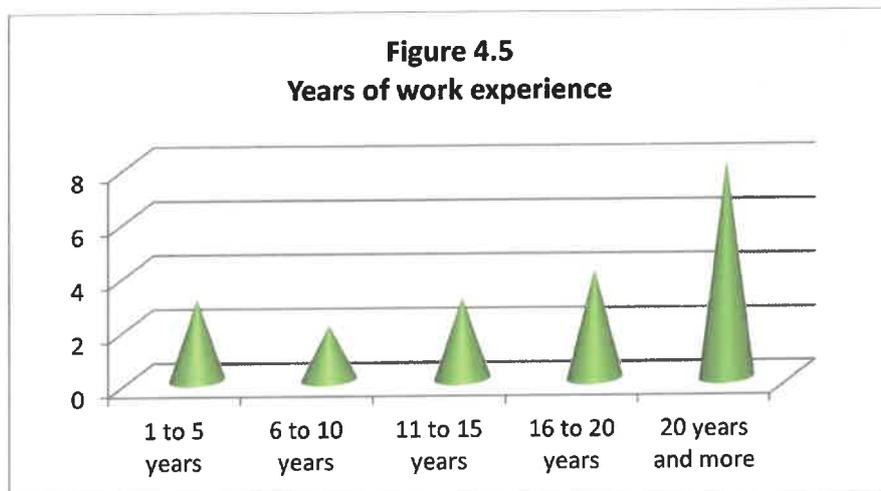
(d) Highest Academic Qualification

As indicated in 4.4 the researcher further requested the participants to indicate their highest academic qualifications during the interviews.



(e) Years of Working Experience

As indicated in figure 4.5 the participants indicated their overall years of working experience during the interview sessions.



4.2.2 The effectiveness in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo province

The purpose of this theme is to explore effectiveness of the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. This theme comprised 8 sub-themes that can be presented under the following headings: (a) Does the Department have a monitoring and evaluation system? (b) Does the Department provide training for employees on monitoring and evaluation? (c) Does the Department implement the Government-wide Monitoring and Evaluation System? If so, in the scale of 1-5 rate your agreement based on the following; 1= Strongly disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly agree; (d) Does the implementation of the Government-wide Monitoring and Evaluation System have an impact in the Department? If so, on the scale of 1-5 rate your agreement based on the following; 1= Strongly disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly agree; (e) Is the Departmental Government-wide Monitoring and Evaluation System compiled in accordance with the National Monitoring and Evaluation regulatory framework? If so, on the scale of 1-5 rate your agreement based on the following; 1= strongly disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly agree; (f) Does the department make use of tools provided by the Department of Planning, Monitoring and Evaluation? (g) Does the Department have an effective Performance Monitoring and Evaluation Strategy? (h) Indicate the possible outcome of effective implementation on monitoring and evaluation: improved service delivery or departmental performance. The following eight (8) sub-themes are discussed as follows:

(a) Does the Department have a monitoring and evaluation system?

All of the participants agreed that there's Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. However, the System needs to be reviewed and updated.

(b) Does the Department provide training for employees on the monitoring and evaluation?

Ten (10) participants stated that they attended training on monitoring and evaluation system. The other five (5) participants stated that training on monitoring and evaluation was provided but it was not completed. The remaining five (5) participants indicated that they only attended workshops on monitoring and evaluation.

(c) Does the Department implement the Government-wide Monitoring and Evaluation System? If so, on a scale of 1-5 rate your agreement based on the following; 1= Strongly disagree; 2= Disagree; 3= Neutral; 4= Agree; 5=Strongly agree.

Six of the participants indicated that they strongly agree that the Department implements the System because there is an established Unit for monitoring and evaluation in the Office of the Premier. The monitoring and evaluation Unit in the Office of the Premier is aligned to Limpopo Employment Growth and Development Plan (2009) and structured to respond to the 14 outcomes of the province namely; education, health, safety and security, economy, skills, infrastructure, rural, human settlements, local government, environment, international relations, public services, social protection and social cohesion. Monitoring and evaluation reports are submitted on a quarterly basis to monitoring and evaluation forums, executive management meetings and to the Heads of Department (HoD's) meetings for recommendations.

Seven of the participants agree (4), because other elements of the System are currently not implemented. These may delay the progress and achieving the intended goals of the Office of the Premier, which is to oversee performance of the departments. The participants stated that the monitoring and evaluation Unit in the Office of the Premier was created for compliance only, because the Unit is currently not informing the future planning of policies. Other components of the monitoring and evaluation are featured electronically and the responsibilities of that System are limited to the position of the Chief Director.

Two of the participants were neutral (3). This is because the monitored departments do not implement the recommendations from the monitoring and evaluation reports to improve the quality of service delivery in the province. Furthermore, other departments do not adhere to the expected time frames for the submission of monitoring and evaluation reports.

The remaining five participants indicated that they disagree, because the established System is not fully implemented. The participants also stated that previously, the Deputy Director General did not understand monitoring and evaluation. However, since 1st April 2019 due to the implementation of the new structure and appointment of the new monitoring and evaluation Deputy Director General, the unit was resuscitated. The staff does not support the newly appointed monitoring and evaluation managers, which results to non-implementation of the System.

(d) Does the implementation of the Government-wide Monitoring and Evaluation System have an impact in the Department? If so, in a scale of 1-5 rate your agreement based on the following; 1= Strongly disagree; 2= Disagree; 3= Neutral; 4= Agree; 5=Strongly agree.

On this sub-theme 10 of the participants stated that they strongly agree because Office of the Premier is established to deliver strategic leadership and support to the departments in the Province. Failing to implement the Government-wide Monitoring and Evaluation System in the Office of the Premier means failure to the province. Monitoring and evaluation was supposed to inform the planning processes of the departments and assess the impact of service delivery in the Province.

The remaining 10 participants said that they agree (4), because the Government-wide Monitoring and Evaluation System has a positive impact in the Department and it utilises the monitoring and evaluation tools to guide the day to day operations of the programmes and projects. The System also assists the Department to understand the purpose of the provincial administration regarding service delivery.

(e) Is the Departmental Government-wide Monitoring and Evaluation System compiled in accordance with the National Monitoring and Evaluation regulatory framework? If so, in a scale of 1-5 rate your agreement based on the following; 1= strongly disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= strongly agree.

On this sub-theme 15 participants responded that they strongly agree, because the Provincial-Wide Monitoring and Evaluation System Framework (2007) is aligned with the guidelines from the Government-wide Monitoring and Evaluation System Framework (2007). The Government-wide Monitoring and Evaluation System in the Office of the Premier was aligned to the Department of Planning, Monitoring and Evaluation after the establishment of the new structure.

The other five participants stated that they agree (4), because the Provincial-Wide Monitoring and Evaluation System framework was drafted in consultation with the Department of Planning, Monitoring and Evaluation. The monitoring and evaluation framework of the Department is aligned to the Limpopo Employment Growth and Development Plan (2009) which is also aligned to the Department of Planning, Monitoring and Evaluation. Limpopo Employment Growth Development Plan (2009) is a plan that addresses the key issues that the province should focus on, to ensure economic growth and development. The purpose of the Limpopo Employment Growth and Development Plan (2009) is to introduce an economy within the Province, which is able to improve the quality of life through job creation, health care infrastructure, housing opportunities, social and rural development.

(f) Does the Department make use of the tools provided by the Department of Planning, Monitoring and Evaluation?

All of the participants stated that the department uses the tools provided by the department of Planning, Monitoring and Evaluation such as Frontline Service Delivery Monitoring (FSDM) questionnaires. The Frontline Service Delivery Monitoring programme was established in 2011 in the department of Planning, Monitoring and Evaluation. The Frontline Service Delivery Monitoring programme was developed to

monitor departmental services such as location, accessibility, service availability, opening, closing times and complaints management systems. The purpose of the Frontline Service Delivery Monitoring is to enhance the quality of service delivery in the country. The Office of the Premier utilises the same instrument from the national government to assess the departments and to enhance the quality of service delivery. The Office of the Premier in Limpopo Province develops their own tools to monitor projects such as building of schools and hospitals. Moreover, the evaluation tools in the Office of the Premier are provided by the Department of Planning, Monitoring and Evaluation.

(g) Does the Department have an effective Performance Monitoring and Evaluation Strategy?

The participants stated that the department has a Performance Monitoring and Evaluation Strategy. However, the strategy is not effective due to lack of support from the employees to the newly appointed monitoring and evaluation managers. The employees are failing to fully implement the strategy, because the monitoring and evaluation Unit is newly established in the Office of the Premier, and some of the employees are not yet acquainted with the strategy. Likewise, the evaluation strategy is not effective because most of the departments feel threatened by the presence of the employees from the Office of the Premier, hence, and the required information is not easily accessible.

(h) Indicate the possible outcome of effective implementation on monitoring and evaluation: Improved service delivery, or departmental performance or none of the above?

Most of the participants stated that an effective implementation of the Government-wide Monitoring and Evaluation System will result in improved service delivery and departmental performance, because the main purpose of the monitoring and evaluation processes is to inform the planners about the future plans and policies. It further assists the decision makers to follow the proper channels and assess the availability of a budget before making decisions. The study discovered that monitoring and evaluation

plays a significant role in identifying service delivery blockages before they grow into service delivery protests. The participants further mentioned that effective monitoring may help the government to achieve the desired outcomes and assists departments to guard against deviation from implementation of programmes.

4.2.3 Challenges in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province

The intention of this theme is to identify challenges faced in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province.

This theme comprised of 1 sub-theme that can be presented under the following heading:

(a) What challenges are faced in the implementation of the Government-wide Monitoring and Evaluation System?

Participants outlined certain challenges faced by the Office of the Premier in the implementation of the System. The identified challenges include:

- Poor execution of the monitoring and evaluation activities in the Province;
- Lack of buy-in from the management;
- Lack of prioritisation towards the Monitoring and Evaluation Unit;
- Lack of human resource capacity and financial resources;
- Lack of management skills and poor implementation of Electronic Monitoring and Evaluation System;
- The Government-wide Monitoring and Evaluation System is regarded as a policing mechanism, rather than a tool meant to improve service delivery;
- Lack of effective monitoring and evaluation strategy and framework;
- Lack of understanding on monitoring and evaluation from managers and irrelevant qualifications;
- Low staff morale and non-implementation of the strategy by managers;
- Lack of employee training on monitoring and evaluation;

- Non-compliance to the implementation of the monitoring and evaluation recommendations by line departments;
- Misalignment of functions between Office of the Premier, Department of Planning, Monitoring and Evaluation and line departments;
- Monitoring and evaluation Unit in the Office of the Premier regarded as a dumping site;
- Instability of employees due to constant movement of the Directors and lack of feedback on program findings; and
- Change of management, unwillingness of monitoring and evaluation officials to use the Monitoring and Evaluation Electronic System.

4.2.4 The influence of the management in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier

The aim of this theme is to assess how the management influence the implementation of the System in the Office of the Premier in Limpopo Province. This theme comprised 3 sub-themes that are presented under the following headings: (a) Are all managers involved in the implementation of the monitoring and evaluation in the department? (b) What role do managers play in the implementation of the monitoring and evaluation in the Office of the Premier? (c) Do managers have the necessary skills and competencies to implement the Government-wide Monitoring and Evaluation System? The following 3 sub-themes are presented as follows:

(a) Are all managers involved in the implementation of the monitoring and evaluation in the Department?

Most of the participants stated that all appointed managers in the monitoring and evaluation Unit are involved in the implementation of the System. The participants further stated that due to the establishment of the new structure in the Office of the Premier, in April 2019, the newly appointed managers have a passion for monitoring and evaluation. In contrary, some participants stated that the newly appointed managers are not fully involved as there are still gaps in the implementation of the System and lack of developed framework and strategy.

(b) What role do managers play in the implementation of the monitoring and evaluation in the Office of the Premier?

The following are the roles of the managers in the implementation of the System as discussed by the participants.

- To develop the monitoring and evaluation guidelines, frameworks and strategy;
- To ensure that the officials collect sufficient and accurate data from departments;
- Make analysis and recommendations of the monitoring and evaluation findings;
- The Government-wide Monitoring and Evaluation System is implemented according to the framework and strategy;
- Monitor the quarterly submission of performance progress report from departments;
- Ensure that the set targets on Annual Performance Plan (APP) are achieved;
- Provide strategic direction and leadership to the employees;
- Coordination of the monitoring and evaluation activities; and
- They also account to an oversight structure such as the Portfolio Audit Committee

(c) Do managers have the necessary skills and competencies to implement the Government-wide Monitoring and Evaluation System?

Most of the participants agreed that managers have the necessary skills and abilities to implement the Government-wide Monitoring and Evaluation System. The participants also stated that monitoring and evaluation training was provided to managers. However, they lack the necessary skills to ensure effective implementation of the System.

Some of the participants alleged that the managers do not possess the necessary skills and abilities to implement the System. The participants alleged that most of the managers were not appointed under the Monitoring and evaluation Unit were unilaterally transferred thereto without consultation. It is further alleged that some of the managers requested to be transferred to the Unit because of travel allowance benefits. Some participants argued that the forcibly transferred managers might have less interest on the implementation of the System.

4.2.5 The success and failures on the implementation of the Government-wide Monitoring and Evaluation System in the office of the premier

The aim of this theme is to identify the success and failures in the implementation of the System in the Office of the Premier in Limpopo Province. This theme comprised 3 sub-themes that can be presented under the following headings: (a) what do you attribute to the success or failures in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province? (b) May the poor implementation of the Government-wide Monitoring and Evaluation System affect the Department? (c) In what ways may the implementation of the Government-wide Monitoring and Evaluation System be improved in the department? The following 3 sub-themes are presented as follows:

(a) What do you attribute to the success or failures in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province?

The participants outlined the success and failures in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. The success and failures in the implementation of the System in the Office of the Premier is as follows:

Successes

- Strong qualified personnel and proper monitoring tools;
- Strong coordination skills in the departments;
- Commitment and passion of employees at operational level; and
- Recognition of monitoring and evaluation as a strategic function.

Failures

- No implementation of Electronic Monitoring and Evaluation System;
- Deployment of management with irrelevant competencies and skills;
- Political interference;
- Low staff morale; officials' efforts are not recognised by management; and

- No implementation of monitoring and evaluation strategy and framework.

(b) May the poor implementation of the Government-wide Monitoring and Evaluation System affect the Department?

All of the participants agreed that poor implementation of the Government-wide Monitoring and Evaluation System will affect the department and the province. Poor implementation of the System will lead to lack of service delivery targets. Since the Office the Premier is the overseer of monitoring and evaluation, failure to report the encountered challenges will affect the departments' performance as well as the province. The participants also stated that, if the implementation of monitoring and evaluation is ineffective, the citizens will not benefit from the goals of government programmes. Poor implementation of monitoring and evaluation may lead to poor planning and ill-informed decision making for the policy makers. Moreover, it can also lead to mismanagement of funds and service delivery protests.

(c) In what ways may the implementation of the Government-wide Monitoring and Evaluation System be improved in the department?

Lastly the participants mentioned several ways that may improve the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. The participants argued that the following aspects must be taken into consideration to improve the implementation of the System:

- The availability of human and financial resources;
- Change management and commitment;
- Monitoring and evaluation Unit to be given an adequate authority to enforce the implementation of the findings;
- Development of the provincial monitoring and evaluation guidelines and standardised tools;
- Alignment of monitoring and evaluation functions at National, Provincial and Local government;
- Prioritisation of employee training on monitoring and evaluation;
- Appointment of qualified personnel;

- Development of monitoring and evaluation Frameworks in accordance with the Department of Planning, Monitoring and Evaluation; and
- Presentation of quarterly reports to the executive management meetings to inform future planning and policy making.

4.3 ANALYSIS OF THE FINDINGS

The analysis of the findings comprised the above presented five themes and the collected secondary data described in the preceding chapter.

4.3.1 Biographical information analysis

The researcher interviewed the participants in the Office of the Premier; the questions included their biographical information such as educational background, work of experience, age group and their current occupation to assess their abilities in the implementation of the Government-wide Monitoring and Evaluation System. Most of the participants have an adequate knowledge about the monitoring and evaluation, however, with less working experience in monitoring and evaluation. Monitoring and evaluation Unit consists of many Deputy Directors who are performing almost similar responsibilities with the Directors. Furthermore, most of the participants do not have educational qualifications in monitoring and evaluation because it is a newly introduced phenomenon in the South African government. In the interview sessions, the researcher discovered that most of the participants in monitoring and evaluation Unit are in the middle age group. Most of the Deputy Directors have been working in the Unit since its inception in the Office of the Premier, while some of the Directors were recently transferred. Hence, some Deputy Directors are performing similar responsibilities with their seniors.

4.3.2 The effectiveness in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo Province

The Office of the Premier in Limpopo Province has an existing Government-wide Monitoring and Evaluation, but it is not fully implemented. The System and the Unit were developed in the Office of the Premier in 2011; nonetheless, the System has not

been reviewed or updated since 2011. Therefore, this means the Unit is still functioning with the same System that might be out-dated. The study established that there is lack of management accountability in the Office of the Premier, because many of the policies have been reviewed but the monitoring and evaluation strategy has not. The employees in the Office of the Premier are encountering challenges in ensuring effective operation of the System due to lack of support from managers. The training on monitoring and evaluation was provided to all employees to improve their performance; however, the employees still lacks certain skills to execute their responsibilities.

The Office of the Premier in Limpopo Province is expected to oversee the performance of departments. The findings revealed that there is non-compliance to the implementation of the monitoring and evaluation findings from the departments which results to poor implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier. The employees working under the monitoring and evaluation Unit seems not to have a solution or a way forward to ensure that the department complies with the findings. These may affect the purpose of the Office of the Premier, which is known as the custodian of monitoring and evaluation in the Province. Monitoring and evaluation in the Office of the Premier is not prioritised, hence, there is non-compliance to the implementation of the System from the departments.

The Office of the Premier develops its own monitoring tools to assess the departmental performance which is aligned to the strategy of the Province. The Office of the Premier cannot use developed tools from Department of Planning, Monitoring and Evaluation to monitor the departments because the provincial programmes and projects are not aligned to the national programmes. The Office of the Premier is expected to respond to the 14 outcomes (*education, health, skills, local government, safety and security, social protection, social cohesion, rural, economy, environment, international relations, public service, human settlements and infrastructure*) of the province that are outlined in the 2030 National Development Plan. The effective implementation of the System in the

Office of the Premier may reduce the rate of service delivery protest and develop quality of service delivery in the Province.

4.3.3 Challenges in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province

The challenges faced by the employees in the implementation of the Government-wide Monitoring and Evaluation System seem to be rooted in the Office of the Premier as a department. Apparently, the monitoring and evaluation Unit is not considered as a priority in the Office of the Premier. The participants alleged that the Unit in the Office of the Premier is regarded as a dumping area, because most of the Directors were forcibly transferred to the Unit by the Director-General, hence, there is lack of buy-in towards the implementation of the System. Participants further alleged that some the Directors requested to be transferred to the Unit due to financial benefits such as the travelling allowances. Most of the employees in that Unit do not have the relevant qualifications to ensure effective implementation of the System. However, the department provided training on monitoring and evaluation to all employees to improve their performance, but there is still huge gap in the implementation of the Government-wide Monitoring and Evaluation System.

The study discovered that the provided training was not aligned to the objectives of the Unit. Therefore, the department should assess the impact of the training before inviting the officials to attend. The Office of the Premier does not have the effective framework or strategy to enhance the implementation of the System in the province. Some of the participants stated that the current framework is not fully implemented because it is theoretical and with the current age group of the employees; is difficult for them to comprehend the content of the strategy, which results in non-implementation.

It was further revealed that the monitoring and evaluation Unit in the Office of the Premier is not aligned to the Unit structure of the Department of Planning, Monitoring and Evaluation. The Deputy Director-General and Directors from that Unit had a meeting with the Director-General to amend the structure to be aligned with the structure of the Department of Planning, Monitoring and Evaluation. However, the Director General rejected the suggestions of the managers, hence; employees are overloaded with the responsibilities. The Office of the Premier has inadequate capacity of human resources and evaluators. Thus, the Office of the Premier hires an external evaluation company to assess the monitored departmental projects or programmes in the province. The other challenge faced by the Unit is an insufficient budget to conduct the evaluation process.

The Office of the Premier is faced with numerous challenges to achieve its intended goals as the custodian of the Government-wide Monitoring and Evaluation System. The participants mentioned that there is poor implementation strategy of the monitoring and evaluation activities in the province. Most of the departments do not understand the importance of the monitoring and evaluation which makes it difficult for the Office of the Premier to achieve its goals. The System is regarded as a policing mechanism that forces employees to execute their duties in the departments, while it was supposed to be seen as an instrument that may enhance service delivery in the Province. Besides, the Office of the Premier fails to improve the service delivery of the Province due to non-compliance to recommendations made for departments.

4.3.4 The influence of the management in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier

The findings discovered that some of the managers in the Office of the Premier do not hold the necessary skills to implement the System. Training on monitoring and evaluation was provided to improve their performance; however, due to the movement of Directors in the Unit most of them seem not to understand the processes of monitoring and evaluation. The monitoring and evaluation framework in the Office of the Premier was developed in the year 2011 and it has not been reviewed. This reveals that

managers are facing difficulties executing their responsibilities, because managers are expected to develop and review the monitoring and evaluation framework. The participants alleged that the former Deputy Director-General lacked the necessary skills to implement monitoring and evaluation but since April 2019, the System was resuscitated due to the establishment of the new structure. The monitoring and evaluation strategy or framework serves as a guideline that may improve the implementation of the System in the Office of the Premier, but the absence of a reviewed strategy may delay the effective implementation of the System.

Managers received advanced training on monitoring and evaluation to enhance departmental performance and the quality of service delivery in the Province. For that reason therefore, managers are mandated to develop the monitoring and evaluation framework, and to recommend the findings of the monitored projects for the departments. Nonetheless, managers are failing to ensure effective application of the System because they are not complying with the recommendations made from departmental findings. The System is not regarded as a priority in both the Office of the Premier and departments. Some of the managers mentioned that their decisions are not implemented in the department, because they do not have the authority to enforce decisions to ensure effective implementation of the findings. The executive management in the Office of the Premier in consultation with the HoD's of various departments have to ensure that there is effective implementation of the Government-wide Monitoring and Evaluation System in the Province. Non-compliance to the recommendations by departments may delay the improvement of service delivery in the Province.

4.3.5 The success and failures in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier

The participants highlighted the elements of success and failures in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier.

The success in the implementation of the System is based on willingness and positive attitudes of the employees in the Office of the Premier and departments. Findings revealed that if managers and employees can perform their duties as expected; departments might have a successful Government-wide Monitoring and Evaluation System. The Office of the Premier is failing to attain its goals due to non-compliance to the implementation of the System in the Office of the Premier and departments. Failure to implement the System effectively may lead to service delivery protests and mismanagement of funds in the departments within the Province. For the Office of the Premier to have a successful functioning system, non-compliance by the management should be dealt in the Office of the Premier and the departments.

Effective operation to the System may assist the Office of the Premier to attain its intended goals, while poor implementation may affect the decisions of policy makers. This may result in poor planning and misuse of public funds. For successful implementation of the System in the Office of the Premier, the Department of Planning, Monitoring and Evaluation should ensure that there is alignment of functions in the Office of the Premier and departments as the custodian of the monitoring and evaluation. The Director General should ensure that the monitoring and evaluation framework in the Office of the Premier is reviewed to enhance the implementation of the Government-wide Monitoring and Evaluation System.

Further training on monitoring and evaluation must be provided for the employees in the Office of the Premier and departments to enhance their performance. Managers and employees must be held accountable for their actions. Thus, if both employees and managers are committed to their responsibilities; departmental performance may improve. The Office of the Premier must also ensure that the departments adhere to monitoring and evaluation frameworks, and implement the recommendations from the findings to ensure effective implementation of the System in the Province.

4.4 SECONDARY DATA ANALYSIS

According to the document reviews collected from the Office of the Premier in Limpopo Province, the employees execute the monitoring and evaluation process to achieve the

provincial 14 outcomes (*education, health, safety and security, economy, skills, infrastructure, rural development, human settlements, local government, environment, international relations, public service, social protection and social cohesion*) that are outlined in the Medium Term Strategic Framework to enhance the quality of service delivery. Most of the departments failed to attain their monitoring and evaluation targets as outlined in the Annual Performance Plan. The employees in the Office of the Premier conduct the monitoring process on the departments to assess their performance against their set target to ensure attainment of intended provincial goals.

The study noted that most of the departments failed to attain their targets for the financial year 2019/2020 due to poor planning and unavailability of the financial resources. This confirms that employees in the Office of the Premier lack the necessary skills to execute their responsibilities, because they are mandated to guide the departments during policy making to achieve their goals, which are aligned to the departmental budget. Monitoring and evaluation should inform the decision makers; however, due to poor planning and non-implementation the Office of the Premier fails to achieve its goals. Strategies and mechanisms need to be taken into consideration to ensure that employees in the Office of the Premier and departments adhere to the legislative frameworks of the country for a successful operation the System.

4.5 SUMMARY

This chapter presented and analysed the findings of the study. The findings were collected through interviews and document reviews from the Office of the Premier in Limpopo Province. The Provincial-Wide Monitoring and Evaluation System Framework (2009) and other monitoring and evaluation frameworks are the instruments that guide the monitoring and evaluation Unit in the Office of the Premier in Limpopo province. The employees have a clear understanding of the concept of monitoring and evaluation. However, the Office of the Premier is faced with numerous challenges to ensure effective implementation of the System. The findings established that there is a need for further training on monitoring and evaluation to ensure effective implementation of the System. The absence of proper management on the implementation of the

Government-wide Monitoring and Evaluation System in the Office of the Premier may lead to an ineffective implementation of the System.

CHAPTER 5: CONCLUDING REMARKS AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter presents the concluding remarks, recommendations and the summary of the study. The purpose of this chapter is to conclude and recommend ways in which the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier can be improved. In instances where it is ineffective certain measures and approaches were discussed. The concluding remarks reflect on the discussions from the: introduction, literature review, research methodology and presentation of the findings which are found in chapter 1-4 of the study. Furthermore, it should be noted that the proposed measures serve as a guideline that may be considered during the decision making process in the implementation of the Government-wide Monitoring and Evaluation System.

5.2 SUMMARY OF THE FINDINGS

The preceding chapter presented and analysed the findings of the study. These findings were categorised into five (5) subthemes namely; (1) biographical information of the participants; (2) the effectiveness of the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier; (3) challenges that are faced by the Office of the Premier in the implementation of the Government-wide Monitoring and Evaluation System; (4) the influence of the management in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier and (5) the success or failures in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. The findings highlighted the current status of the Office of the Premier regarding the implementation of the System. Since an inception of the monitoring and evaluation Unit in the Office of the Premier there are numerous challenges that are faced to enhance the implementation of the Government-wide Monitoring and

Evaluation System. The study showed that, despite all the challenges, the Office of the Premier has powerful legislations and guidelines that may improve implementation of the System.

5.3 CONCLUDING REMARKS

The conclusion, the findings encompasses the discussions from the four chapters namely; introduction, literature review, research methodology and presentation of the findings.

Chapter 1: the introduction

The intention of chapter 1 was to introduce the study which sought to explore the efficacy of the implementation of the System in the Office of the Premier in Limpopo Province. Key discussions that were considered in this chapter were problem statement, research objectives and questions. The problem statement of the study established the need for an extensive examination on the efficacy of the implementation of the Government-wide Monitoring and Evaluation System in the public sector. The problem statement assisted the researcher in gathering appropriate literature review for the study. The identified research objectives and questions emerged from the problem statement. The relationship between the problem statement, research objectives and questions served as a guideline to chapter 2 (literature reviews), chapter 3 (research methodology) and chapter 4 (presentations of the findings).

Chapter 2: literature review

The findings of the collected literature reviews revealed that the concepts of monitoring and evaluation are discussed differently by different authors, academics and disciplines. The literature review adopted the funnel approach encompassing information on the implementation of the Government-wide Monitoring and Evaluation System from four international countries. The outcomes of the literature review discovered different implementation strategies of the System in government institutions. Monitoring and evaluation is a new concept in South Africa, and research is still evolving. The literature review of the study was gathered from Journals, government documents (Policies,

Memos and Annual Performance Plans), books and online websites and many other documents.

In the South African government, the Government-wide Monitoring and Evaluation System is guided by the legislative frameworks which are formulated from the Constitution of the Republic of South Africa, 1999. The South African legislative frameworks play a crucial role in the public sectors to guarantee the operative application of the System. The Government-wide Monitoring and Evaluation System in government promotes the following principles namely; *transparency, accountability and participation* to enhance the quality of service delivery. Lastly monitoring and evaluation in the South African government is implemented to advance the quality of service delivery taking into consideration the needs of the citizens.

Chapter 3: Research Methodology

The aim of chapter 3 was to discuss the type of the research methodology that was used for the study. The research design was explained and the reason why the qualitative research methodology was selected. The discussions held as part of the anti-positivist/interpretivist research design included the research population, sampling method and target population. The Office of the Premier in Limpopo Province is carrying a mandate to oversee the performance of the departments. The study area outlined the functions of the Office of the Premier and the role of its employees. Monitoring and evaluation is featured in the strategy and structure of the Office of the Premier, due to an established functioning Unit. The Office of the Premier in Limpopo Province is the custodian of monitoring and evaluation.

The organogram of the Office of the Premier in Limpopo Province consists of different units, directorates, employees with different roles and responsibilities. The target population of the study was 28 but the researcher purposively selected 20 participants from the Directorate of Performance Monitoring and Evaluation Programmes, Systems and Data Management who have the required information. The researcher interviewed 20 participants from the Directorate of Performance Monitoring and Evaluation Programmes, Systems and Data Management in the Office of the Premier in Limpopo

Province. The researcher also collected data from document reviews on the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier. It can be concluded that the research methodology assured that the information collected from the participants was valid as the researcher followed all the principles of the measures of trustworthiness when gathering data. Lastly, the researcher ensured that the participants were treated with respect and all research ethical considerations were applied in the interview sessions.

Chapter 4: Presentation and analyses of the findings

The discussions of chapter 4 emanated from the four research objectives and questions presented in chapter 1. Chapter 4 presented and analysed the findings of the study on implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. The presentation and analyses of the findings were divided into 5 themes namely; (1) biographical information of the participants; (2) the effectiveness of the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier; (3) challenges that are faced by the Office of the Premier in the implementation of the Government-wide Monitoring and Evaluation System; (4) the influence of the management in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier and (5) the success or failures in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province.

The findings discovered the progress that was made in the monitoring and evaluation Unit since its establishment in 2011, in the Office of the Premier in Limpopo Province. The findings also noted the challenges and success factors that are encountered in the implementation of the System. The following sub-themes showed the progress on the effectiveness of the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province, namely; (a) Does the Department have a monitoring and evaluation system? (b) Does the Department implement the Government-wide Monitoring and Evaluation System? (c) Is the

Departmental monitoring and evaluation framework compiled in accordance with the National Monitoring and Evaluation regulatory framework? (d) Does the department make use of tools provided by the Department of Planning, Monitoring and Evaluation? (e) Does the Department have an effective Performance Monitoring and Evaluation Strategy? (f) Are all managers involved in the implementation of the monitoring and evaluation in the department? (g) Do managers have the necessary skills and competencies to implement the Government-wide Monitoring and Evaluation System?

On the contrary, the following theme revealed ineffectiveness in the implementation of the System in the Office of the Premier in Limpopo Province: *challenges that are faced by the Office of the Premier in the implementation of the Government-wide Monitoring and Evaluation System*. The participants highlighted challenges that are faced in the implementation of the Government-wide Monitoring and Evaluation System, such as poor coordination of monitoring and evaluation activities in the province; lack of buy-in from the management and low staff morale; ill-prioritisation of the functioning of the Monitoring and Evaluation Unit; The Government-wide Monitoring and Evaluation System used as policing instrument; non-compliance in the implementation of the monitoring and evaluation recommendations by line departments; unavailability of financial and human resources; lack of adequate training on monitoring and evaluation; the Monitoring and Evaluation Unit regarded as a dumping site; lack of feedback from programmes findings; change of management; instability of leadership and misalignment of functions between the Office of the Premier, Department of Planning, monitoring and evaluation and departments.

5.4 RECOMMENDATIONS

This section will recommend measures that may be sought on areas where the implementation of the System was effective, and provide guidelines that may be applied to improve the System.

5.4.1 Findings for which measures should be sought

As indicated in the concluding remarks there are seven (7) sub-themes that discovered the progress of effectiveness in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. Measures to be sought by the Office of the Premier to sustain the effective implementation of the System are discussed as follows:

5.4.1.1 Does the Department have a monitoring and evaluation system?

The establishment of the System in the Office of the Premier is an indication of a successful operation of the System. However, it is important for managers to update and review the System. The Office of the Premier has a decade since it promulgated monitoring and evaluation to assess departmental performance. The management should constantly review the System to keep up with developments, because the current System might be out-dated after a decade.

5.4.1.2 Does the Department implement the Government-wide Monitoring and Evaluation System?

The Director-General have to ensure that employees comply with the monitoring and evaluation policies to improve the implementation of the System. For the departments to comply with the recommendations from the Office of the Premier, it is important that employees within the Office of the Premier to adhere to the regulations. The Director-General must consider the importance of monitoring and evaluation in the province and hold the managers accountable for poor implementation. The Director-General and the Premier must ensure that the departments do not deviate from the recommendations obtained from the findings, to enhance the implementation of the System. The managers must also support the employees to boost their morale. The departments and employees must be informed about the impact of poor implementation of the Government-wide Monitoring and Evaluation System in the Province. Lastly, employees must be held accountable for their actions, because they are appointed to ensure active execution of the monitoring and evaluation systems.

5.4.1.3 Is the Departmental monitoring and evaluation framework compiled in accordance with the National Monitoring and Evaluation regulatory framework?

The Department of Planning, Monitoring and Evaluation is the custodian of the monitoring and evaluation, while the Office of the Premier is expected to report the performance of departments to the Department of Planning, Monitoring and Evaluation. The study showed that the Office of the Premier has a provincial framework which is Provincial-Wide Monitoring and Evaluation System (2009) that emerged from the Government-wide Monitoring and Evaluation System framework (2007).

The promulgation of the Government-wide Monitoring and Evaluation System Framework (2009) was to ensure that the monitoring and evaluation is effectively and efficiently implemented in the Office of the Premier. For that reason, therefore, it is important for the management, employees and departments to abide with the principles of the Government-wide Monitoring and Evaluation System framework (2009) to enhance the implementation of the System in the province.

5.4.1.4 Does the department make use of tools provided by the Department of Planning, Monitoring and Evaluation?

The study revealed that the Office of the Premier develops their own tools that are aligned to the Limpopo Employment Growth and Development Programme (LEGDP) (2009) to achieve the following 14 outcomes of the province (*education, health, safety and security, economy, skills, infrastructure, rural, human settlements, local government, environment, international relations, public service, social protection and social cohesion*). The Director-General in consultation with the managers has to ensure that the developed monitoring tools are assessed and aligned to the provincial frameworks.

5.4.1.5 Does the Department have an effective Performance Monitoring and Evaluation Strategy?

The Office of the Premier has a well-designed strategy that outlined all the procedures and processes to be followed in the implementation of the Government-wide Monitoring and Evaluation System. The strategy emanated from the Government-wide Monitoring and Evaluation System (2007). The strategy incorporates the policies, strategic operational framework, monitoring and evaluation procedures, competency development and capacity building. The effectiveness of the implementation of the System may be depending on the full implementation of the strategy. Therefore, it is imperative for the managers to ensure that the strategy is fully implemented within the Office of the Premier.

5.4.1.6 Are all managers involved in the implementation of the monitoring and evaluation in the department?

The study showed that managers are not fully involved in the implementation of the System therefore continuous training is necessary, especially in a complex public institution such as Office of the Premier. Employees in the Office of the Premier are expected to perform complex duties; hence, it is crucial to provide training for them to improve their performance. It is the responsibilities of the management to review the monitoring and evaluation framework and ensure that it is effectively implemented. One of the challenges faced by the Office of the Premier is the movement of Directors in the Unit; this may cause delay and wasteful expenditure of the public resources. It is important for the Director-General to ensure that further training is provided for managers and solutions should be sought to reduce the movement and transfers of the Directors in the Unit.

5.4.1.7 Do managers have the necessary skills and competencies to implement the Government-wide Monitoring and Evaluation System?

The findings discovered that the managers lack necessary skills and competencies to effectively implement the System, although training was provided for them to enhance

their performance. The findings also discovered that the forcibly transferred managers likely have little interest in monitoring and evaluation.

All South African public sectors have instruments such as Performance Development Plan (PDP) to assess the performance of employees. The instrument assists the departments to assess the abilities of the employees and recommends further trainings for employees who lack certain skills to perform the required duties. It is important for Director-General and Human Resource Section to assess the performance of the managers and provide the necessary trainings to develop them. The Director-General may consult those employees who were forcibly transferred to the Unit, to assess their performance in the Unit and request their inputs regarding the transfer. This may improve the implementation of the System in the Office of the Premier.

5.4.2 Findings for which remedial action should be sought

The study discovered fourteen (14) findings for which remedial action should be sought for ineffective implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. The findings are grouped into 7 subsections as follows:

5.4.2.1 Poor coordination of monitoring and evaluation activities in the province and misalignment of the functions between the Office of the Premier, Department of Planning, Monitoring and Evaluation and departments.

Office of the Premier is expected to oversee performance of the departments in the province. The findings discovered that there is misalignment of the monitoring and evaluation activities especially in the local government. The departments and municipalities make use of different tools for monitoring and evaluation programmes which are obtained from the Department of Planning, Monitoring and Evaluation. This may create ineffective implementation of the System in the Office of the Premier, although it is the custodian of the monitoring and evaluation. The Director-General and

the executives may seek solutions from the Department of Planning, Monitoring and Evaluation concerning these issues to ensure effective implementation of the System in the Province.

5.4.2.2 The Government-wide Monitoring and Evaluation System regarded as policing instrument and there is non-implementation to monitoring and evaluation recommendations by departments

The findings revealed that the System is regarded as a policing instrument, rather than enhancing the quality of service delivery in the province. Misinterpretation of monitoring and evaluation in the departments may lead to ineffective implementation. It was further indicated that there's non-implementation of monitoring and evaluation recommendations by departments. Non-implementation of monitoring and evaluation findings may also lead to ineffective implementation of the Government-wide Monitoring and Evaluation System and delay the progress of service delivery in the province. The Director-General and the executive management have to ensure that training on the importance of monitoring and evaluation is provided to the various departments in the province. Measures need to be sought for departments which do not comply with the recommendations.

5.4.2.3 Prioritisation of Monitoring and Evaluation Unit, lack of buy in from the management and low staff morale

None prioritisation to monitoring and evaluation may cause ineffective implementation to the Government-wide Monitoring and Evaluation System. It is crucial for the management to prioritise the implementation of the System, especially in the Office of the Premier as the custodian of monitoring and evaluation. Management plays a crucial role in the development of policies and guidelines. As indicated in chapter 2 accountability and support is a key performance area for managers in the public sectors.

The Director-General have to ensure that managers are held accountable for their actions and sufficient support is cascaded to employees to lift their morale. Managers must report on progress that has been made in their respective areas of functioning. Performance Management Development System (PMDS) is an instrument that used in the Office of the Premier to encourage employees to work harder. The Director-General has to ensure that the employees who perform above their expectation are rewarded with performance incentives to lift their morale. Non recognition to employees who perform above the minimum expectations may affect performance of the department.

5.4.2.4 Training on monitoring and evaluation

It was discovered that further/advanced training is needed for managers and employees to improve performance of the department. In South Africa public sectors are expected to adhere to the principles of the Skills Development Act, 1998 (Act 97 of 1998) to enhance the performance of the employees. The purpose of the act is “to develop the skills of the South African workforce: to improve the quality of life of workers, their prospects of work and labour mobility and improve the productivity in the workplace and the competitiveness of employers.” This act was promulgated to advance the level of education for employees who were previously disadvantaged in order to enhance productivity in the workplace.

The Director-General together with the Human Resource Management Unit must ensure that further training is provided to employees. After completion of training, it is crucial for Human Resource Management to assess the performance of the employees and check if further improvement is required. This initiative may create awareness on the responsibilities of the employees in the implementation of the Government-wide Monitoring and Evaluation System in the department.

5.4.2.5 The Monitoring and Evaluation Unit used as a “dumping site” and instability of leadership

The findings revealed that the Monitoring and Evaluation Unit in the Office of the Premier is regarded as a “dumping area”. Most of the Directors who were not performing as expected were forcibly transferred to the Unit. The Director-General transferred those Directors without their consultation, and this may negatively affect the implementation of the System. The study shows that there is instability in the leadership, where most of the managers in the Unit are relocating to other Units, which may lead to ineffective implementation. According to section 14 of the Public Service Act, 1994 (Act 103 of 1994) “an employee of a department may be transferred (a) within the department, by its executive authority”. The act grants the Director-General authority to transfer any employee within the department; however, such transfer should be made in consultation with the employees. It is important for the Director-General to consult employees before transferring them and assess their capabilities to minimise the risk of non-compliance.

5.4.2.6 Change management and lack of feedback from programmes findings

The study has discovered that transformation is a major challenge that is affecting the Office of the Premier. The department has developed an electronic system to enhance the implementation of the System in the province. However the findings discovered that managers refuse to use the System, even though the training on electronic system was provided. The culture of doing things manually is one of the challenges that the Office of the Premier is facing, and it may cause ineffective implementation. It is important for the Director-General to ensure that the employees within the Office of the Premier make use of the electronic system. Further training on the electronic system should be provided to enhance the performance of the department.

The monitoring and evaluation electronic system is cost effective and efficient; therefore, the implementation of this system may limit the wasteful expenditure such as travelling allowance benefits. The System is developed in a manner in which employees do not have to do site visits for monitoring and evaluation. The System further allows all

departments to capture their Annual Performance Plan as well as their projects. In that regard, employees in the Office of the Premier can assess those projects electronically. Managers should report back the progress of their findings to their subordinates. This may encourage employees to work harder and they may feel that their inputs are recognised. Lastly it is crucial for managers to hold monthly meetings with their subordinates at an operational level, to discuss their findings' progress.

5.4.2.7 Unavailability of financial and human resources

The shortage of the financial and human resources will negatively affect the Office of the Premier to yield the intended results. Findings show that the Office of the Premier does not have evaluators and they hire from other companies to assess the completed programmes and projects. Therefore, with an insufficient allocated budget the department will face challenges in attaining its objectives. However, the budget that is allocated to the directorate may result to wasteful expenditure. It is significant for the Director-General and the management to ensure that the allocated budget within the Unit is sufficient to improve the implementation of the System. Managers have to monitor the allocated budget properly to ensure that it is used effectively and efficiently.

Further improvement is needed on the organisational structure because the structure of the monitoring and evaluation Unit in the Office of the Premier is not aligned to the Department of Planning, Monitoring and Evaluation. In consultation with the managers, the Director-General must amend the structure, which may be beneficial to the employees and improve the performance of the department.

5.5 CONCLUSION

The study sought to explore the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. The researcher investigated the effectiveness of the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier in Limpopo Province. The results revealed that there are challenges faced in the Office of the Premier to ensure effective

implementation of the Government-wide Monitoring and Evaluation System. Lastly, the researcher recommended measures that can be sought by the Office of the Premier to improve the implementation of the Government-wide Monitoring and Evaluation System. The researcher recommended findings where remedial actions may be sought to enhance the implementation of the System.

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APPENDIX A: COVERING LETTER

Dear participant

Subject: invitation to participate in the study on the investigation in the Implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo province.

I am Shirley Mokgalaka, currently studying a Masters of Public Administration and Management at University of Limpopo. You are therefore kindly invited to participate in my study which forms part of the requirement for my degree. I have to complete a mini-dissertation to my studies. My research will focus on the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo province.

Kindly note that the participation in the study is voluntary and undertake abide by the following:

- To maintain your anonymity;
- To keep the information confidential; and
- To observe all the research ethics requirements as required by conventional and University of Limpopo protocols.

Yours sincerely

Ms. Mokgalaka S

076 2935 182

APPENDIX B: CONSENT FORM

Title: The implementation of the Monitoring and Evaluation System in the Office of the Premier, Limpopo province

I agree to participate in this research project. The researcher has explained to me the purpose of this study and I understand what my participation will involve.

I have read and I understand the provided information and have had the opportunity to ask questions. I understand that my participation is voluntary and that I am free to withdraw at any time, without giving a reason and without cost. I understand that I will be given a copy of this consent form. I voluntarily agree to take part in this study.

Name of the participant

Signature.....

Date.....

Researcher.....

Signature.....

Date.....

APPENDIX C

INTERVIEW SCHEDULE

**TITLE: THE IMPLEMENTATION OF THE MONITORING AND EVALUATION SYSTEM
IN THE OFFICE OF THE PREMIER, LIMPOPO PROVINCE.**

INTERVIEWER

- (a) Participants name is not required
- (b) Frank and open information sharing is promoted. Only restricted and confidential information shouldn't be disclosed.

1. Indicate gender

Male	
Female	

2. Indicate occupation

Deputy Director General	
Chief Director	
Director	
Deputy Director	
Assistant Director	

3. Indicate age group

20 to 30 years	
31 to 40 years	
41 to 50 years	
51 to 60 years	
61 years and more	

4. Indicate highest academic qualification

Grade 12	
Diploma/Degree	

B. Hons or above	
------------------	--

5. Indicate work experience

1 to 5 years	
6 to 10 years	
11 to 15 years	
16 to 20 years	
20 years and more	

6. Does the department have a Monitoring and Evaluation System?

Yes	
No	

7. Does the Department provide training for employees on Monitoring & Evaluation?

Yes	
No	

8. Does the Department implement the Government-wide Monitoring and Evaluation System? If so, in the scale of 1 – 5 rate your agreement based on the following; 1= Stronglydisagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly agree.

Strongly disagree	Disagree	Neutral	Agree	Strongly agree
1	2	3	4	5

Explanation:.....

9. Does the implementation of the Government-wide Monitoring & Evaluation System have an impact in the Department? If so, in the scale of 1 – 5 rate your agreement based on the following; 1= Strongly disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly agree.

Strongly disagree	Disagree	Neutral	Agree	Strongly agree
1	2	3	4	5

Explanation:.....

10. Is the Departmental Government-wide Monitoring & Evaluation System compiled in accordance with the National Monitoring and Evaluation regulatory framework If so, in the scale of 1 – 5 rate your agreement based on the following; 1= Strongly disagree; 2= Disagree; 3= Neutral; 4= Agree; 5= Strongly agree.

Strongly disagree	Disagree	Neutral	Agree	Strongly agree
1	2	3	4	5

Explanation:.....

11. Does the Department make use of the tools provided by the Department of Planning, Monitoring and Evaluation?

Yes	
No	

Elaborate -
 Notes:.....

12. Does the Department have an effective Performance Monitoring and Evaluation Strategy?

Yes	
-----	--

No	
----	--

Notes:.....

13. Indicate the possible outcome of effective implementation on monitoring and evaluation.

Improved Service delivery	
Improved departmental performance	
None	

Notes:.....

14. What challenges are faced in the implementation of the Government-wide Monitoring and Evaluation System?

.....

15. Are all managers involved to the implementation of the monitoring and evaluation in the Department?

Yes	
No	

Notes:.....

16. What role do managers play in the implementation of the monitoring and evaluation?

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

17. Do managers have the necessary skills and competencies to use the Government-wide Monitoring and Evaluation System?

Yes	
No	

Explanation:.....
.....
.....
.....

18. What do you attribute to the success or failures in the implementation of the Government-wide Monitoring and Evaluation System in the Office of the Premier, Limpopo province?

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

19. May the poor implementation of the Government-wide Monitoring and Evaluation System affect the Department? (obtain approximately 4 possible impacts)

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

20. In what ways may the implementation of the Government-wide Monitoring and Evaluation System be improved in the department?

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



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

10 February 2020

Mokgalaka S (200910242) MPAM
TURFLOOP GRADUATE SCHOOL OF LEADERSHIP
MASTERS OF PUBLIC ADMINISTRATION AND MANAGEMENT (Course Work)

Dear Mokgalaka S,

FACULTY APPROVAL OF PROPOSAL

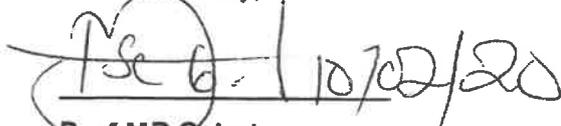
I have pleasure in informing you that your Masters proposal served at the Faculty Higher Degrees Committee meeting on **04 February 2020** and it was approved as follows:

"The Implementation of the Monitoring and Evaluation System in the Office of the Premier, Limpopo Province"

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,


10/02/20

Prof MP Sebola

Chairperson: Faculty Higher Degrees Committee

CC: Supervisor, Prof E.J Van Rooyen, Acting Programme Manager, Dr E Zwane and Acting Director of School, Prof S.K Mokoena.

19/10/2020

Editing and Proofreading Report for Shirley Mokgalaka (200910242)

This letter serves to confirm that I, Dr. Nyete Liberty, Takudzwa(PhD in English Literature), proofread and edited a Master Of Public Administration and Management Dissertation by Shirley Mokgalaka (200910242), from the University of Limpopo, titled The Implementation of The Monitoring and Evaluation System in the Office of the Premier, Limpopo Province

I carefully read through the Dissertation, focusing on proofreading and editorial issues.

The recommended suggestions were highlighted.

Yours Sincerely

Nyete.

Nyete Liberty, Takudzwa (PhD in English Literature) .

Boston Media House –Pretoria Acardia

Tel.: 0766815547

E-mail: inyete@gmail.com





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: 24 April 2020

PROJECT NUMBER: TREC/71/2020: PG

PROJECT:

Title: The Implementation of the Monitoring and Evaluation System in The Office of the Premier, Limpopo Province
Researcher: S Mokgalaka
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.

ENQ: Ms. Mokgalaka S
REF: TREC/71/2020: PG
TEL. NO: 015 287 6665
DATE: 02 June 2020

Director: Human Resource Development, PMS and EHWP
Office of the Premier
Private Bag X9483
POLOKWANE
0700

Dear Ms. Sete S,

REQUEST TO CONDUCT RESEARCH INTERVIEWS IN THE OFFICE OF THE PREMIER UNDER THE TITLE *THE IMPLEMENTATION OF THE MONITORING AND EVALUATION SYSTEM IN THE OFFICE OF THE PREMIER, LIMPOPO PROVINCE* FOR THE FULFILLMENT OF MASTER OF PUBLIC ADMINISTRATION AND MANAGEMENT AT THE UNIVERSITY OF LIMPOPO.

1. I hereby request the approval from the Sub-Directorate: Human Resource Development to conduct the research interviews under the topic of *The Implementation of the Monitoring and Evaluation System in the Office of the Premier* for the fulfillment of my master's degree.
2. Turfloop Research Ethics Committee (TREC) has approved my proposal to ensure that the conducted research does not involve any biasness and misinterpretation of the obtained information from the participants.
3. I solemnly declare that I will abide to the rules of TREC when conducting the interviews from the participants in the Office of the Premier and ensure that the obtained information will be treated as confidential and the names of the participants will be treated anonymously.
4. Hope the above information will be taken into consideration

Kind regards;


Mokgalaka S

CONFIDENTIAL



LIMPOPO

PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

THE PREMIER

Ref : S5/3/43
Enq : Ms E.M. Maatjie
Date : 02 June 2020

Ms S. Mokgalaka
Office of the Premier
POLOKWANE

Dear Madam

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

1. It is with great pleasure to inform you that your request to conduct a study titled "The Implementation of Monitoring and Evaluation System in the Office of the Premier, Limpopo Province" has been approved on condition that information gathered will be treated as confidential, be used for academic purposes 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.

A handwritten signature in black ink, appearing to be 'N.S. Nchabeleng', written over a horizontal line.

Mr N.S. NCHABELENG
DIRECTOR GENERAL

04/06/2020
DATE