MONITORING AND EVALUATION AS AN INFRASTRUCTURE ENHANCEMENT STRATEGY IN VHEMBE DISTRICT MUNICIPALITY OF SOUTH AFRICA

By

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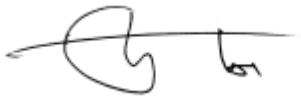
DECLARATION

I, Shivambu Phanuel, hereby declare that the study titled Monitoring and Evaluation as an infrastructure enhancement strategy in Vhembe District Municipality of South Africa at the University of Venda, hereby submitted by me, has not previously been submitted for a degree at this or any university, and that it is my own work in design and execution and that all reference material contained therein has been duly acknowledged.



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Shivambu Phanuel

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DEDICATION

This study is dedicated to my wife, Gladys who always support me in all my endeavours. My late mum, N'wa -Gezani Phephu Tsatsawni Shivambu for her sacrifices in making sure I take education serious and for waking up early in the morning without a clock to ascertain that we get warm water for bathing before we go to school. My brother, Speaknice, for assuming a role of a father figure after the passing away of our father Risimati Frans Shivambu whilst we were still very young. You have done a wonderful job.

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ABSTRACT

This study investigated Monitoring and Evaluation (M&E) as an infrastructure enhancement strategy at Vhembe District Municipality (VDM), South Africa. This District consists of four local municipalities which are Collins Chabane, Makhado, Musina and Thulamela. The introduction of Monitoring and Evaluation system is essential in promoting the functionality, transparency and accountability of municipalities and other government departments. That can eventually lead to better quality infrastructure delivery if effectively implemented. Theory of Change and logical framework model have been used as central theories since they both speak to best practices for efficiency in government.

A mixed method of quantitative and qualitative approach was used in this study. The selection of participants was done by means of purposive sampling method. Both primary and secondary data were used. Primary data was collected through interviews and questionnaires. Thematic analysis and International Business Machinery-Statistical Product and Service Solutions (IBM-SPSS) were done for analysation. Secondary data was obtained from government publications, research publication, books, journals legislation, print media conference papers and internet.

The findings revealed that there is an evident existence of poor monitoring and evaluation of infrastructure development projects due to: lack of capacity for implementation; no specific budget for funding the activities and resources; non- existence of policy to provide specific guidelines; lack of enough staff for implementation; poor political and management willingness; and lack of support from the province. It is found that the above challenges need to be attended to for effective implementation of the system by the municipalities.

Based on that, for effective monitoring and evaluation in the municipality, it is recommended that: municipality should provide training for staff as a form of capacity building; have specific budget for funding activities and resources; have own specific policy to provide guidelines; there should be active participation of beneficiary community in the whole process; use data gathered through the process for improvement of future projects by municipalities; have political and management willingness for implementation and use of data gathered for decision making; follow logical framework (i.e. from inputs, activities, outputs, outcomes and impacts of projects); dissemination of findings to all main stakeholders including general public to improve transparency and accountability; province should provide support to the municipalities; and the establishment of District and Local municipalities' forums.

Key words: Evaluation; monitoring; monitoring and evaluation system; infrastructure; strategy

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LIST OF ABBREVIATIONS

ANC	African National Congress
CBM	Citizen Based Monitoring
CDW	Community Development Worker
CSS	Central statistical Service
COGTA	National Department of Co-operative Governance and Traditional Affairs
DoF	Department of Finance
DPLG	Department of Provincial and Local Government
DPSA	Department of Public Service Administration
DPME	Department of Planning Monitoring and Evaluation
DWAF	Department of Water Affairs and Forestry
GWM&ES	Government-Wide Monitoring and Evaluation System
IDP	Integrated Development Plan
MEC	Member of Executive Council
M&E	Monitoring and Evaluation
MFMA	Municipal Finance Management Act
MPAC	Municipal Public Accounts Committee
MPAT	Management Performance Assessment Tool
MTSF	Medium Term Strategic Framework
NGO	Non-Government Organisation
NPM	New Public Management

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NDP	National Development Plan
NEB	National Evaluation Board
NEP	National Evaluation Plan
NEPF	National Evaluation Policy Framework
NIMES	National Integrated Monitoring and Evaluation System
NPC	National Planning Commission
OECD	Organization for Economic Co-operation and Development
OPM	Office of the Prime Minister
OPSC	Office of the Public Service Commission
PALAMA	Public Administration Leadership and management Academy
PFMA	Public Finance Management Act
PM&E	Participative Monitoring and Evaluation
PRSP	Poverty Reduction Strategy Paper
PSC	Public Service Commission
RBM	Results based Management
RBM&E	Results Based Monitoring and Evaluation
RSA	Republic of South Africa
SALGA	South African Local Development Association
SAMDI	South African Management Development Institute
SAMEA	South African Monitoring and Evaluation Association
SANCO	South African National Civic Organisation
SASQAF	South African Statistical Quality Assessment framework
SDBIP	Service Delivery and Budget Implementation Plan

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SG	Statistician General
STATS SA	Statistics South Africa
TOC	Theory of Change
TOR	Terms of Reference
UNDP	United Nation Development Program
VDM	Vhembe District Municipality
WHO	World Health Organisation

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CHAPTER 1

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1 INTRODUCTION

Public administration is defined as a system of structures and functions operating within a particular society with the objective of facilitating the formulation of appropriate government policy and the efficient execution of the formulated policies (Du Toit, 2002: 5). In other words, public administration involves getting done what governments do to its citizens (Swain, 1987: 1). This implies that it is through public administration that goods and services are delivered to the society. The process of the delivery of those goods and services should be monitored and evaluated to ensure that public service agencies are within the policy intentions for efficient utilisation of resources at the disposal of employees (Selepe, 2009: 47). It is on that basis therefore that, this study investigated Monitoring and Evaluation (M&E) as an infrastructure enhancement strategy at Vhembe District Municipality (VDM) of South Africa. According to Govender (2013: 815), M&E within the public sector can provide information that can be used for evidence based policy assessment for the improvement of government functionality and the overall performance of the public sector. Further, it helps public managers to identify and correct mistakes and build on the success of best practice, thereby contributing to continued improvements in the design and administration of projects (Atkinson & Wellman, 2003: 3; Organisation for Economic Cooperation and Development (OECD), 2007: 12). Furthermore, it identifies what works, what does not work and the reason for failures in a project (Shapiro, 2008: 5; Mackay, 2009: 5). Therefore, without M&E within governmental institutional arrangement, it would be difficult to determine if an infrastructure development project is going in the right direction, whether progress and success is being achieved, and how future infrastructure development efforts will be improved (United Nation Development Program (UNDP), 2009: 5). This implies that if it is implemented correctly, municipalities can provide infrastructure of optimum quality which culminates in value for money for the local community and beneficiary community. According to Luyt (2008: 4), the Republic of South Africa faces intensified calls for accountability to citizens for how resources are used, what results are achieved, and how effective these results are bringing notable progress in human development. This reflects on the extent of the need for M&E within the service delivery landscape in the country. This next section presents background of the study, aim of the study, specific objectives of the study, critical research questions, significance of the study, delimitation of the study, definition of operational concepts, preliminary literature review, research methodology and organisation of chapters.

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1.2 BACKGROUND OF THE STUDY

According to Kusek and Rist (2004: 11-12), traceable practical evaluation of government programs and projects in Organisation for Economic Co-operation and Development (OECD) countries started in the 1960s, and M&E has been used for different purposes. That means some countries have already developed it some time ago. According to Mackay (2007: 23-24), Chile developed its first system in 1974, Australia developed its strategy for evaluations from 1987 to 1991, while Colombia developed its system in 1991. Mackay (2006: 1) contends that the culture of evaluation has become a path to enhance government performance, hence developing countries are working to strengthen their existing system, while others are developing from scratch. According to Porter and Goldman (2013: 2), African continent government-led M&E systems operate within an intricate environment as there are forces which drive for the appropriation of the benefits of government, but at the same time forces exist that want the improvement of government performance through M&E.

South Africa has achieved a new democratic order in 1994 (Jeremy, 1994: 4; Steytler, 2005: 183; Setlhomamaru, 2012: 5; Tewani, 2015: 1). That eventually led to the adoption of the Constitution of the Republic of South Africa during 1996. Such constitutional dispensation is more inclined to service delivery that is performance based as grounded on the principles provided in Section 195. The provision of services to the communities is a constitutional requirement in the Republic of South Africa. The Constitution of Republic of South Africa, 1996 considered M&E of the delivery of services to communities so significant that it specifically assigned the Public Service Commission (PSC) to undertake all public-sector evaluation, and further provided an ideal of how seriously it should be taken. Section 196 (4)(b) of the Constitution of the Republic of South Africa, 1996 provides that the powers and functions of the PSC are to investigate, monitor and evaluate the organisation, administration and personnel practices as well as proposing measures to ensure effective and efficient performance within the public service. The importance of M&E in the South African government departments in public sector transformation is explained clearly in the South Africa Presidency's Mid-Term Review which provides that it is the cornerstone of sound and efficient planning and implementation based on objective measurements that reflect the ideals of the Constitution to improve the quality of life of all South Africans (Hlatshwayo, 2015: 94). However, Van Heerden (2009: 47) maintains that the mere existence of a Constitution does not necessary guarantee and imply that public officials will actively apply the constitutionally entrenched fundamental rights or exercise public administration in line with constitutional mandate. That can also mean that, although it is provided for in the Constitution of South Africa and other policies, it is possible that it is not implemented as envisaged.

In addition to the provision in the Constitution, municipalities are also empowered by the Local Government: Municipal Systems Act, 32 of 2000 in M&E of their development agendas as provided

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for in section 41 subsection (1) (a-c). According to Van der Waldt (2006: 136), this Act provides municipalities with guidelines for establishing a performance management system in order to improve their efficiency, effectiveness and levels of accountability. It further provides directives to the provinces to monitor and capacitate the local municipalities to enhance the provision of quality services to the beneficiary communities. In terms of Section105 (1) of the Act mentioned above , the Member of the Executive Council (MEC) for local government in a province must establish mechanisms, processes and procedures to; monitor municipalities in the province to manage their own affairs; exercise their power and perform their functions; monitor the development of local capacity in the province; and assess the support needed by municipalities to strengthen their capacity to manage their own affairs, exercise their powers and perform their functions. Further, section 42 of the same Act, provides that the municipality must involve the local community in the development, implementation and review of the municipality's performance, management system, and in particular allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality. This implies that, the beneficiary communities have an important role to play in the M&E of development in their area including in the provision of quality infrastructure. However, the Municipal Systems Act, 32 of 2000 does not prescribe how beneficiary communities should be involved in the M&E of infrastructure development projects.

Section 107 of the Local Government: Municipal Systems Act, 32 of 2000 provides that the national government has monitoring role to the municipality and may require any municipality to submit information to a specified national organ of state at any specified period. This provides that national government has a role to play in ensuring that local municipalities are providing quality infrastructure to the beneficiary communities. According to De Visser (2005: 207), monitoring of local government is necessary in order to protect the development agenda of the national and provincial government, and to identify early signs of problems in municipalities that may require some form of intervention. Fookes (1996: 20) describes monitoring within local government as a means whereby municipal council can consistently appraise their performance, reassess their approach and move closer to achieving their objectives through the refining of policies. On the other hand, Venter (2007: 117-118) contends that within the local government sphere, performance measurement provides the basis for M&E which is analysed in terms of the inputs achieved, and the outcomes achieved for each measure. The view is supported by Dassah and Uken (2006: 718) by explaining that within the South African context of the public sector, the findings from the implementation of M&E could potentially provide useful feedback for improving the sector. However, in contrast to the preceding statement, municipal findings are often late, incomplete and not providing feedback into improving service delivery hence the provision of poor infrastructure (World Bank, 2011: 6).

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This study contended normatively that the introduction of M&E can be essential in promoting the functionality, transparency and accountability of municipalities and other government departments that will eventually lead to better quality infrastructure delivery. It is introduced with the aim of providing managers, decision makers and other stake holders with regular feedback on progress in implementation and results and early indicators of problems that need to be corrected, and usually reports on actual performance against what was planned or expected (Valadez & Bamberger, 1994: 7; Fookes, 1996: 24; Welsh, 2005: 6). This implies that, if it is implemented correctly, every interested party in the municipality can receive the necessary information at any stage of the life span of the project, and the intended and untended results can be detected as soon as possible. However, Govender (2013: 816) points that the government within South Africa has no management spirit towards performance and value for results. In concurrence with the preceding observation by Govender (2013), the Presidency (2012: 17) reveals that there is a tendency in some government departments to carry it out for compliance only by setting of low targets, reporting on the process than results, production of the reports delegated to lower levels in the institution and lack of top management focus on implementation, monitoring and reporting. This problem can undermine the provision of quality infrastructure to its citizens by some municipalities and some other government departments. Fiszbein (2005: 4) contends that where citizens have no control over those who provide service to them, service will fail. Goldman *et al.* (2015: 1) identify it as a tool for the improvement of government performance which will address issues around delivery of services to citizens.

The discussion above highlighted some of the general discrepancies in the implementation of M&E regardless of the good policies and value attached to it in South Africa. However, no research has been reported on how monitoring and evaluation of infrastructure development is being implemented in VDM. Vhembe District Municipality has a lot of infrastructure development projects which has been implemented, some are being implemented, and some are still to be implemented in the future. However, observably some of those infrastructures are not completed in time, some are not completed at all, and some although completed are of poor quality. Therefore, it was necessary to carry a study in VDM on how monitoring and evaluation of infrastructure development project is being implemented because efficient or well managed projects and outputs will lose their relevancy if they yield no noticeable improvement in development conditions and ultimately people's live (UNDP, 2012: 5). The development of communities will only be possible where sufficient and indispensable municipal infrastructure development projects of optimum quality are supplied effectively and efficiently in a sustainable.

1.3 PROBLEM STATEMENT

According to Masuku and Ijeoma (2015: 10), in the context of Africa, literature reveals that Egypt is a father and founder of M&E in the world. This shows that M&E is certainly not a new phenomenon in

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Africa. The ancient Egyptians regularly monitored their country's output in grain and livestock more than 5000 years ago. Developed countries followed suit in the modern M&E, particularly those of the OECD, have had as many as 20 years or more of experience in M&E (Kusek & Risk (2014) in Masuku & Ijeoma, 2015: 10). However, M&E is still a challenge in Africa since its current approaches are borrowed from the international countries that are outside the scope of African context (Masuku & Ijeoma, 2015: 14).

Latib and Goldman (2012: 148) point out that prior to 1994 and from 1994 to 2005, M&E in South Africa was generally conducted in an isolated manner and took place in national departments. They further contend that this has resulted in an uncoordinated and complex range of activities in it. Nelson (2016: 2) further points out that within South African context, it is an emerging concept within local government and not yet fully developed. However, the imperative to focus on it was highlighted in South African State of the Nation in 2004, 2005, 2006 and 2007, with the call by former South Africa President, Thabo Mbeki, to strengthen its capacity across all spheres of government. Further, South African former President, Jacob Zuma, has created a Ministry of Performance Monitoring and Evaluation (PME) within the Presidency's Office in 2009 (Engela & Ajam, 2010: 13). According to Engela and Ajam (2010: 13), the establishment of the Ministry was necessitated among other things by the fact that massive increase in expenditure on services was not bringing the results anticipated. The same authors further pointed that the services delivered in many areas have been of below standard.

In 2014, the Department of Planning, Monitoring and Evaluation (DPME) was established through the merging of the National Planning Commission (NPC) Secretariat in the Presidency with the Department of Performance Monitoring and Evaluation to form a New Department of Planning, Monitoring and Evaluation (Presidency, 2015: 4). The focus of this department is getting departments to align their plans with the National Development Plan (NDP) and the Medium-Term Strategic Framework (MTSF) as well as monitoring their implementation and the evaluation of critical government programs. In addition, their emphasis is placed on performance monitoring of local government and contribution to strengthening participatory democracy in communities through implementation of Citizens Based Monitoring Framework (Presidency, 2015: 5). Nelson (2016: 2) points out that the DPME has recently developed a self-assessment system called Municipal Assessment Tool which is a system designed for municipalities to assess their functionality and efficiency regarding the manner in which they operate based on Key Performance Areas (KPAs) which include service delivery, finances planning, governance, human resources and community engagement. This is a sign that South Africa ideally is concerned with quality results of any project where it is spending. However, despite the gains made after the introduction of NPC and DPME, challenges in improving the quality of service provided to citizens persist (Presidency, 2015: 10).

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In addition, the DPME has been mandated to improve government service delivery through integrated planning, monitoring and evaluation (National Treasury, 2017: 1). This means that M&E has an important role to play in improving the provision of service delivery in South Africa. Among other services provided by the government of South Africa to its citizens, is the provision of infrastructure. Projects with strong M&E component are likely to stay on track. Challenges are often detected earlier, which can reduce the prospect of having major cost overruns or time delays. Effective implementation of M&E can play a major role in enhancing the effectiveness of developments projects (UNDP, 2009: 9; Phiri, 2015: 5).

According to Kambuwa and Wallis (2002) in Hlatshwayo (2015: 92), South Africa has a growing gap between good policies of government departments and project implementation results. The availability of good policies is essential for good governance and development of a country. Those policies must translate into value for money and excellent development project implementation results. Despite the enormous effort and money put into policies and institutions for improved service delivery, provision of quality service as expected by the incumbent beneficiary communities in South Africa remains a challenge. According to the Presidency (2007: 46), M&E should take place throughout the implementation of project cycle. Furthermore, it provides that projects are evaluated to learn lessons, identify best practice, and inform other policy development. It may be taken throughout the project life but what remains a question is: are they using the results to develop other policies? Are they monitoring and evaluating development projects only for compliance purposes? Are they learning something out of the activities of the project M&E so that they do not repeat the same mistake nor are they keeping the effective practice if it was successful? Are they involving the beneficiary communities in it? If so why are we still having the same mistakes which occurred during the implementation of the similar projects? The Presidency (2017: 11) argues that there is poor planning, monitoring and evaluation, which affects the design of what government does, and its ability to learn and improve. This can also be true in local government sector.

Further, Kamau and Mohamed (2015: 82) point out there are many studies which have been carried out with the aim of determining the critical success factors which contribute to project success, and most of this studies link project success to M&E. However, despite knowledge that M&E is a major contributor to project success, observable so, there is a problem in the implementation of M&E of projects in VDM hence this study. There are projects which are started but they are not completed and that some projects take more time than planned to complete. Traditional leaders at former Mutale complained to the VDM mayor about the incomplete Reconstruction and Development Programs (RDP) houses in their villages and some contractors that have run away without paying workers (Limpopo Mirror: 26 April 2016). Shigalo fire station building projects started in 2010 and based on VDM Integrated Development Plan (IDP) 2011/2012, second phase of this project should have been

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completed in 2011/2012 financial year. By the beginning of 2019 the first phase of this project was incomplete, and the completed part has been vandalised which will need more funds to be repaired. The question which arises is why are all these happening in VDM whilst there is M&E which ideally is supposed to be done on an ongoing basis? Does the work of M&E which the municipality is carrying out matter? Is it useful for anything? The purpose of this study was to investigate the role of M&E of infrastructure development projects in VDM of South Africa in order to develop a model that can be used in enhancing them.

1.4 AIM OF THE STUDY

The aim of this study was to investigate monitoring and evaluation as an infrastructure enhancement strategy at VDM of South Africa to develop a working model for its application as an infrastructure enhancement strategy in local government sector.

1.5 SPECIFIC OBJECTIVES OF THE STUDY

The following are the objectives of this study:

- To establish state of the implementation of M&E for infrastructure enhancement at VDM.
- To determine the challenges facing VDM in the implementation of M&E.
- To determine the importance of beneficiary community stakeholders in M&E for infrastructure enhancement.
- To recommend a model for the application of M&E as an infrastructure enhancement strategy in local government sector.

1.6 RESEARCH QUESTIONS

This research seeks to answer the following questions:

- How is the implementation of M&E at VDM infrastructure development projects?
- What are the challenges facing VDM in the implementation of M&E?
- How importance is the beneficiary community stakeholders in M&E for enhancing infrastructure development projects?
- What are the strategies for M&E that can be used as an infrastructure enhancement strategy in local government sector?

1.7 SIGNIFICANCE OF THE STUDY

According to Kusek and Rist (2004: 12), accountability and transparency are essential features of good governance, and the use of M&E findings of this research can enable public sector managers

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to put these features of good governance into practice. The International Union of Conservation of Nature (IUCN, 2008: 9), indicates that it is a process that complements the planning; therefore the information to be supplied by this research can assist the municipality in enhancing their planning. Data supplied by this research raise awareness in the implementation of it by the local municipalities in the office of the Presidency as they have the Ministry dealing specifically with it. The study also adds information on international practices of it. The findings of this research can assist the Provincial forums to execute their task with clear picture of how it is being implemented in the local municipalities. Furthermore, the study will provide the province with information needed to make several decisions regarding the implementation of it in developmental projects. The study further will assist also the provincial unit in the Office of the Premier with relevant data in playing supervisory role over all public institutions with regard to its function.

In addition, the information provided can assist the district municipalities in increasing their effectiveness in providing quality services to the communities. The information supplied can also increase awareness to the communities about the roles they need to play in ensuring that they receive quality service from the government through their active involvement in monitoring and evaluation of development projects in their areas. It also added to the limited literature in South Africa on monitoring and evaluation of developmental projects. Lastly, the study provided researchers with baseline information that could be useful in future M&E studies.

1.8 DELIMITATION OF THE STUDY

According to Leedy (2007: 59), demarcating the research aims to make the research topic manageable from researcher's point of view, in so doing, however, it does not mean research on the same topic is not needed in other areas. Moreover, the omission of certain topics does not mean there is no need to research them. This study was carried out in Limpopo Province. Limpopo province consists of five district municipalities which are Capricorn, Mopani, Sekhukhune, Waterberg and Vhembe. This study was carried at VDM focusing only on M&E as an infrastructure enhancement strategy at VDM of South Africa.

1.9 LIMITATION OF THE STUDY

The limitation of the study the researcher encountered had to do with getting hold of municipal managers of local municipalities which took more time than planned to secure their time. The other factor was shortage of M&E materials in the library for literature review. In addition, it was also difficult to find scholars who wrote about M&E because most of the materials are from organisations. However, efforts were made to visit other libraries outside the province which delayed the completion

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of the study. The other factors that limited the study to be completed on time was limited funds for travelling, printing, binding, editing, stationery and typing.

1.10 DEFINITION OF OPERATIONAL CONCEPTS

Hereunder are the definitions of operational concepts used in this study:

Monitoring: According to Gosling and Edwards (1995: 12), monitoring refers to the continuous and systematic collating and examining of data about the progress of an exercise such as a project, program or public policy over a time. It is an instrument applied to identify strengths and shortfalls in an exercise and to present those responsible for the exercise with enough information to make the right decisions at the right time in order to advance quality (Ibid). Shapiro (2008: 3) defines monitoring as the systematic collection and analysis of information as a project progresses. Kusek and Rist (2004: 12) add by defining monitoring as a continuous function that uses the systematic collection of data on specific indicators to provide management and the main stakeholders of an on-going development intervention with indicators of the extent of progress and achievement of objectivities and progress in the use of allocated funds. Monitoring gives information on where a policy, program or project is at a given time (or over a time) relative to respective targets and outcomes (Kusek & Rist, 2004: 21-22). In this study, monitoring is defined as a process of collecting and analysing development projects data to measure the effectiveness and efficiency of interventions against set targets and to take the appropriate actions to improve quality of infrastructure.

Evaluation: According to Shapiro (2008: 3) evaluation is a comparison between the actual project impacts against the agreed strategic plans. Evaluation is further defined as the systematic and objective assessment of an on-going or completed project, program, or policy, including its design, implementation and results (Kusek & Rist, 2004: 12). The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact, and sustainability. An evaluation provides information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors (Kusek & Rist, 2004: 12). Cloete, Wissink and De Coning (2006: 248) provides that evaluation is necessary in establishing whether a policy, project or program should continue, discontinue, be limited in certain aspects or expanded. In this study, evaluation is defined as a process of analysing or assessment of either completed or on-going development projects to determine their effectiveness and efficiency in achieving stated objectives and contributing to decisions making.

Monitoring and evaluation system: 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,

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municipalities and other institutions to discharge their functions effectively (Presidency, 2007: 4). According to Norman (2005: 6), good system helps clarify what impact the project is expected to have, decide how progress and impact was assessed, gather and analyse the necessary information for tracking progress and impact and explain the reasons for success and failure, and how to use this information to improve future actions. The definition by the Presidency is adopted in this study.

Infrastructure: Infrastructure is defined as the stock of basic facilities and capital equipment essential for productivity and the functionality of a country (World Bank, 1994: 2; Srinivasu & Srinivasa-Rao, 2013: 82). According to Bhattacharyay (2010: 201), infrastructure is divided into hard and soft infrastructure. The difference between hard and soft infrastructure as explained by Bhattacharyay (2010: 201) is that hard infrastructure is tangible and relates to structures or facilities that support society and economy, for example: transport, energy, telecommunications and basic services whereas soft infrastructure is non-tangible. Soft structure provides support to the hard structure that is its development and operation for example: policy, institutionalised framework, governance mechanisms and social networks. Prud'homme (2004) as cited by Vukeya (2015: 31) argues that the quality of life and productivity of the population depends significantly on the availability and ability to access infrastructure facilities.

Vhembe District Municipality Supply Chain Management Policy for Infrastructure Procurement and Delivery Management defined infrastructure as immovable assets which are required, constructed or which result from construction operation or moveable assets which cannot function independently from purpose built immovable assets. Vhembe District Municipality Supply Chain management policy further defines infrastructure delivery as the combination of all planning, technical, administrative and managerial actions associated with the construction, supply, renovation, rehabilitation, alteration, maintenance, operation or disposal of infrastructure. The definition by VDM of infrastructure will be adopted in this study.

Strategy: According to Nickols (2016: 3), strategy refers to a general plan of action for achieving one's goals and objectives. On the other hand, Porter (2012: 2) points out that strategy is about making choices on what an organisation will seek to achieve and how it will deliver value. In this study strategy is a long- term general plan of a municipality for achieving its goals and objectives.

1.11 ORGANISATION OF CHAPTERS

This study consists of the following chapters:

Chapter 1: Introduction and Background of the Study - This chapter consists of introduction, background, followed by problem statement, aim of the study, objective of the study, research

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questions, and significance of the study. It also contains definition of concepts, scope of the study and structure of the research.

Chapter 2: Conceptual framework of Monitoring and Evaluation- This chapter provides theoretical grounding of and focus is placed on its processes and purposes. This chapter also includes the different types of M&E and steps followed in building those.

Chapter 3: Conceptualisation of theories and models in Monitoring and Evaluation- This chapter provides theories which are related to M&E. It also includes models which are related to these approaches.

Chapter 4: Monitoring and Evaluation approaches: This chapter provides approaches which are related to Monitoring and Evaluation. The two approaches which are discussed in this chapter are Results Based Monitoring and Evaluation approach and Participative Monitoring and Evaluation approach.

Chapter 5: Monitoring and Evaluation in South Africa-This chapter provides information about the implementation of M&E, its role players and its legislative framework in South Africa. It also provide how it is practiced in Vhembe District, and lastly it will present the role of different stakeholders.

Chapter 6: International Practices of Monitoring and Evaluation- This chapter provides practices of it in selected countries. It will present brief discussion of the practices of six African countries and six countries outside the African boarders.

Chapter 7: Research Design and Methodology - The chapter provides details with regard to the methodology that was used to research on M&E as a strategy for the enhancement of infrastructure development projects. The reason for the choice of research method was provided in this chapter. Study area, study population, sampling, data collection, data collection, data analysis and ethical consideration was provided in this section.

Chapter 8: Data Presentation, Analysis and Interpretation - The chapter consists of the analysis of the data gathered based on the role of M&E as a strategy for the enhancement of infrastructure development projects at VDM, South Africa and interpretation of the results or findings of the study was conducted.

Chapter 9: Findings, Conclusion and Recommendations - This chapter presents the major findings about the major issues which this study was intending to investigate. This chapter ultimately concluded with a list of recommendations in relation to key issues that the study was investigating. Reasons for arriving at a decision was furnished in this chapter.

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1.12 CONCLUSION

It was discussed in this chapter that South Africa has a growing gap between good policies of government departments and project implementation results. It was further revealed by this chapter that the availability of good policies is essential for good governance and development of a country. However, despite the enormous effort and money put into policies and institutions for improved service delivery, provision of quality service as expected by the beneficiary communities in South Africa remains a challenge. It was argued in this chapter that the introduction of M&E can be essential in promoting the functionality, transparency and accountability of municipalities and other government departments that will eventually lead to better quality infrastructure delivery. This mandate is given to the Department of Planning Monitoring and Evaluation. This chapter has presented a discussion of the context in which this study was conducted. It has presented the background and orientation of the study and problem statement. The research questions and objectives and objectives of the study as well as the research methodology were also provided. Certain terminology used were defined in the context of the study. It concluded with brief overview of each of the nine chapters. The next chapter discusses conceptual framework of M&E.

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CHAPTER 2

CONCEPTUAL FRAMEWORK OF MONITORING AND EVALUATION (M&E)

2.1 INTRODUCTION

This chapter presents literature review on Monitoring and Evaluation (M&E). It commences with explaining these concepts in public administration. Then literature on monitoring and its purpose will be discussed, after which literature on evaluation will be outlined. Their designs will also be presented. Before the conclusion of the chapter, measuring effectiveness of M&E of projects, selection of indicators, information reporting and utilisation, and its institutionalisation will also be discussed. It will conclude by outlining the challenges that can contribute to ineffective implementation of the system in public sector. It is imperative for municipalities to have a system which is well functional. If dysfunctional, it can seriously undermine the quality of development infrastructure and thus constitutes a waste of resources. Thus, this can also lead to a broken trust between the community and the municipality, and can eventually lead to spread of public protest because communities expect to receive services of optimal quality from the municipality.

2.2 MONITORING AND EVALUATION IN PUBLIC ADMINISTRATION

According to Fox, Schwella and Wissink (1991: 2), public administration is a system of structures and processes operating within a particular society and environment, with the objective of facilitating the formulation of appropriate government policy and the efficient execution of that formulated policy. In the same vein, Nzewi (2015: 14) explains that it has its roots largely in political sciences and involves the study of large bureaucratic organisations and government processes as well as interactions between political and policy actors towards policy implementation. Fox *et al*., (1991: 2) add that it is much wider in scope and nature than public management, which is only a part of public administration and care should be taken not to reduce it to public management. According to Hughes (1992: 287), Hughes (2003: 3) and Rutgers (2010: 3-4), it can be seen as an activity involved in serving the public, in which public servants carry out policies essentially derived from others; and it is also concerned with procedures, with translating policies into action and with office management. Hughes (1992: 187) further points out that public management involves rather more. It does include administration, but also involves organisation to achieve objectives with maximum efficiency, as well as genuine responsibility for results. Nzewi (2015: 14) articulates the same view but adds that it puts its focus on economy, efficiency and effectiveness criteria in assisting government performance. In the same vein, Botes, Brynard, Fourie and Roux (1997: 353) explain it as a unit of administration. Therefore, public management as part of administration as discussed above, is vital in ascertaining that government improves its performance for the achievement of better results.

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In addition, its study has received wide attention in the last two decades, both in developed and developing countries (Atreya, 2002: 12). According to Atreya (2002: 12), the subject has recently been known by various acronyms, including public management, New Public Management (NPM), managerialism, market-based management, and entrepreneurial government. However, in this study, it will be referred to as public management. Matheson and Kwon (2003: 42) contend that, public sector reform saw many developed countries, especially Western developed countries, utilising private sector principles, practices and processes in the public sector. This resulted in privatisation of public sector institutions, decentralisation and a more managerial approach in delivering services.

According to Boston, Martins, Pallot and Walsh (1996: viii), the term is referring to both location and nature of management activity. The same authors further refer it to maximum utilisation of resources towards desired results, both at macro and micro-levels of the public sector. In other words, it refers to the capacity of government to make and implement policies, the effectiveness of the government's programs, and the effectiveness of the government institutions in providing services to the people. According to Nzewi (2015: 14), it includes management functions such as planning, organising and controlling. Robbins and Decenzo (2001: 5) define management as the process of getting things done, effectively (attaining the goals through the right actions) and efficiently (the cost-effectiveness of the goal attainment), through and with other people. According to Robbins and Decenzo (2001: 6-7), management processes consist of the following:

- Planning: formulating organisational goals and designing a strategy to achieve goals.
- Organising: determining the tasks to be done, by whom.
- Leading: including the motivation, directing, and instructing of personnel actions through communication and conflict resolution.
- Controlling: monitoring performance, comparing it with goals and correcting deviations.

Based on the preceding discussion, monitoring is the managerial issue of control. Therefore, it implies that where people are doing that during infrastructure development projects, they are controlling the implementation. Some of the key managerial tasks is ensuring a successful M&E system that includes collaboration to ensure consensus among intended users of results on how it was used (Chen, 2005: 198); the building of trust, content and communication channels, which are critical to ensure the acceptance of conveyed evaluation information (Boyle & Lemaire, 1999: 128); and the promotion of transparency and accountability within a decentralised implementation environment (Kusek & Rist, 2004: 21). According to Sera and Beaudry (2007: 1), it is an important management tool to track progress in policy implementation and facilitate decision making. They argued that it is done by closely examining the program implementation; organisations can design programs and activities that are effective, efficient, and which will yield intended results.

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In addition, model of Fox, Schwella and Wissink (1991: 5) stipulate policy making, planning, organising, leading and control and evaluations are the key management functions essential for service delivery. According to Bester (2009: 1), evaluation of public policies is an important tool for promoting accountability of elected officials and public servants, improving or changing policies, and promoting learning within public sector organisation. Therefore, it plays a greater role in helping improve performance and achievement of results of public policies, among other things (Head, 2008: 4). In addition, Rossi, Lipsey and Freeman (2004: 1) contend that its incorporation into policy-making processes is due to its increased acceptance and understanding as an investigative discipline that offers tools that enable policy decisions being based on evidence. Therefore, it is used to determine the root causes of problems in government institutions (Davies, 2008: 8).

According to Van der Waldt (2016: 184), planning, organising, leading, control coordination, public management and policy making are basic management functions in the public sector. In the same vein, Thornhill (2016: 119), stipulates that functions of public administration are: public policy making; organisation structure; human resources; financing; work procedures; and the control function, with control being a fundamental requirement. According to Thornhill (2016: 179), as part of their control function, managers should develop effective monitoring processes and strategies to effectively achieve planned strategies and goals. In this regard, Van der Waldt (2016: 207) contends that, public managers fulfil their control function by setting performance standards, measuring and monitoring the actual results and performance, comparing actual performance with set standards, and through corrective actions.

Kusek and Rist (2004: 1) are of the view that, M&E is a powerful public management tool that can be used to improve the way government and developmental organisations can achieve results as they also need good performance feedback systems. In other words, it is an advanced management function. Sera and Beaudry (2007: 1) concur with the above assertion by explaining it as an important management tool to track progress in policy implementation and facilitate decision making. They argued that it is done by closely examining the program implementation; organisations can design programs and activities that are effective, efficient, and which will yield intended results. However, in contrast to the above perspective, Shapiro (2010: 5) contends that not all organisations view it as a monitoring tool, by providing that in some organisations, it is considered a donor requirement rather than a management tool and adds that donors (those who pay for the services they receive) are certainly entitled to know whether their money is being properly spent, and whether is being well spent. However, the main institutionalisation of M&E in public administration is the realisation of performance management government that supports the provision of quality services through increased accountability, transparency, effectiveness and efficiency (Kimaro, 2018: 5).

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However, Mackay (2007: 3) adds that M&E is important to a country as it usually leads to a clear understanding of its current efforts, the overall public sector environment, its institutional arrangements and opportunities for strengthening and improving its current initiatives, and also includes using its information to the benefit of the intended beneficiary stakeholders. The significance of this information is that it can be used for core management functions, such as budget decision making and the ongoing management of infrastructure development projects.

According to Atreya (2002: 72-73), monitoring and evaluation of development projects has become important as it provides feedback on the effectiveness of a project and gives an opportunity to governments to review policies and take necessary actions. Furthermore, (Atreya (2002: 73) contends that it is important to know how well projects and services are doing in new public management, as governments have resource constraints and people want good services from governments. This implies that, evaluation is one of the means for encouraging value for money. Therefore, reliable and correct information is needed to make the best use of available resources, to make better decisions, and ensure accountability in the governments (Atreya, 2002; 72). In addition, according to Atreya (2002: 73), evaluation is also necessary to find out the answers to question such as: were the reform measures good for the country? Did they work well? Did the project prove to be successful? What would be the impacts of the development project in the longer term? Therefore.it is key in providing relevant information to projects managers and other relevant stakeholders for effective decision making on the use of available resources and the attainment of pre-design objectives.

In South Africa, for an example, according to Presidency (2007: 1), M&E system was introduced as a way to assist the public sector in evaluating its performance and identifying the factors which contribute to its service delivery outcomes. Furthermore, Section 195 (1) (b) of the Constitution of South Africa, 1996, among other things, provides that services should be provided in an efficient and effective way. Therefore, it is one of the control tools which government can use to ensure effective and efficient provision of services. According to the Presidency, it is uniquely oriented towards providing its users with the ability to draw causal connections between the choice of policy priorities, the resourcing of those policy objectives, the programs designed to implement them, the services actually delivered and their ultimate impact on communities (Presidency, 2007: 1). Kickert (1997b: 733) argues that for this to happen, public management must provide a public officer a set of performance, budgeting, human resource management, information technology, performance control, and evaluation results.

The OECD (1995) cited by Atreya (2002: 30) contended that a new paradigm has emerged in the field of public management and identified the following characteristics:

- A closer focus on results in terms of efficiency, effectiveness and quality of service;

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- The replacement of highly centralised, hierarchical organisational structures by decentralised management environments where decisions on resource allocation and service delivery are made closer to the point of delivery, and which provide scope of feedback from clients and other interest groups;
- The flexibility to explore alternatives to direct public provisions and regulation that might yield more cost-effective policy outcomes;
- A greater focus on efficiency in the services provided by the public sector, involving the establishment of productivity targets and the creation of competitive environments within and among public sector organisations; and
- Strengthening of strategies capacities at the centre to guide the evolution of the state and allow it to respond to external changes and diverse interests automatically, flexible, and at low cost.

Based on the above discussion, the system forms part of public management as a tool ensuring that public policies are being implemented effectively and efficiently by providing performance feedback. Therefore, it is a control and management functions that need to be executed effectively in all levels of government to enhance the delivery of infrastructure and other mandatory essential services to the community. In the ensuing section, monitoring and evaluation as concepts and its purposes will be discussed.

2.3 MONITORING

According to the Presidency (2004: 5), monitoring is a continuous managerial function that aims at providing managers, decision makers and main stakeholders with regular feedback and early indications of progress or lack thereof in the achievement of intended results and the attainment of goals and objectives. In the same vein, it is explained as the ongoing process by which stakeholders obtain feedback on the progress being made towards achieving their goals and objectives (Valadez & Bamberger, 1994: 7; UNDP, 2009: 8; Mosse & Sontheimer, 2006: 3; UNAIDS, 2010: 9). Furthermore, it helps managers and policymakers to understand what the money invested is producing and whether plans are being followed (Porter & Goldman, 2013: 3). Therefore, it is a good management tool that enables management and other stakeholders to know when things are going right or wrong during development projects (Shapiro, 2008: 3).

In addition, Van der Waldt (2004: 67) stipulates that its use in the public sector involves the constant tracking of performance to determine whether the achievement of objectives is likely to occur. On the other hand, Nel (2005: 5) provides a similar view by explaining it as the routine checking of information on progress to confirm that progress is occurring against the defined direction. In the same vein, Naidoo (2011: 39) asserts that it is seen as continuous function in the public service that entails the

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systematic collection of data on specified indicators to provide management as an on-going development initiative or intervention with indications of the progress and achievements and how funds have been allocated. Therefore, it is a tool which provides management and other interested stakeholders with a means to determine the progress of an infrastructure development project.

According to Chikane (2007: 5), it is an ongoing managerial process and functions which are accomplished with overriding motive of providing managers, decision makers and key stakeholders with relevant information and feedback on the progress of project implementation and the overall extent to which pre-determined strategic objectives and goals are more likely achievable. In the same vein, UNDP (2009: 8) argues, that it is an on-going process done to get feedback. However, it is not enough to have feedback and do nothing. Feedback should be used to inform decision making. Martin (2006: 118) supports the above view by stating that it needs to be carried out routinely and regularly to identify any discrepancies between the plan and the real situation. In other words, based on the above definitions, it is the activity of collecting information about the progress of activities of development projects and comparing this information with the initial plan to identify any differences. Further, it is concerned with noticing differences over time and providing a regular check on what project implementers are doing against what they are supposed to be doing (Jacobs, Barnett & Ponsford, 2010: 36; Rossi & Freeman; 1998: 170). However, identifying the discrepancies and do nothing about it will not assist the project. It can only enhance the project once discrepancies have been identified, the project implementers consider whether there is any cause for concern. Therefore, monitoring is such that achievements and challenges of infrastructure development projects are identified, allowing the implementers of the infrastructure development projects to assess actual use of inputs and completed outputs with their intended purpose (Otieno, 2000: 2).

The United Nation Development Program (2002: 30) provides that good monitoring is continuous and further adds that it involves partners, and is focused on progress towards outcomes. In the same vein, it is explained as a continuous function that consists of the systematic collection of data on specified indicators to provide management and the main stakeholders with a continues development intervention and indications of the extent of progress and achievement of objectives regarding the use of allocated funds (Morra & Rist, 2009: 16; Gosling & Save the Children, 2003; Kusek & Rist, 2004: 4; OECD, 2004: 16; McCoy, Ngari & Krumpe, 2005: 10). In that regard, Simister (2017: 1) explains that it is done to ensure that all the people who need to know about a project are properly informed, and so that decisions can be taken in a timely manner. That means it is a participative process aiming at achieving any development project intended objectives. It further implies that its use in a project is regarded as good if it is participative and involves all those who are or will be affected by such a development project. Therefore, participation in infrastructure development project matters can keep the beneficiary community stakeholders abreast with the latest development during

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projects implementation. Based on the definitions, it is ongoing and used to collect information on infrastructure development project activities, outputs and outcomes to track performance and provide feedback to all stakeholders. One wonders if government institutions are doing it effectively on their development projects as an ongoing process when providing services to the communities. If so, are these communities being involved in the process? Clarity may also be required if communities are receiving progress on project performance and whether principles of M&E are being considered? According to Hobson, Mayne and Hamilton (2013: 6), it is useful to develop some guiding principles to ensure that it is relevant, useful, timely, and credible. Therefore, this implies that the success of any system is underpinned by certain values and procedures that should be met (Levin, 2005: 3).

In the above regard, it can be deduced that infrastructure development projects requires regular monitoring, follow-ups with recommendations for corrections, participation of all stakeholders with regular feedback, and lessons learned so that mistakes committed should never be repeated to enhance future infrastructure development projects. Therefore, where it is done effectively and efficiently, it can provide managers and other main stakeholders with regular relevant feedback on the implementation of the infrastructure development projects and deviations detected as early as possible for correction. In summary, Simister (2017: 2) points out that it assists in:

- Providing managers, staff and other stakeholders with information on the progress being made towards stated goals and objectives in order to demonstrate accountability to different stakeholders;
- Identifying whether there is a need to change goals, objectives, plans or budget over time; and
- Providing information that enhances ongoing learning, both within and outside a project or program.

According to Kusek and Rist (2004: 98) and Morra and Rist (2009: 124), there are two main types of monitoring. Implementation monitoring which tracks results at the input; activity; and output level; and result monitoring which tracks results at the outcome and impact level. This implies that its use in development projects is successful when the input, activities, output, outcome and impacts of that particular project has been monitored. On the other hand, Thornhill (2016: 188) points out that there are different forms of monitoring, namely: input; output, process and integrated comprehensive monitoring. Those types of monitoring are discussed in the ensuing paragraphs:

2.3.1 Types of monitoring

This section presents different types of monitoring which can be used by municipalities for the enhancement infrastructure development projects as identified by Thornhill (2016: 188). These different forms may be used for information collection during different stages of the development

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projects with the aim of providing regular feedback on the progress being made towards the achievement of their goals and objectives.

2.3.1.1 Input monitoring

According to Thornhill (2016: 188), input monitoring focuses on assigning the correct people or human resources to a specific developmental or public-sector program or projects; the specific timelines for policy deliverables; optimising the collection and sharing of relevant information; focus on input implementation and identification of variance; and focus on financial cost of different activities of the program or project. It aims to help decision makers to examine alternative strategies for addressing assessed needs of targeted beneficiaries, develop an appropriate plan and budget, thereby preventing failure or waste of resources (Stufflebeam, 2004: 338).

2.3.1.2 Process monitoring

According to Thornhill (2016: 191), process monitoring involves identifying role players to ensure that right people are chosen focusing on the consultation process with various role players as well as the adjustments made to ensure that all relevant role players are consulted and form part of the process. It also ensures that enough suitable systems are in place to support the implementation of a policy or relevant developmental program or project and the relationships between the developmental program or project inputs in relation with the outputs. It further monitors the aftercare service or support that is provided after implementation of the developmental program or project and continuously monitors the flow of information and decision-making processes during the implementation of a development program or project. Furthermore, monitoring the constitutionality value-driven process such as participation, ethics, fairness, and transparency (Thornhill, 2016: 191). According Rossi, Lipsey and Freeman (2004: 431), it is the systematic and continual documentation of key aspects of program performance that assess whether the program is operating as intended or according to appropriate standards. They further point out that the focus is on the integrity of the program operations and actual service delivery to the target audience. Cloete (2008: 6) explains it as a necessity to keep track of the time frame, the spending program, the progress towards objectives and the quality and quantity of outputs through project management techniques. According to Cloete (2008), it primarily focuses on the effectiveness, efficiency and levels of public participation process.

2.3.1.3 Output monitoring

According to Thornhill (2016: 190), output monitoring focuses on effectiveness thereby emphasising the achievement of goals or end results of a program or project. Ho (2003: 68) explains that, it is concerned with service delivery and policy implementation. On the other hand, IFRC (2011: 12) explains that it is a level between activity and impact monitoring. This implies that this type of

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monitoring assesses the output from project inputs and activities. In other words, it checks whether the projects activities from the beginning has managed to deliver the infrastructure it intended to.

2.3.1.4 Integrated comprehensive monitoring

According to Thornhill (2016: 193), integrated comprehensive monitoring focuses on monitoring the success of any developmental program, project or implementation of a public policy. It further focuses on using a mixture of inputs, processes and outputs to optimise the benefits of using all these elements of monitoring (Thornhill, 2016: 193). It also tracks beneficiary perceptions on a project (IFRC, 2011: 12). The same authors indicate that it includes beneficiary satisfaction or complaints, including their participation, treatment, access to resources and their overall experience of change, and it often includes a stakeholder complaints and feedback mechanism. According to Simister (2017: 1), its aim is to assess the changes brought about by a project or program on a continuous basis. Simister (2017) further points out that it can be used to assess progress towards goals and objectives, as well as unintended results.

Based on the above discussion on monitoring, it implies that when it is done correctly, it provides municipalities and other stakeholders (especially beneficiary community of the project) with regular feedback on how progress is being made on the implementation of an infrastructure development project, and what challenges are there which can delay or compromise the achievement of the intended results of that development project. However, its use in infrastructure development projects should be continuous so that it leaves no gap on data to be collected and analysed for project performance improvement.

According to Kusek and Rist (2004: 13), monitoring gives information on where a policy, program, or project is at any given time relative to respective targets and outcomes. On the other hand, as argued by Kusek and Rist (2004: 13), evaluation goes further by giving evidence of why targets and outcomes are or not being achieved. This implies that, evaluation is a complement of monitoring in that when a monitoring system provides evidence that the development projects go off track, then good evaluative information can help clarify the realities and trends noted with monitoring system (Kusek & Rist, 2004: 13). Evaluation will be discussed in the ensuing section.

2.4 EVALUATION

The benefits of monitoring, as explained above, also allow for evaluation through the provision of information. Ijeoma (2010: 346) points out that evaluation should result in recommendations which can be used in planning to make necessary corrections to program objectives, content, or implementation. However, in contrast to monitoring, it is periodic. This is supported by the Presidency, (2004: 5) who explains it as a time bound exercise that systematically and objectively assesses the

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relevance, performance, challenges and successes of programs and projects. They further contend that it usually seeks to answer specific questions to guide decision –makers or program managers and advise whether underlying theories and assumptions were valid, what worked, what did not work, and why. This implies that, it provides useful information to project managers and other stakeholders about the progress of the development project so that they can take corrective action timeously for the enhancement of the project.

According to Minnaar (2010: 156) cited by Montingoe (2012: 25), it determines the value or effectiveness of an activity for the purpose of decision-making (also see Weis, 1998: 4; Rossi & freeman, 1999: 5; Babbie & mouton, 2001: 345; Potter, 1997: 410; Cloete, 2009: 298; Patton, 1197). In addition, OECD (2002: 21) explains that it is a systematic and objective assessment of an ongoing or completed project, program, or policy, including its design, implementation, and results with the aim of determining the relevance and fulfilment of objectives, development efficiency, effectiveness, impact, and sustainability. It means that, its results should also able to point out the impact the project has made to the beneficiary community. According to Valadez and Bamberger (1994: 52), if clearly planned and executed, it can produce practical benefits. Therefore, according to Chelimsky (2006: 39), its need in government is to:

- Support the constitutional mandated oversight functions;
- Build a stronger evidence base for policy making;
- Help organs of state to develop capacity for policy and program planning. Implementation and analysis to be more open; and adopt a learning ethos; and
- To improve dissemination of information to the public about government activities through sharing of evaluation findings.

In the same vein, Chipato (2016: 40) contends that its primary objective should be to improve organisational performance where the aim is to correct mistakes or unforeseen changes that are reducing projects. Further, it should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of recipients and donors. Therefore, it should also provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both beneficiary communities and municipalities for present and future infrastructure development projects. In the same vein, Broughton and Hampshire (1997: 15) contend that it has several purposes, which include assistance to determine the degree of achievement of the objectives and identifying the problems associated with program planning and implementation. They further point out that it also generates data that allows for cumulative learning which, in turn, contributes to better designed programs, improved management and a better assessment of their impact. That implies that its outcomes should be used for learning purposes to improve future infrastructure development projects.

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Kusek and Rist (2004: 19-20) contend that, it can also help to identify unintended policy, program, and policy results. On the other hand, OECD (2007: 12) points out that its studies are often undertaken to make informed decisions about the allocation of funds. Therefore, it should provide answers to questions like “are the desired goals and benefits of infrastructure development project achieved?” and “is the cost reasonable in the relation to its effectiveness and the benefits?” (Randel’s 2002: 14; Alexander, 2003: 405; Rossi, Lipsey & Freeman, 2004: 3; Morra & Rist, 2009: 12). Thus, it should never be done only for compliance purposes, but for enhancement of the results of the infrastructure development projects or any other development project.

The above explanation, puts clearly the importance of evaluation in any infrastructure development project or any development project. Therefore, information gathered during monitoring of infrastructure development project, if is not evaluated, will have no meaning to the monitors. For example, project implementers can go and monitor an infrastructure development project and establish that the project is behind time and needs to be evaluated to find out the reasons for delays. The information provided by evaluation as explained above can assist in enhancing the infrastructure development projects as it is undertaken to improve the program so that it may perform better (O’Sullivan, 2004: 3). However, there are different types of evaluation a municipality can use for the enhancement of infrastructure development projects. Hereunder are some of the types of evaluations.

2.4.1 Formative evaluation

According to Cloete, Wissink and De Conning (2006: 250), formative evaluation occurs during project implementation to improve performance and assess compliance. During the implementation of a policy, program or project, there is a need to monitor the implementation process to keep abreast of the spending program; the advancement towards goals; the time frame; and the quantity and value of results, and this type focuses especially on the effectiveness, efficiency and level of public participation in the implementation process (Cloete *et al.*, 2006: 250; IFRC, 2011: 15). In addition, Scriven (1991) in Cloete and de Coning (2012: 199) state that during the development of a program, it tests the project viability and feasibility of envisaged outputs, outcomes and impacts to assist internal staff in making improvements. The United Kingdom Climate Impacts Program (UKCIP, 2011: 9) adds that it focuses on ways of improving a project or program while it is still happening, and it is often associated with ex-ante and mid-term evaluation. On the other hand, Corlazzoli and White (2013:16) assert that it also frequently used to assess the extent to which the project or program is on track to achieve its goals and objectives. Therefore, it can be used to determine whether the infrastructure development project is going in the right direction, particularly if change in environment conditions indicates the need for a change in the strategic direction of the municipality. It might be necessary in that case to realign the project so that the outcomes contribute to the new direction (Martin, 2006: 174).

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2.4.2 Summative evaluation

Summative evaluation is the process through which to identify whether the project objectives have been achieved; which aspects of the project went well; which aspects went less well; and what you would do differently next time (Martin, 2006: 175). It further seeks to judge the overall effectiveness of an intervention, usually after a project has been completed (UKCIP, 200: 9). However, it only occurs at the end of project implementation to assess effectiveness and impact (IFRC, 2011: 15). In other words, the main aim of this type is to understand the reasons for success or failure and thus to learn from the experience to improve on performance in future. It suggests that its conduction should not be optional. However, it will be difficult in projects which are left unfinished.

2.4.3 Participatory evaluation

According to Mathison (2005: 291-292), participatory evaluation is an overarching term for any evaluation approach that involves program staff or participates actively in decision making and other activities related to the planning and implementation of evaluation. In this type, the team consists of the evaluator (either as team leader, or as supportive consultant) and representatives from stakeholder group, who together plan, conduct and analyse the evaluation (Cloete & de Coning, 2012: 203). Cloete and de Coning (2012: 203) further point out that the degree of participation can range from shared evaluator-participant responsibility for evaluation questions and activities, to participants 'complete control of the evaluation process. With shared responsibility, the evaluator is responsible for the quality of the process and the outcomes but designing and conducting the evaluation is done in collaboration with stakeholders. In a situation where participants have control, the evaluator becomes a coach or facilitator who offers technical skills when needed (Cloete & de Coning, 2012: 203). This implies that evaluation of infrastructure development projects should be a participatory process where different stakeholders are involved.

2.4.4 Impact evaluation

Whites (2006: 3) asserts that impact evaluation assessment can be attributed to a particular intervention, such as a project, program or policy, both the intended ones, as well as ideally the unintended ones. In contrast to outcome monitoring, which examines whether targets have been achieved, it is structured to answer the question: how would outcomes such as participants' well-being would have changed if the intervention had not been undertaken. This involves counterfactual analysis, that is, a comparison between what actually happened and what would have happened in the absence of the infrastructure development project (White, 2006: 3). Owen (2006: 255) adds by explaining that it assesses whether the objectives or needs have been met, whether there were unintended benefits, whether the implementation process and outcomes are responsible for the

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result, whether the same effect will be attained under different circumstances, and whether there are more efficient alternatives. According to IFRC (2011: 16), it focuses on the effect of project, rather than on its management and delivery. It typically occurs after a project completion during a final evaluation. However, its impact may be measured during project implementation during longer projects and when feasible (IFRC, 2011: 16). According to Corlazzoli and White (2013: 20), it can also be explained as an evaluation that takes place several months and years after a project has been concluded. Therefore, it can provides the municipality with the opportunity to assess whether indeed the project has brought changes to the lives of those it was intended for them. However, some projects are completed but people remains in the same state they were before the project. A development project should be able to bring notable improvement to the citizen's standard of living.

The project implementers for infrastructure development projects in municipalities should therefore understand the reasons for conducting evaluations of those projects and they should be empowered for its effective implementation. This can help the municipal officials and other interested project stakeholders, such as beneficiary communities, to identify and address gaps in the implementation stages of infrastructure development projects and guide project managers in the allocation of resources, as well as ensuring proper accountability.

2.5 DIFFERENCE BETWEEN MONITORING AND EVALUATION

Based on the discussion above, both have roles to play in government institutions in ensuring positive changes to communities. According to UNDP (2002: 12), they are both aimed at the systematic collection and analysis of information to track changes from baseline conditions to the desired outcome and to understand why change is or not taking place However, as argued by the same authors, they should not be confused with each other. They point out that they are two distinct sets of organisational activities, related but not identical. Further, they contend that monitoring is the routine, daily assessment of ongoing activities and progress, while evaluation is the periodic assessment of overall achievement. Shapiro (2008: 8), states that their process is an on-going cycle but commences with the evaluation of an existing project/program. Therefore, they are interdependent (Bekink, 2006: 490). This implies that monitoring looks at what is being done, whereas evaluation examines what has been achieved or what impact has been made by a particular development project. Further, it means that they also differ in their specific objectives, focus and methodology, and how they are conducted and used. Therefore, monitoring produces the results that can be used for evaluation of the project. In this regard, the monitoring process of the infrastructure development project should be able to identify the faults in the implementation, while good evaluation information assists in clarifying the realities identified by that process (Holvoet & Rombouts, 2008: 579). The difference between them is further alluded to as summarised in the table below:

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Table 2.1: Difference between M&E

	MONITORING	EVALUATION
OBJECTIVE	To track changes from baseline conditions to desired outcomes.	To validate what results were achieved, and how and why they were or were not achieved.
FOCUS	Focuses on the outputs of projects, programs, partnerships and soft assistance activities and their contribution to outcomes.	Compares planned with intended outcome achievement. Focuses on how and why outputs and strategies contributed to achievement of outcomes. Focuses on questions of relevance, effectiveness, sustainability and change.
METHODOLOGY	Tracks and assesses performance (progress towards outcomes) through analysis and comparison of indicators over time.	Evaluates achievement of outcomes by comparing indicators before and after the intervention. Relies on monitoring data on information from external sources.
CONDUCT	Continuous and systematic by Program Managers, Project Managers and Key Partners.	Time-bound, periodic, in-depth. External evaluators and partners.
USE	Alerts mangers to problems in performance, provides options for corrective actions and helps demonstrate accountability.	Provides managers with strategy and policy options, provides basis for learning and demonstrates accountability.

Adapted from UNDP (2002: 12).

Although they differ in some respects, they have complementary roles (Masuku & Ijeoma, 2015: 6). According to Kusek and Rist (2004: 14), monitoring clarifies program objectives, links activities and their resources, whilst evaluation analyses why intended results were or were not achieved and assesses specific casual contributions of activities to results. Kusek and Rist (2004: 14) further point out that it reports progress to managers, policymakers and/or donors and alerts them to problems and evaluation highlights accomplishments or program; potential lessons learned; offers recommendations for improvements. Therefore, monitoring is regarded as an ongoing management function, and on the other hand, evaluation is seen as a post event function, feeding information back to management for the next program or project. In reality, when one is doing monitoring, one is also

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evaluating, as one is making some judgements about progress of a project and taking decisions on the basis of that judgement. That implies that evaluation occurs once there is data which is supplied by monitoring.

In addition, the two are separate but related activities, often discussed together (Presidency (2011: 3). In other words, we cannot separate them. While evaluation is more strategic than monitoring, which has an operational focus; both of them are about learning and accountability. Monitoring asks whether the things we planned are being done right, while evaluation asks if we are doing the right things effectively, efficiently and providing value for money (Presidency, 2011: 3). It implies that, during the implementation of infrastructure development projects, both processes should be employed.

Based on the above discussion, it is justifiable to say that where there is an effective M&E system, problems are often detected earlier, which reduces the likelihood of having major cost overruns or time delays later during project implementation. It further means that if not properly implemented, it would be impossible to judge if work is going in the right direction, and whether progress and success could be claimed, as well as how future infrastructure development efforts might be improved. Furthermore, it is also evident that monitoring without evaluation has no meaning, and there will be no effective evaluation without proper monitoring. This implies that they should complement each other at different stages of the implementation of an infrastructure development project. In other words, the information collected through the monitoring process during the implementation of the development projects should be evaluated to make informed decisions. Therefore, it is imperative for municipalities to conduct both in order to enhance infrastructure development projects for improved service delivery.

In addition, when monitoring and evaluating projects, Sera and Beaudry (2007: 1) and Zwane (2014: 40) provide that specific areas to consider depend on the actual intervention, and their stated outcomes. These areas are: relevance, efficiency, effectiveness, impact and sustainability. The areas dictate that an infrastructure development project should be relevant to the needs of the beneficiaries, completed on time within the budgeted resources, achieve the planned objectives and outcomes, and most importantly, the project should bring improvement to the lives of the beneficiaries' communities, and its benefits should be long lasting.

According to Cloete and de Coning (2012: 266), M&E should be driven from top level by a capable, respected ministry to ensure implementation and compliance. Therefore, it is vital to note that the ministry operates from the national government, whereas most of the infrastructure development projects which directly benefit the local communities are implemented at the local government. Van Donk, Swilling, Pieterse and Parnell (2008: 339) are in support of the above view by stating that

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national and provincial governments deliver public goods and services under the charge of municipalities to beneficiaries who are living, working or located in local areas. In other words, a good M&E system at the local government should be driven by a capable municipal manager with capable human resource. Further, it implies that it should not be done for compliance purposes, but for the improvement of development projects or for achievement of improved results. This is because a developmental state should be able to execute this process in establishment of progress towards the achievement of intended objectives (Geld, 2006: 1). Therefore, municipalities must be supported by the other spheres of government to strengthen their financial, human, and technical capacity to assist them to achieve their pre-desired infrastructure developmental goals. The section below provides their purposes.

2.6 PURPOSES OF MONITORING AND EVALUATION

It is important to first highlight the fact that many people have different perspectives on the purposes of M&E (Failing & Gregory, 2003; Moynihan, 2005; Preskill & Russ-EFT, 2005; Cook, 2006; Salzer & Salafsky, 2006; Tuckerman, 2007; Gray, 2009). According to the United Nation Development Program (UNDP, 2009: 11), it helps managers and staff to be accountable and responsible, make corrective actions for improvements, learn from experience, make informed decisions and better manage risk and opportunities. Further, it helps to identify and correct mistakes and build on the successes of best practice, thereby contributing to continued improvements of the design and administration of projects (Atkinson & Wellman, 2003: 3; OECD, 2007: 12; Stem, Margoluis, Salafsky & Brown, 2005; Davies, newcomer & Soydan, 2006). That implies that when it is done correctly in projects, mistakes will be identified early, correction will also be made timeously. Therefore, if it is implemented correctly in infrastructure development projects, those projects will able to achieve its developmental goals. On the other hand, it implies that if its effective implementation is not effective in those development projects, it will be difficult to identify mistakes early, and that will eventually lead to poor results. Therefore, M&E is an effective tool for ensuring success of project implementation (Cloete, 2009: 295; Babbie and Mouton, 2001: 344; Groene & Banda, 2006)

In addition, Holvoet and Rombouts (2008: 579) stipulate that it also plays an important role in anti-corruption strategies. Corruption has a bad impact on the provision of quality infrastructure development projects. Money budgeted for the provision of the development infrastructure can be embezzled or channelled to benefit the few corrupt officials if not monitored, hence its role in each infrastructure development project. Thus, it should determine whether a development project is implemented efficiently and reaches the intended beneficiaries (Valadez & Bamberger, 1994: 7). In light of the above, projects are designed and implemented in order to help develop communities, hence it is crucial that development projects should yield results which will be beneficial to the entire

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society. Osborne and Gaebler (1992) in Kusek and Rist (2004: 11) summarised the power in the accurate measurement of results in the box below.

Box 2.1. The power of measuring results

If you do not measure results, you cannot tell success from failure.
If you cannot see success, you cannot reward it.
If you cannot reward success, you are probably rewarding failure.
If you cannot see success, you cannot learn from it.
If you cannot recognize failure, you cannot correct it.
If you can demonstrate results, you can win public support

Source: Osborne and Gaebler (1992) in Kusek and Rist (2004: 11)

Mackay (2009: 9) maintains that it can also provide unique information about the performance of government policies, programs, and projects, it can identify what works, what does not work, and the reason why. The same author further points out that it also provides information about the performance of a government, of individual ministries and agencies, and of managers and their staff, and it provides information on the performance of donors that support the work of the governments. In this regard, it should be utilised to measure the quantity, quality and targeting of goods and services that are provided by government and the outcomes and impacts, which result from these outputs of infrastructure development project (Mackay, 2006: 19). Therefore, a well-designed system should be able to help managers, planners and policy-makers avoid continued investment in infrastructure development projects that are not achieving their objectives, and avoid eliminating projects that are either or potentially could achieve their objectives. Furthermore, it should ensure that benefits reach all sectors of the target population and that projects are implemented in the most efficient and cost-effective manner. In addition, they should maximise both the quality and quantity of the services and benefits they provide. They should also provide a decision tool for selecting the best way to invest scarce and development resources (Independent Evaluation Group (IEG), 2009: 9, Weis, 1998: 20; Babbie & Mouton, 2001: 337). Therefore, it means that when this process is not done properly, there is an increased risk of reaching wrong decisions on whether projects should continue or be terminated and how resources should be allocated.

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Kusek and Rist (2004: 12) agree with the assertion that a wide range of stakeholders do benefit from its function in instilling good governance, accountability, and transparency. Segone (2008) in Govender (2011: 815) has similar view with the observation by Kusek and Rist (2004) by pointing out that its influence on good governance within the public sector includes democratisation as effective citizen participation, de-bureaucratisation promoting accountability and organisational learning enhancing transparency for better decision-making. PSC (2008: 4) adds that it can be used for the purposes of management decision making, organisational learning, accountability, soliciting support for projects, supporting advocacy and promoting transparency. It is against the above background that its purpose will further be discussed in the ensuing section on its influence on good governance.

2.7 MONITORING AND EVALUATION VERSUS GOOD GOVERNANCE

Thornhill (2006: 803) explains good governance as an indication of significant new development in the practice of public administration. Lynn, Heinrich and Hill. (2000: 234) argue that the term is widely used in both public and private sectors. This concept is the main determinant of governance requirements in any modern state (Kuye, 2007: 560). According to Ndue (2005: 4), governance is good when it meets at least the basic ingredients of democratic exercise –'democratic good governance'. Corps (2011: 2) adds that it is good if government procedures, systems and processes are accountable, transparent, just, responsive and participatory. Dwivedi and Mishra (2007: 702) maintain that it is necessary for any government to produce the maximum outcomes that can improve the living standard of the people. One of the maximum outcomes of government is to provide better services to its citizens. In other words, it is associated with the provision of quality service. The United Nations (2006: 37) points out that, the World Bank characterises it as predictable, open and enlightened policy making, a bureaucracy imbued with professional ethos, an executive arm that is accountable for its actions; and a strong civil society participating in public affairs. It practises concern with the proper functioning of public service, and well-coordinated corporation with all stakeholders in order to achieve intended development projects. Further, the United Nations (2006: 37) explains that the OECD sees it as consisting of a set of principles that address the effective functioning of government, the relationship of citizens with all State organs. These principles include respect for the rule of law, openness, transparency and accountability to democratic institutions, fairness and equity in dealing with citizens, including mechanisms for consultation and participation; efficient, effective service; clear, transparent and applicable laws and regulations, consistency and coherence in policy formation; and high standards of ethical behaviour (UNDP, 2006: 37; Lloyd, 2007: 2; Maserumule, 2011: 57).

According to Mackay (2007: 15), monitoring information and evaluations findings can contribute to good governance in the following ways: evidence-based policy making (including budget decision making), policy development, and accountability. Talbot (2010: ii) concurs with Mackay by explaining

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the M&E systems help to strengthen it in countries by improving transparency, strengthening accountability relationships, and building a performance culture within governments to support better policymaking, budget decision-making and management. On the other hand, National Treasury (2007: 3) provides that the systems ought to further improve good governance through making findings and information publicly available; the utilisation of resources open to public scrutiny; and communities especially those previously disadvantaged actively participate in government affairs. Based on the above explanations, it implies that M&E has a role in its promoting good governance. Therefore, it should be linked to good governance (Lahey, 2015: 4).

Punyaratabandhu (2004: 9) states that in 2004, the United Nations surveyed 28 countries in the five sub-regions of Africa on the issues of good governance. The same author reveals that the survey has identified six components that influence good governance practice. They are as follows:

- A political system that encourages broad input from all elements of civil society;
- Impartial and credible electoral administration and an informed and active electorate;
- Strengthened public sector legislative and administrative institutions;
- Transparency, predictability and accountability in political, oversight and regulatory decisions by government and public bodies;
- Effective public sector management with stable macroeconomic policy, effective resource mobilisation and efficient use of public resources; and adherence to the rule of law in a manner that protects personal and civil liberties and gender equity and ensures public safety and security with equal access to justify for all (Punyaratabandhu, 2004: 9).

Suk Kim, Halligan, Cho and Eikenberry (2005: 647-648) assert that good governance, efficient and effective public administration, are necessary conditions to achieve sustainable development. They identified the following as key aspects: Governance reform and innovation; local governance; transparency; participation; and social integration and development. According to Maserumule (2011: 57), it refers to a government that lives up to its responsibilities by ensuring the promotion of the public welfare, the effective delivery of public goods and services, the maintenance of law and order, and the administration of justice. In this regard, M&E is a tool for performance enhancement in the public service specifically in the municipal level, promotes effective delivery of infrastructure.

It can thus be deduced that the parameters of good governance are about participatory democracy, accountability and transparency as workable strategies to combat corruption, respect for the rule of law and effective and efficient management of public service. If there are no good governance practices in place, the performance of public officials will be in question, and eventually the provision of infrastructure development projects to the people will be affected. This implies that, lack of it in the public sector may result in corrupt practices, skewed distribution of public resources, and in effect,

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denying citizens their constitutional rights in terms of deliverance of quality infrastructure. Therefore, it also implies that, where there is good governance there would be effective and efficient delivery of infrastructure by government including local municipalities. Gopane (2012: 3) articulates similar view by pointing out that M&E is an effective tool, which is utilised by developed countries to achieve good governance and effective service delivery.

Based on the above assertion, it may be argued that the principles of good governance are key for effective monitoring and evaluation of infrastructure development projects in the public sector. It should assist in the municipality monitoring and evaluation processes of infrastructure development projects including enhancement of transparency, accountability, participation and organisational learning. According to Levin (2005; 30), these principles are unchanging, non-negotiable values that underlie a public system.

2.7.1 Transparency

According to Mackay (2007: 10), M&E enhances transparency by revealing the extent to which governments have attained its desired objectives. Transparency is explained by Vishwanah and Kaufiman (1999: 1) as an increased flow of timely and reliable economic, social and political information. Auriacombe and Cloete (2006: 3) add that it also involves access to reliable, comprehensive, timely, understandable, and international comparable information on government activities and is necessary for sound government and good governance. James (2010: 4) points out that it is important for stakeholders to know what is being measured and the measuring criteria. It is clear that it will have more impact when stakeholders are familiar with the expected targets, how such was measured, measuring intervals, and what measuring criteria was used. Therefore, transparency is the availability of information to the public on performance of government as well as their decision-making process.

In addition, Cheema (2007: 32), shows that it promotes openness of the democratic process through reporting and feedback, clear process and procedures, and the conduct and actions of those holding decision-making authority. In the same vein, Ladi (2008: 29) agrees with this assertion by explaining that in order to realise it in public service, good institutional arrangements are needed, openness and honesty should be promoted and functional measures of internal and external control must be instituted correctly applied. Pope (2007: 132) supports the view by stating that an open society recognises that no one has monopoly on the truth. However, if the intended beneficiary citizens do not demand for good M&E systems from the municipality that can enhance transparency in the provisions of infrastructure development projects, corruption can easily manifest. Where there is transparency, citizens can robustly debate government policies and the future direction of the municipality, and freedom can be maximised, and the weak and the poor are protected.

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Schwela, Burger, Fox and Muller (1996: 16), adopted a more comprehensive view and submitted, that it is about the extent to which the functioning of government institutions is open to public scrutiny (Schwela *et al*., 1996: 16). However, for its effectiveness, it requires mechanisms to ensure that all public processes and projects are open to the public. Du Toit, Van der Waldt, Bayat and Cheminais (1998: 146) are of the view that the image of public institutions is perceived by the community in terms of the quality of services and the amount of information available concerning the decisions behind the services. This can empower stakeholders with information on how the infrastructure development projects are being monitored and evaluated. Further, Ladi (2008: 29) points out that effective information and technologies sharing and usage at all levels of public service are regarded as imperative toward its realisation. In the same vein, Pope (2007: 132) argues that the right to information is its fundamental aspect. However, in VDM of South Africa, through the experience of the researcher, after being a member of a steering committee of some of the infrastructure development projects, project managers do not want to divulge crucial information regarding the implementation of infrastructure development projects. They know that the information can be used to hold them accountable regarding the project to the beneficiary community. That makes it difficult to hold the company implementing the project and the government accountable because of lack of transparency.

Jann (1997: 18) asserts that in public management, transparency has predominately been treated under the aspect of control and as a possible answer to the question of how to ensure the accountability of the government. In this regard, government uses M&E as one of the management control measures for its enhancement. According to Burkert (1999: 306), a control effect may result from making information available on principle, irrespective of whether the information has been requested or not. Information thus enlightens citizens and enables them to participate actively in government activities directly or indirectly affecting them. This implies that it makes it possible to better control the performance of the government through monitoring and evaluation of infrastructure development projects.

In addition, Martin (2006: 134) argues that in many projects, it is important to provide information not only to stakeholders but also to the general public. According to Martin (2006), there is often interest in projects from external sources, and information may have to be provided to the news media and to public interest bodies. The same author suggests that public meeting is appreciated so that anyone with concerns can raise them at an early stage. According to National Treasury (2007: 3), M&E ought to improve governance through making findings and information publicly available; the utilisation of resources being open to public scrutiny; and communities especially those previously marginalised to actively participate in government affairs. Therefore, if the importance of transparency of information provided by M&E is undermined, it can easily pave way for collision between government officials

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responsible and the project implementers which will eventually lead to the provision of development infrastructure of poor quality. As soon as data is created, for example, by way of performance reporting, it should be made accessible to the general public. The publication of performance data can be viewed as a major step to enhance the transparency of the development projects. The view is supported by Reichard (1998: 499) emphasising that evaluation performance is not enough, results of performance measurement need publicity. Therefore, the provision of information to stakeholders only is not enough during the provision of infrastructure development projects, but action should be taken based on the information provided.

According to Kloepfer (2003) in Liem (2007: 18), transparency further strengthens the rationality of political discourse and the acceptance of political decisions because citizens are better informed. Jann (1997:96) listed several typical public management topics, all ultimately aiming at making government more transparent, which are: cost accounting, contracting out, performance related pay, controlling, interagency comparison, competition or even product-or customer-orientation. Lovell (2001: 34-36) emphasises the need for transparent governance towards the citizens to ensure trust and economic progress. This implies that it will enable stakeholders to know what delays the project and what causes the unexpected results. Thus, it will also assist in curbing some of the community strikes because they will be knowing the truths about the project progress. Provision of information can be used as a way of enhancing trust between government and its citizens.

In addition, Wurtenberger (1996) in Liem (2007: 18) provides that it paves the way for public participation by improving the conditions based on which participation may take place. The same author adds that it increases the acceptance of administrative action because decisions become more acceptable if the decision-making process is transparent. Therefore, enhanced transparency provides the basis for decision-making on the implementation of infrastructure development projects and lowers uncertainty. This further shows that lowering uncertainty paves way for trust between citizens and the government. That can also mean that its absence in the implementation of infrastructure development projects can obscure the achievement of objectives and make it difficult to attribute the results to persons.

It is further seen as an instrument for ensuring accountability and combating corruption, while in some cases its main reason is to promote democratic participation by informing and involving citizens (Bertok, 2000: 72). Otenyo and Lind (2004: 291) concur with Bertok (2000) but add that it is associated with combating corruption. Therefore, its lack in a municipality is a recipe for corruption because people will do things in secret, which can undermine the provision of good quality infrastructure development projects. However, Wall and Martin (2003: 496), indicate that service indicators to measure performance and subsequent publication of the results have been introduced with the aim of making administration more transparent and enhancing the public sector accountability to

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parliament and taxpayers. Armstrong (2005: 10) explains accountability as the obligation on the part of government officials to report on the usage of public resources and answerability for failing to meet stated performance objectives. That means answerability can only be achieved if the fulfilment of stated objectives can be measured. In other words, if performance data are collected and results reporting are in place.

Otenyo and Lind (2004) submitted transparency benefits as depicted here below:

Figure 2.1: The changing faces and phases of transparency reforms in government

(1) It is a representative government
(Emphasis on government legitimacy; to ensure fairness and equity)

(2) It is a means of judging the distribution of policy benefits
(Emphasis on service delivery; e.g., contract management)

(3) It is a response to maladministration
(Emphasis on eradicating corruption)

(4) It is a tool for enhancing accountability
(Emphasis on information and decision-making disclosures)

(5) It is an open government
(Emphasis on information technology, electronic democracy and governance)

Adapted from Otenyo and Lind (2004: 292)

According to this framework, governments can be assigned to different phases of transparency reforms, and more importantly, countries are at different levels as suggested above (Otenyo & Lind, 2004: 293).

The above discussion sums up that the delivery of services would require that it be clear to citizens what services are offered to them, and what their standard is. This would enable the beneficiary communities to hold the public official accountable if the planned standard is not met. This will lead to the enhancement of infrastructure development projects because the citizens will always be informed of what is happening at any stage of project implementation and can make intervention where infrastructure development projects are wrongly implemented. Any deviation during implementation can be detected at an early stage through the monitoring and evaluation of those projects because there would be no secrecy if the principle of transparency is upheld. Further, it has

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been displayed that a transparent government will be more accountable towards its citizens and provide them with control measures. Therefore, it can be considered a counterbalance power and may minimise the risk of arbitrary action by the government. If its performance becomes transparent, it means it can also be evaluated better. It will provide the beneficiary community and other stakeholders with all kinds of information regarding the implementation of infrastructure development projects. This information can serve to inform and enlighten the project beneficiary citizens, making them more critical and enabling them to follow and control the government processes which will enable them to contribute to the political and decision-making process.

According to Reichard (1998) in Kondo (2002: 7), in order to hold public officials to account for their actions, adequate information about these actions (or the performance) needs to be provided. This implies that when public officials know that they will account on their actions, they will try to provide public services like infrastructure development projects of good quality, which will also be completed on time and be able to achieve the set objectives. Armstrong (2005: 1) explains transparency without accountability as meaningless. Therefore, it plays an important role for accountability. It further means that infrastructure development projects require clear definitions of measurable objectives so that the fulfilment of these objectives can be controlled and people can be held accountable.

2.7.2 Accountability

Holvoet and Rombouts (2008: 579) state that M&E plays a vital role to fulfil the notion of accountability to taxpayers and citizens, while giving feedback to management and policy makers to correct the mistakes identified by the monitoring system. Therefore, it can be understood as an answerability to performance of infrastructure development projects (Romzek, 2000: 2).

It is defined by Lastra and Shams (2000: 3) as an obligation owed by one person (the accountable) to another (the accountee) according to which the former must give account of , explain and justify his actions or decisions against criteria of some kind, and take responsibility for any fault or damage. Schedler (1999: 17) explains it using the analogy like: “A is accountable to B when A is obliged to inform B about A’s (past or future) actions and decisions, to justify them, and to suffer punishment in the case of eventual misconduct”. According to Butler (2011: 20), it also requires justification. Further, Butler (2011: 20) indicates that it implies the subordination of the policy process to reason and the creation of a culture of justification among policymakers.

The definitions as discussed above indicate that it ensures that decisions and actions taken in the provision of infrastructure by the government’s officials or by any participating stakeholder must be accounted for. Therefore, the beneficiary communities must get explanations as to why certain actions have been taken before, during and after the implementation of infrastructure development projects.

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This can help to make the project team to be responsible in their action because they would know that they will account for their actions. Lastra and Shams (2000: 6) add to the preceding statement by stipulating that it can either be exercised before/during the process of acting, or after the decision or action has been taken. This can ensure that stated and expected objectives of the project are achieved in order to better the lives of ordinary citizens. Further, based on the above explanation, it implies that it can also empower the beneficiary communities to play an oversight role in enhancement of infrastructure development projects, because they will be aware of what is happening in each stage of the project, and implementers will be held accountable for any deviation or delay. Therefore, it can help to curb corruption. It is worth noting that the overall goal in the fight against corruption in the public sector is to improve service delivery (Manyaka & Nkuna, 2014: 1576). However, there is a strong view that South Africans are generally not used to the notion of holding government accountable for their actions or non-actions (Van Heerden, 2009: 12). It provides a platform for government officials to renege on their work because of failure of the citizens to demand answers for any unsatisfactory performance.

According Stapenhurst and O'Brien (2007: 1), there are two types of accountability which can be employed in any government institution. These are horizontal accountability and vertical accountability. Stapenhurst and O'Brien (2007: 1) indicate that horizontal accountability is the capacity of state institutions to check abuses by other public agencies and branches of government, or the requirement for agencies to sideways. In this case, it means the provincial and national government should hold the municipal officials accountable. However, there is no suggestion that they are indeed held accountable by the provincial nor the national government. If that is happening, we shouldn't be witnessing unfinished projects in the community without any person being held accountable. A prototype, the saga of Giyani water project. Therefore, it should be followed by consequence management. Stapenhurst and O'Brien (2007) explain Horizontal accountability as the one which is held by institutions, such as parliament, with autonomous powers to question and sanction punishment for improper behaviour and action from elected and appointed public officials. Vertical accountability is the one in which citizens, mass media, and civil society seek to enforce standards of good performance on public officials (Stapenhurst & O'Brien, 2007: 2). Since civil society and public media do not have authority over the public officials, they can lobby constitutional mandated institutions to exercise oversight and thus expect the government officials and agencies to account or face sanctioning where it is appropriate. During the monitoring and evaluation process, stakeholders can engage in the results of the infrastructure development project, including how the project funds were utilised and whether the project achieved its set objectives. Therefore, both horizontal and vertical accountability are recommended because they allow for the involvement of government structures and civil society to hold government officials accountable for their actions in the provision of infrastructure to the community.

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According to Fox (2010) cited in Nelson (2016: 86); public accountability is based on:

- The responsibility of government towards the public to achieve the predetermined goals and objectives and to be held accountable;
- The commitment required from public officials to accept responsibility for either action or inaction; and
- The understood obligation of the subordinates' role in the public sector to keep senior managers informed of their execution of duties.

Based on discussion above, getting these relationships right is the key to enhancing the infrastructure development project for the benefit of the intended community and the poor. Getting it right in government institution means that they are all working properly, reinforcing each other as public service delivery system. Bovens (2003: 14-15) sums it up by contending that, public accountability, in the sense of transparency, responsiveness, and answerability, functions to enhance the public confidence in government and to bridge the gap between citizens and representatives and between governed and government.

However, World Bank (2011: 2), cautions that weak accountability systems underpin the failure of widespread effective service delivery. That can lead to provision of development infrastructure of poor quality because project managers can do as they wish as they cannot be held accountable for their mistakes. The following challenges are associated with incomplete short route to accountability:

- Participation is often diluted to mere community consultations and treated as something to check off on the officials 'checklist of "his" project;
- Little or no choice of providers by users, combined with low or absent user fees and co-payments;
- Underdeveloped or absent user supervisory committees and power over service providers;
- No systematic and institutionalised use of client feedback mechanisms such as citizen report cards;
- No systematic and institutionalised reporting by service providers and local governments to the citizens about coverage and quality of services and use of resources;
- Insufficient use of local languages in information provision and feedback mechanisms; and
- Ineffective complaints, redress, and sanctioning/reward mechanisms (World Bank, 2011: 6).

Gorgen and Kusek (2009: 1) have a strong view that M&E addresses the accountability fears of stakeholders, in fact, they believe that it gives public sector officials information on progress in achieving specific goals, and provides findings for any corrections in policies, program, or projects in order to realise the system's purpose for improved performance and productivity. However, according

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to Nyathela and Makhado (2012: 4), it has many other functions and purposes which can be helpful to municipalities. They stipulated the following functions:

- To enhance the integrity of public governance in order to safeguard government against corruption, nepotism, abuse and other forms of inappropriate behaviour.
- As an institutional arrangement, to effect democratic control.
- To improve performance which fosters institutional learning and service delivery.
- To enable the public to judge the performance of the government by the government giving account in public.

From the above discussion, it implies that, where there is commitment in ensuring accountability, chance to enhance infrastructure development project is high. However, people will only be held accountable where there is information about what happens during the implementation of projects. Therefore, there will be no proper accountability without M&E which has a role of providing information about the progress of the projects.

2.7.3 Organisational learning

According to Chipato (2016: 55), the main objective of M&E should be to allow learning (see also Roper & Pettit, 2002; Bemelemans-Videc, Marie-Louise, Rist & Vedung, 2007; Tuckerman, 2007; Gray, 2009). Kusek and Rist (2004: 140), describe organisational learning as a continuous process of investigation where the key elements are experience, knowledge, access and relevance, and it requires a culture of inquiry and investigation, rather than one of response and reporting. A perspective of UNDP (2002: 6), supported by Kusek and Rist (2004: 12), confirms that it is an important management functions aimed at ensuring the quality of implementation of plans, interventions and supporting decision-making, accountability, learning and capacity development. This implies that, when M&E system is used for learning purposes, it can help project managers and other stakeholders in the project to improve infrastructure development project performance (Tuckermann, 2007: 21, Stem, 2005). Therefore, from the above information, it shows that it provides government managers, and civil society with better means for learning from the past experience, improving service delivery, proper planning and allocating resources, and demonstrating infrastructure development results as part of accountability (World Bank, 2004: 5; Kusek & Rist, 2004: 115; Mosse & Sontheiner, 2006: 3; Segone, 2006: 9; PALAMA, 2009: 9). This further shows that, the success of infrastructure development project is highly dependent on the people involved who are willing to learn from experience so that they do not repeat mistakes of the past. Their participation in learning how to improve a project throughout its cycle is fundamental. People should be able to identify what is working or not working, what challenges exist and why, and how such a challenge can be resolved. Therefore, it is important for the system to be effective, because with its effectiveness,

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government can detect early warning signs of corruption or any other form of ineffectiveness (Valadez & Bamberger, 1994: 7; OECD, 2005: 75).

Considering the above, opportunities need to be created for project staff, implementing partners and primary stakeholders to analyse their experiences with the infrastructure development project, thereby contributing to learning by all involved stakeholders. Such opportunities can be attained by a good system that collects data and provides opportunities to take corrective measures (Chipato, 2016: 55). It is further pointed out that putting participatory learning at the centre of good project management requires both data on project activities and personal accounts of people's experiences resulting in organisational learning (ibid). For this to be successful, there is a need for regular reviews of project performance by project staff and all other involved stakeholders. A good M&E system designed to meet the information needs for internal impact and learning-orientated management will yield the information required for external and internal accountability without much additional effort.

Martin (2006: 200) agrees with the above assertion by pointing out that learning can be identified and noted at any stage of a development project if people are aware of the potential to learn and willing to share that learning widely. Further, the same author shows that, it is often convenient to hold a review of each stage of a project, and that the stage might not have completed any project deliverables, but progress can be reviewed alongside consideration of what could have been done better and what barriers to progress were encountered. Therefore, that can make future infrastructure development projects to be completed with little or no challenges because lessons should have been learned from the previous project. However, Chipato (2016: 55) cautions that, there is a problem that most projects work the other way round.

The above information implies that, lessons learned provide an opportunity for reflection during and after project completion. Making a project reflection means planning more consciously when, and how to deal critically with the information. Critical reflection can occur formally and informally. Formally, it can be facilitated during project meetings, workshops with partners and primary stakeholders or as part of the external evaluations. Informally, it can occur in ongoing discussions between project stakeholders. Further, reflecting critically means questioning what is normally taken for granted, infrastructure development project assumptions. During these events, project stakeholders can use the data gathered to indicate areas of improvement (Umhlaba Development Services, 2017: 6).

Chipato (2016: 75) argues that, studies show that learning lessons from project is important. Lessons support projects in several ways and these include:

- Projects managers learn how to manage experientially; it is important to reflect and gain these lessons;

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- They can feed into the assessment, risk analysis or initial planning of the next project;
- They are used to feed into improving the project management processes;
- They are used to improve management decision making;
- Projects are part of a cycle, and lessons learned can be tested and experimented within the next cycle;
- They are used for benchmarking; and
- Knowledge from learning projects can lead to changes in organisational strategic focus (Williams, 2010: 4).

To illustrate the above, by carrying out M&E, staff members will be able to observe and reflect upon results on the spot, and to plan and act upon them while becoming participatory facilitators. This form of learning contributes to the ability of staff members and managers to handle resistance to it in a constructive manner. While implementing, they learn to identify for themselves and with other stakeholders those factors that might have influenced the infrastructure development project. For example, they have the chance to observe the adverse effects, reflect upon them, and then act accordingly. Likewise, they will be able to observe positive outcomes of the infrastructure development project and act upon their enhancement. Both these responses can generate a motivating effect on both project steering and learning (Tuckermann, 2007: 23). Monitoring and Evaluation (M&E) activities should therefore be used to allow for learning, become standard practice and not be separated from day-to-day activities. Furthermore, learning should take place from the first stage to the last stage of the implementation of infrastructure development projects. Therefore, the implementing of it in should be used to learn lessons that can be used in the future infrastructure development projects. In addition, it should be used to avoid repeating mistakes of the past projects, but also keep the good practices.

2.8 MONITORING AND EVALUATION IN THE INFRASTRUCTURE DEVELOPMENT PROJECT CYCLE

According to Letsile (2014: 1) citing Perkins (2006), Bogetic and Fedderke (2005: 1), infrastructure development has been recognised as a tool for increasing national economic growth and ensuring that the country is able to compete with international growth. It directly affects human welfare and equity across community and income groups. The most affected being rural poor (Bogetic & Fedderke, 2005: 2). Fourie (2007: 7) contends that the main policy proposal is building infrastructure that provides basic services to all and also improving its quality and its service through maintenance, rehabilitation and upgrading. However, the impacts of infrastructure investment often take time to manifest, but their impact in society has positive effects when they are utilised properly (Letsile, 2014: 14). It implies that the success of infrastructure development projects is critical. However, lack of

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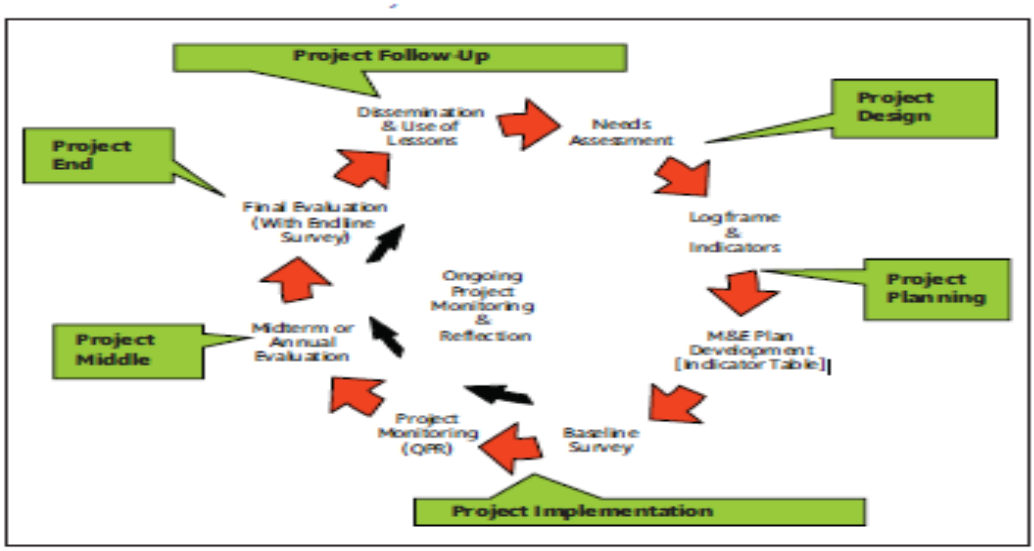
institutional and managerial capacity at the local level seems to be a constraints on delivering basic infrastructure services (Fourie, 2007: 13). The World Bank's Landmark World Development Report 1994, highlighted multiple links between infrastructure and development. Among other things, it emphasised how policy can improve not only the quantity, but also the quality of infrastructure services in developing countries (Bogetic & Fedderke, 2005: 1). In this regard, Kamau and Mohammed (2015) in Kissi, Agyekum, Baiden, Tannor, Asamoah and Andam (2019: 8) noted that several studies have been conducted with the aim of determining the critical success factors that lead to project success. They established that most of those studies found that project success in many instances was a result of effective M&E. Kissi *et al*. (2019: 14) point out that projects that have not been properly monitored and evaluated end up not being successfully completed.

Based on that, M&E should be an integral part of infrastructure project design as well as project implementation and completion. It has been found to be a major management function for ensuring that objectives set for the projects are successfully achieved and that projects meet stakeholder's expectations (Kissi *et al.*, 2019: 14). It also provides the background for reducing schedule and budget overruns, while ensuring that the required quality standards are achieved in project implementation (Hlatshwayo & Govender, 2015: 92). According to Solomon and Young (2007) in Hlatshwayo (2015: 92), it is an instrument for helping planners and project developers to assess to what extent the projects have achieved the desired objectives set forth in the project document. Therefore, for the success of the infrastructure development project, it should be effectively implemented in the entire cycle of that project. That is, from the beginning to the end. The figure below depicts the overall M&E system as it corresponds with these key stages in an infrastructure development project life cycle:

Figure 2.2: M&E and the project cycle



Source: Chaplowe (2008: 3)

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The M&E of infrastructure development projects should start from project design stage, then planning stage, financing stage, implementation stage, evaluation stage, and lastly learning stage. The last stage, which is learning stage requires that information gathered should be used to improve future projects. Altmann *et al*. (2016: 19) further provides the explanation of each M&E project stage as discussed below.

- **Project design stage**: The process for determining indicators should start at the project design stage. As discussions evolve on what data can be collected this will form the basis for M&E. Indicators for monitoring will be shaped further during consultation with beneficiaries, ensuring participatory decisions on desired results.
- **Planning stage**: A full plan is developed alongside the project logframe. Resources for the plan including budget, human resources, and equipment should be allocated for its activities.
- **Financing stage**: Resource plans for its activities should be negotiated. In terms of budgeting for it, international standards recommend between 3 to 5% of the total project budget should be allocated for its activities (not including internal human resource costs).
- **Implementation stage**: A baseline survey should be conducted at the beginning of any project activities. End-of project evaluation should be planned at the start of implementation to ensure collection of required data in the baseline survey. Once implementation begins, regular monitoring in line with plans should occur in consultation with beneficiaries and stakeholders, to access actual progress against planned targets. An end-line survey is carried out after project activities have concluded.
- **Evaluation stage**: A project evaluation assesses the performance of the intervention and identifies lessons learned and good practices. Evaluation might also be undertaken during implementation, e.g., mid-term or real-time evaluations, or after-action reviews, to assess progress and make any necessary changes in activities.
- **Learning stage**: Evaluation findings are used to improve the design of ongoing and future projects or programs, through the identification and documentation of learning and good practices (Altmann *et al*., 2016: 19).

Based on the above discussion of the project life cycle, it is justifiable to say that, if M&E is effectively done in all the stages, there will be no failed infrastructure development project. It shows clearly that it plays an integral part in the whole stages of the implementation of infrastructure development projects. Therefore, it should be part of every stage of the implementation for the provision of quality infrastructure development project. According to Fourie (2007: 3), infrastructure quality is a catch-all phrase that includes all performance enhancing improvements of both of the physical infrastructure and of the services it provides. Therefore, lessons learned during each stage should be incorporated in the planning of other future infrastructure development projects so that good practice would be kept

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and bad practice identified are discarded. It is also responsible for providing performance information of infrastructure development project delivery to management and other main stakeholders.

The table below (table 2.3) provides further discussion of the stages of M&E in a project as adapted from Welsh (2005: 2. It starts with planning where indicators and objectives of the projects are decided. Then follows preparation where data collection tools and staff responsible for the process are trained. Data collection follows where data is collected using the designed collection tools. After the collection, data is analysed and checked by comparing collected data with agreed upon indicators and note differences. Then comes reporting of results where findings are reported to project management and implementers. The last processes is the use of results where it is used to improve management and implementation of project. That implies that, it is imperative for project managers and other stakeholders to use the results obtained during the process to improve management and implementation of all development projects. However, politicians and bureaucrats who make decisions may lack the political will to improve quality of projects (Fourie (2006) in Fourie, 2007; 6), and that will lead to non-compliance (Manyaka & Nkuna, 2014: 1575). Therefore, it means where results of the process are not used, the purpose of the process is defeated. The table below provides the stages in M&E processes.

Table 2.2: Stages in the M&E process

Planning	• Decide what information is needed (indicators), and who needs it; • Decide how often the information should be collected; • Decide how you can get it, and any implications for budget or planning; and • Decide who should be responsible for collecting it	• Setting the objectives for the evaluation; • Decide what information is needed; • Consider how it can be collected; • Decide questions for a survey; • Decide geographical area; • Decide sample size; • Determine no. of people and amount of time needed; • Study logical framework; and draw up evaluation team terms for reference
Preparation	• Design and test any data collection records; • Train staff responsible for monitoring ; and • Inform project staff of the monitoring system.	• Design data collection tools (survey forms, interview guidelines); • Decide how to select the sample; • Pre-test and revise data collection tools; • Train evaluation staff; and • Make arrangements for evaluation in villages

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Data collection	• Collect the agreed upon information on a routine basis; and • Monitor the functioning of the system	• Collect and study existing information (reports, proposals); • Select households/sites; • Conduct the interviews/observations; and • Start data processing.
Analysis and check	• Compare collected data with agreed upon indicators, and note differences; • Identify other issues; • Look for cause of any problems; and • Identify options for action.	• Tabulate data; • Interpret results and draw conclusions; • Decide on recommendations; and • Check analysis with key informants.
Reporting of results	• Document data and findings; and • Provide feedback to project management and implementers.	• Summarise data in tables and graphs; and • Write the final report.
Use of results	• Use results to improve management and implementation of project	• Define priorities; and • Plan the implementation of priority actions and changes.

Source: Welsh (2005: 22)

Van der Waldt (2004: iii) cautions that lack of an overarching performance management framework to manage inputs, outputs and outcomes still hampers the broader South African public Service in respect of service delivery. In this respect, National Treasury (2007: 6) provides that when describing what government institutions do for purposes of measuring performance the following concepts are used:

- **Inputs**: all the resources that contribute to the production and delivery of outputs. They include finances, personnel, equipment and buildings.
- **Activities**: the processes or actions that use a range of inputs to produce the desired outputs and ultimately outcomes. In essence, activities describe what "what we do".
- **Outputs**: the final products, or goods and services produced for delivery. Outputs may be defined as "what we produce or deliver".
- **Outcomes**: the medium-term results for specific beneficiaries that are the consequence of achieving specific outputs. Outcomes should relate clearly to an institution's strategic goals and objectives set out in its plans. Outcomes are "what we wish to achieve".
- **Impacts**: the results of achieving specific outcomes, such as reducing poverty and creating jobs.

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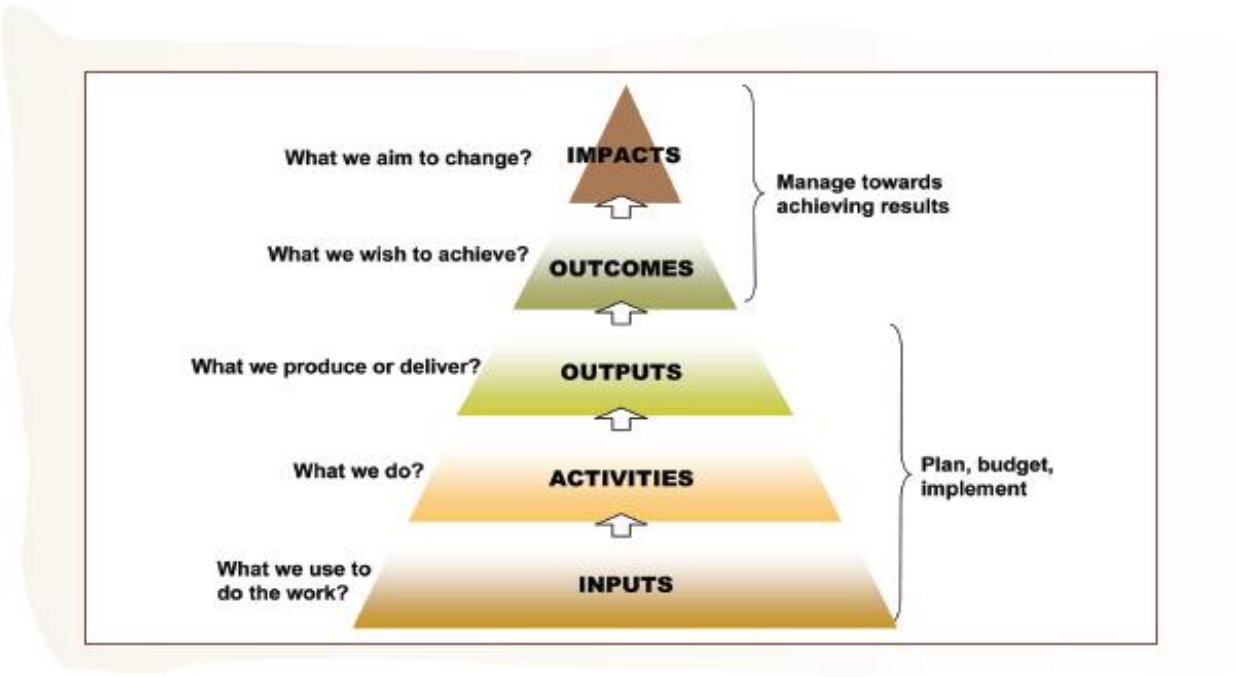
Figure 2.3: Key information concepts of M&E



Source: National Treasury (2007: 6)

Based on the above diagram, monitoring is the process of collecting, analysing, and reporting data on project or program's inputs, activities, outputs, outcomes and impacts, as well as external factors to track whether actual investment program results are being achieved. Monitoring is more concerned with the first three terms (inputs, activities, outputs) than evaluation. On the other hand, evaluation is more concerned with the last two terms (outcomes, impacts) than monitoring (IFRC, 2014: 14). However, both monitoring and evaluation are required in all the five steps because they have complimentary roles. In other words, there is no evaluation without monitoring. Evaluation draws on the data and information generated by the monitoring system as a way of analysing the trends in effects and impact of the project (Otieno, 2000: 1). In other words, monitoring is the continuous assessment of a project in relation to the agreed implementation schedule, whilst evaluation is the process of gathering information to assess the effect and impact of that specific project (Otieno, 2000: 2). In brief, inputs are used to carry activities, then activities produce outputs, outputs produce outcomes, outcomes contribute to the impact of a project. On the other hand, the opposite will happen if one step fails to produce the desired results. Therefore, it is necessary to monitor and evaluate all the five steps.

Based on the above information, the first step in the implementation of infrastructure development project is monitoring of inputs to be used in the project. Project team is required to check whether there is sufficient resources (human and capital resources) before the commencement of the project.

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In other words, the availability of people with required skills and budget for the whole project are monitored at this step. That can ensure that there is no unfinished infrastructure development project as all checks would have been done early before the start of the project. It implies that when people see unfinished project and lack of enough funds is given as a reason, it means monitoring and evaluation of inputs were not sufficiently done or not done at all because it should have been detected early and project should have been delayed until enough funds are available.

The second step is the monitoring of activities (processing of inputs into outputs). Monitoring of activities is done to ensure that actual activities correspond to planned activities (Prinsloo & Roos, 2005: 95).Therefore, all activities done during the implementation stage of the infrastructure development project should be monitored to ensure that there is no deviation from the planned activities. That will allow project teams and other main stakeholders to detect deviations early and corrections proposed when things are not going according to the initial plan. That means quality infrastructure development projects will be completed because every step of the implementation should have been monitored and evaluated and corrections identified made for the enhancement of the infrastructure.

The third step is monitoring of output. This implies that if this process is done, project stakeholders would be able to ascertain whether the output of that project has been achieved using verifiable data obtained during M&E process. Further, it will also assist curbing corruption where money has been used but physical infrastructure is only on paper.

The fourth step is evaluation of outcomes. When outcomes of an infrastructure development project are monitored and evaluated, it will provide the project stakeholders with opportunity to check whether project's intended objectives were achieved. For example, in a project where new water pipelines are installed in a village, the project would have achieved its objectives when water is coming out of the new pipes. The availability of new pipes is the outputs of the project, the coming out of water is the outcome. Outcome is just a medium term results which sometimes can have a short life span. However, in some areas there are projects outputs without outcomes. For example, new water pipelines are there, but still no water in the community. Therefore, the municipality should monitor to ascertain whether the project has achieved its outcomes.

The fifth step is evaluation of impacts. That means impacts of the infrastructure development projects should also be monitored and evaluated. This step is involved with checking whether the infrastructure provided has brought change to the community at a long run. For example, giving the example of new water pipelines, you find that water come out for the first six months and thereafter no more water. Therefore, M&E should always be done to check, for example, whether new water pipelines are still providing water to the community after about five years or more. The above discussion provides that

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if monitoring and evaluation are effectively done by municipalities in all the above five mentioned steps, it will be able to enhance the infrastructure being delivered because nothing will come as a surprise. The section below will deal with designing of M&E system.

2.9 DESIGNING MONITORING AND EVALUATION SYSTEM

Government institutions have a role in designing M&E systems. However, Mackay (2007: i), cautions that there is no one model of doing so, as it all depends on various reasons for which such systems are designed. For example, Kusek and Rist (2004: 23) suggested ten steps that institutions can use for the design. However, some authors have different views on the number and sequences of steps. For example, the International Federation of the Red Cross (IFRC) (2011: 2) identified six key steps. On the other hand, in contrast of the other authors, Altmann, Bett, Bizourerne, Deligne, Gallagher, Lapegue, Le Roch, Majer, Paracha, Sauveplane, Pietzsch, Tesfasilassie and Villeminot, (2016: 41) suggested eight steps. Therefore, there is no single approach or methodology that can be applied uniformly by institutions. However, it is essential to have a good M&E system as is a key in streamlining and making interventions better and more successful as it serves as a key source of information (Morra Imas & Rist, 2009: 107).

Altmann *et al.* (2016) suggests steps which to be followed for the effective establishment of the system. However, these steps are not prescriptive, but is up to different institutions to choose what would be best for their institution.

2.9.1 Initiate development of the project's M&E system

This should be done during project proposal design, before planning for monitoring. In this step, the following activities should be done:

- **Agree on the purpose of the project's**- defining the purpose of the project will contribute to determine the information it needs to collect, the methodologies for data collection and analysis, and the human, technical, and financial resources required.
- **Confirm stakeholder information requirements**- the system should meet the information needs of multiple stakeholders. The information needs and feedback of project participants, including beneficiaries should also be built into the system.
- **Agree on the extent of stakeholder participation**- there should be active stakeholder's participation in project formulation, implementation, and M&E activities to ensure relevant programming and accountability.
- **Determine milestones**- milestones constitute what a project is intended to achieve by a particular stage or time, in this case during project cycle and implementation of a project's

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system. There should be monitoring milestones and evaluation milestones (Altmann *et al.,* 2016: 41-42).

2.9.2 Design key documents to set up the system

The designing of key documents is done to ensure that those which are important are in place to establish the system. The following activities are crucial:

- **Select project indicators and agree on a process to assess progress against them**- the purpose of key indicators is to ensure that all programs work towards common objectives; serve as the standard indicators against which all programs in a given sector can report and thus, facilitate comparison of cross-sectional data across program sites; and encourage greater focus on the medium-term change(s) being brought about by programming, as opposed to focusing solely on activities and outputs.
- **Create a plan**- a plan facilitates the preparation and execution of monitoring activities in a timely manner to inform management decisions on implementation; allocation of appropriate resources; and agreeing and sharing of key milestones with stakeholders for coordination purposes. A plan details the following: the data to be collected and analysed for each indicator; the methodologies to be used for data collection and analysis including the frequency of data collection and analysis; the responsibilities to collect, analyse, and report on the data; and the usage of the data, and in what format it was distributed and by whom.
- **Allocate resources based on the plan**- while writing the project proposal, project teams should estimate the overall resource requirements to fully execute the plan and ensure this is included in the budget. It should be finalised once project funding is agreed on and prior to the beginning of activities (Altmann *et al*., 2016: 43-47).

2.9.3 Establish project system

This is done to ensure that the appropriate plans, processes, and capacity are in place for the system to function effectively. The activities for this step are as follows:

- **Finalise plan, agreeing on cross-cutting variables**- the plan that was initially drafted during the project design stage should be finalised once funding is agreed and prior to the start of project activities in a participatory way involving key project stakeholders. This entails reviewing the indicators; agreeing on key considerations and cross-cutting themes that need to be mainstreamed, monitored and evaluated in a project; agreeing on the technologies to be utilised on the project; agreeing on the balance between primary and secondary data; and agreeing on the balance of quantitative and qualitative data required.

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- **Assess capacity and build skills**- project managers must determine the available experience within the project team and other potential participants in the system like communities. The gaps between the projects needs and available qualified personnel should be identified, which will determine if capacity building or outside expertise is needed. The following are the types of skills that may have to be developed around it: basic concepts, purposes, and requirements; survey design and adaptation; sampling methodologies and good practices; enumeration and facilitation techniques; use of ICT innovations and systems for electronic data collection; ethical issues and data management considerations; data analysis and interpretation; and data and result reporting.
- **Finalise and allocate the budget**- while the budget was estimated during project formulation, once funding has been received, a detailed version and allocations should further be developed and agreed upon. Project teams should determine the costs associated with all tasks and include budget items like human resources, capacity building/training and any tools development, and lastly, the implementation expenditure and running costs. It should also be exhaustive to avoid lack of funding and delays. Project teams should further break down any big items into their component parts (Altmann *et al*., 2016: 47-51).

2.9.4 Collect and manage monitoring data

The objective of this step is to collect the most relevant and accurate data, using the most appropriate source, method, timing and frequency, and people responsible. Its activities include the following:

- **Agree on and document collection methods and tools**- project staff should agree on the collection methods and tools that were used in advance, to ensure that resources are available. Once the methods are agreed upon, they should be summarised in the plan.
- **Determine beneficiary counting method and agree on sampling requirements**- to avoid double counting, and provide an accurate measure of project's achievements, it must precisely define those they are going to count and how they are going to count them. Project teams must determine the appropriate sample size and sampling methodology to best fit their needs and to avoid wasting resources.
- **Develop data collection tools**- project teams should collect both quantitative and qualitative data. Specific tools, based on the agreed methods, was developed for each project based on the information requirements and contextual factors.
- **Recruit and train data collectors**- where possible, internal project staff should undertake data collection. However, monitoring activities may require additional collectors to be hired on a temporary basis to be able to collect sufficient data within available timeframes and without undermining another ongoing project implementation. Recruiting them includes determining

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the number required; agreeing on desired skills and supervisors; developing job descriptions; and hiring and training local collectors.

- **Conduct baseline survey**- a baseline survey for each selected indicator needs to be collected and recorded prior to the start of project implementation. It is the first measurement of each indicator in a target population and serves as the starting point against which all progress can be assessed. It should include an appropriate mix of both quantitative and qualitative methods.
- **Set-up the stakeholder feedback mechanism(s**) – it should be included in a system to facilitate the provision of stakeholders' feedback including concerns and complaints.
- **Collect monitoring data**- project teams should observe activities while they are happening and while beneficiaries are engaged to highlight opportunities for operational improvements. During data collection activities, the team should be regularly debriefed and coached by the project manager and dedicated staff. Although it depends on the project, issues or actors that staff are likely to need to collect data include: management of commodities; management of cash; quality of infrastructure built; beneficiaries; performance of staff and partners; quality of training and capacity building; adherence to cross-cutting issues; relationship with key stakeholders; and social and behaviour change.
- **Define data entry and management processes** – data entry and management procedures must be clear. Required skills, templates, and equipment must be explicitly decided to reliable enter, clean, store, manage, and access data. When entering the information, project staff must adhere to the following guidance: agree on format; agree on organisation rules; agree on management and storage; agree on access; agree on quality control procedures; and agree on responsibility and accountability for its entry and management (Altmann *et al*., 2016: 51-58).

2.9.5 Analyse and Utilise monitoring data

The aim of this step is to ensure that data is properly analysed and key recommendations and actions are agreed upon. Analysis converts collected raw data into usable information to support decision-making for improved project management and organisational learning. It involves looking for trends, clusters, or other relationships between different indicators and /or types of data. It facilitates assessing performance against plans and targets; forming conclusions; anticipating problems; and identifying solutions and good practices. This happens during implementation of a project. The following activities should be considered in this step:

- **Agree on data analysis plan and responsibilities**- accurate analysis contributes to improved reporting and dissemination. A clear analysis plan can be included in the plan. When planning for analysis, an agreement should be reached regarding its purpose; the frequency of analysis; the responsibility; and the format.

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- **Prepare and analyse the data, assessing key findings and trends**- there are key points to remember when analysing data: always check if any additional information or analysis is required to clarify findings; engage multiple stakeholders to ensure inclusion of different perspectives; compare findings to project objectives and plans including logframes indicators, demographic targeting, and geographic coverage; use summary tables, graphs, diagrams, and other visual aids to organise and describe key trends/findings; consider if data needs to be weighted or adapted for standard errors; for unexpected calculation results, check for any outliers; consider if the sample size is enough to make generalisations of the wider population; and analyse quantitative and qualitative data together as results will complement each other and enhance understanding.
- **Triangulate data to arrive at conclusions and make recommendations-** This process is to crosscheck for validity and reliability, and to reduce bias. Project staff should look at data from different sources (both qualitative and quantitative) to see whether they support the same interpretation and broaden understanding and perspective. They should compare data generated by different methods; information from different collectors; and results of different analytic techniques. The findings from the analysis should be used to make recommendations and justify actions.
- **Utilise information to facilitate decision-making, planning and learning**- the overall purpose of the system is to provide information. The information gathered through monitoring is used to: inform decisions to guide and improve ongoing project implementation; advance organisational learning for current and future programming; demonstrate how and what work has been completed, and whether it was according to specific standards or donor requirements; highlight accomplishments and advocate for further change; and provide data to stakeholders, communities, administrators etc. for better planning, resource allocation, and protection of the environment. And to facilitate learning, project teams must document lessons and reflect on them to inform future projects and organisational learning. The following steps need to be followed in learning: organise a learning session; consider key findings; document lessons learned; use lessons learned; and share lessons taught (Altmann *et al*., 2016: 59-62).

2.9.6 Report monitoring findings

The objective of this step is to include findings in reports to relevant stakeholders to inform day-to-day and long-term decision-making and management. Agree on general guidance at project planning phase, finalise details when project implementation starts, and report findings during implementation. The activities of this step are as follows:

- **Agree on reporting needs, responsibilities, and formats**- data must be well presented or reported to facilitate decision-making and learning. Report should be prepared for a specific

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purpose/audience and limited only to what is necessary for its intended purpose. Reporting is a key part of the system as it: communicates to key internal and external stakeholders if a project is on track against plans; highlight how needs are being addressed and what results have been seen; highlights risks/blockages to help managers decide on mitigating measures required; contribute to transparency and accountability to all stakeholders; including contractual requirements and providing information to the humanitarian community; helps raise visibility of the project and mobilise resources, and captures learning from projects; and forms an important source of information for evaluations.

- **Disseminate reports to relevant stakeholders**- reports should be provided to each of the identified stakeholders in their information needs matrix. While beneficiaries may not have formal reporting requirements, all project information should regularly be shared with them in an appropriate way. This helps to be accountable and prevents it from becoming merely an extractive process. Medium for sharing reports can be: print materials distributed through mail or in person; internet communication (e-mails, web sites, blogs, cloud, forums, etc.); radio communication; telephone communication; television and film presentations; and live presentation, such as project team meetings and public meetings (Altmann *et al*., 2016: 63-64).

2.9.7 Review and revise plans based on progress

As the project proceeds, revise plans where appropriate to reflect actual progress and lessons learned. This should be done during project implementation. The activities which can be undertaken are:

- **Review and assess the system**- while the project is being implemented it is important to review the system to ensure it is delivering its intended purpose and has enough resources allocated to it. Its effectiveness in achieving its purposes should be assessed, updated and refined. During reviews, the project team should assess its ability to: collect, enter, and utilise data; facilitate evidence-based decision-making; appropriately use allocated resources (human; financial, and time); and engage and involve stakeholders. They should agree on how often, and by whom it should be assessed to see if it is meeting its intended purpose. The timing of such reviews will depend largely on the timeframe of the project itself.
- **Update the system-** project objectives may change due to contextual factors, personnel/capacity changes, or simply to refine and improve the project. challenges that might occur, and potential solutions include: (1) collected data may not indicate project progress or facilitate decision-making; consideration should then be given to collecting alternate/additional data; (2) data may not be correctly entered and managed; re-training of staff might be necessary; (3) data may not be fully analysed and utilised; teams should reassess the

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relevance and timing of data collection as well as the dissemination medium and format reports; (4) the cost of conducting its activities might be higher than planned; in this instance budgets should be reviewed and budget line items flexibly utilised; (5) stakeholders may express concerns or grievances with its processes; this should be discussed openly with stakeholders, and agreement reached on how to improve processes; (6) there may be demands for more information, such as to investigate unexpected issues identified during data analysis; resources should then be reallocated; and (7) there may be changes in capacity, due to increase skills or turnover of staff, which may impact the plan; it is thus advisable to have back-up focal points for each project (Altmann *et al*., 2016: 65-66).

2.9.8 Evaluate results

This is conducted as the project concludes, to gather and analyse data to assess and report on project results. To undertake an evaluation, the team should: begin planning for it from the start of the project, incorporating the topics into the project and its design; facilitate its conduct; provide comments on the report; provide feedback on the process; and follow up on the recommendations, mid-term or final evaluation to ensure we capture learning and good practices (Altmann *et al*., 2016: 67).

According to Umhlaba development services (2017: 4), unintentionally, M&E is often set to fail during project design. They point out that initial design fundamentally influences it through five key weaknesses which should be taken care of when designing it.

First, during project implementation, the effectiveness of M&E will be greatly influenced by the attitude and commitment of local people and partners involved in the project and how they relate and communicate with each other. Poorly planned projects will, in most cases, not generate positive relationships.

The second design fault is when the project lacks logic in its strategy or has unrealistic objectives, making good M&E almost impossible. This is because the evaluation questions and indicators often become quite meaningless and will not produce useful information. Further, if you don't clearly understand where you are heading, then you will not know how best to use any information that might be produced.

The third is when the design team does not allocate enough resources to the system. Critical resources include: funding for information management, participatory monitoring activities, field visits, time for a start-up phase that is long enough to establish, monitor and reflect on the system, and expertise, such as a consultant to support M&E development.

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The fourth factor is critical if the systems are to generate the learning that helps a group of project partners continuously improve implementation and strategy. The more rigid a project design is, the more difficulty the team will have in adjusting it as a result of change in the context and understanding of interim impacts.

Fifth, it is important that during design, the broad framework of M&E is established. It is still unfortunately the case that most project plans do not pay sufficient attention to its planning, with the result that monitoring and evaluation is tagged on as an afterthought (Umhlaba Development Services, 2017: 4).

Based on the above discussion, it is essential for municipalities to set up a well-functioning M&E system; because for it to beautiful and attractive on paper, but not put into practice, is as good as having none. If municipalities can have systems and implement them effectively, they will be able to realise their set goals and targets. That can also assist them in provision of services of better quality to their people and can foster a good relationship with the residents. Eventually, even the provision of infrastructure development projects will be enhanced. Therefore, the system needs to be effective in order to realise its intended goals. The section below deals with measuring the effectiveness of M&E system.

2.10 MEASURING EFFECTIVENESS OF MONITORING AND EVALUATION OF PROJECTS

According to Monyane (2014: 41), the effectiveness of M&E requires enough monitoring resources, the right staff and motivation, effective communication, a conducive implementation environment and technical expertise. That means it requires enough budget to supply the required resources. There must be budget for staffing, including full-time staff, external consultants, and capacity building/training, and other human resources. Budget should include all capital expenses, including facility costs, office equipment and supplies, travel and lodging, computer hardware and software and other expenses (Monyane, 2014: 41). Therefore, what is important is proper planning and monitoring. The process must be developed such that it measures the project's achievement against its initial stated objectives (Monyane, 2014: 41).

In addition, according to Callistus and Clinton (2016: 390), the effectiveness and success of every monitoring plan depend largely on the capacity of the institution or individual mandated to undertake the activity. In the same vein, Simister and Smith (2010: 4) point out that, an effective system depends on the capacity level of an organisation, as capacity can either provide an organisation with an ability to effectively develop measurable objectives and goals. Kusek and Rist (2004: 22) state that institutional capacity, includes the ability to successfully construct indicators; the means to collect, aggregate, analyse, and report on the performance data in relation to the indicators and their

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baselines, and managers with the skill and understanding to know what to do with the information once it arrives are critical to the success of the system. Therefore, human resource, with proper training and experience is vital for production of M&E results. It is essential to note that it may not be effective without skilled individuals who effectively perform the roles they are responsible for. For any system to perform well, it is important to have well-trained officials who are highly skilled. The human resources who must be capacitated, among others, also include project managers in any organisation or government institution who are tasked with the management of the development project. They need to have proper skills and knowledge for the effective implementation of it in their organisation or institution.

The effective M&E system is one that obtains answers to the following questions:

- Does the project address the needs or problems of beneficiaries?
- Are the activities implemented under the project the most relevant given the local problem of beneficiaries?
- Is the project efficient in its implementation?
- Do the beneficiaries have the capacity (competence and possibility) to express their felt need and adjust to make it more responsive to their needs?
- What does the project require from the implementing organisation?
- What kind of human, financial and material resources are required to implement the activities as planned?
- What is the capacity of the implementing organisation to carry out the project activities given the demands the project poses?
- Is the organisation a learning organisation embracing change?
- Is the organisation capable of delivering alternative interventions that are more efficient and appropriate?
- Do beneficiaries have the capability (competence) to influence the implementing organisation?
- Is there a formal representation and are there available channels used to give direction to the organisation?
- Is there implementing organisation open to influence by the beneficiaries through a formal or informal way?
- Is the organisation transparent, and is it accountable for its performance?
- Is the community representative giving people feedback? (Koot (2008) in Monyane, 2014: 33),

Answering the above question by municipalities can lead to effective implementation of M&E in development projects. However, there is no system that can be regarded as hundred percent without

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faults, but for municipalities to have effective system best practices may serve as guidelines in the development of it.

Further, for its effectiveness, the process should be participative. Ninh (2004: 11-19) concurs by pointing out that both government agencies (Implementers) and the community (receivers) should be involved and not just the impartial evaluator. The public and stakeholder participation in M&E and decision making improves the accuracy and usefulness of results, promotes the feasibility and utilisation of results; enhances ownership of the infrastructure development project; expands understanding through different views; and limits individual bias through multiple inputs (Save the Children, 1995: 16; O'Sullivan, 2004: 25). Chen (2005: 41) posits that it is often up to the evaluator to assist stakeholders to articulate ideas and test their own paradigm within which they evaluate their world. In other words, it means that all stakeholders involved in the monitoring and evaluation of infrastructure development projects must be capacitated.

In addition, it requires specific kinds of tools and techniques to be effective. Institutions need to use flexible monitoring instruments such as projects reports, work plans, field visits, and stakeholders meeting on a periodic basis to support performance measurement (UNDP, 2002: 16). These tools help them to determine which developmental project activities are contributing to results and which strategies contribute to their success. On the other hand, Hughes (2010: 199), contends that, effective systems should influence cost reductions and reduce wastages by examining employees' behaviours and actions that result into waste and reducing efficiency and effectiveness. The same author argues that, when implemented correctly, it impacts positively on the improvement of infrastructure delivery by reducing wastage of resources. It can also enhance the identification and elimination of the individual employee and organisational deficiencies. Furthermore, deficiencies that can be identified and bettered may include lack of skills, poor commitment and other personal challenges.

However, Dedu and Kajubi (2005: 19) point out that the effectiveness of the process for the actual implementation of M&E is not only measured by its accomplishment, but also by a whole lot of other factors. They warn that its effectiveness can be undermined by the politics of evaluation. They further point out that no evaluation can ever be value free and completely objective with the effect that decisions such as what to study, which methods to use and whose criteria define program success all involve human judgement. Goetz and Jenkins (2005: 118) concur by mentioning that it is a well-known fact that evaluators can be inevitably influenced by their own perspectives and values when determining a program's merit or quality, even when discerning what constitutes data. Therefore, there should be an effective system that should be used to validate data for proper reporting.

According to Helling and Serrano (2005: 18), codes of professional conduct can be helpful in clarifying potential responses to political situations and defending those responses to clients and

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stakeholders. Helling and Serrano (2005: 18) further suggested the following in order to avoid political constraints for the system to be effective: negotiation before its commencement, and understanding the political environment to help an evaluator identify ways to address the pressure exerted on the evaluation. Therefore, the planning, budgeting, capacity building, management decision making and participation of beneficiary stakeholder are key for effective implementation of monitoring and evaluation of projects.

2.10.1 Planning for effective implementation of Monitoring and Evaluation

According to Frankel and Gage (2007: 13), M&E plan is a fundamental document that details a program's objectives, the interventions developed to achieve these objectives and describe the procedures that were implemented to determine whether the objectives are met or not. Chaplowe (2008: 1) explains this plan as a planning document for a project monitoring and evaluation. Further, Chaplowe (2008: 1) add that, others use it to refer to a specific document that defines project indicators and how they will be measured. This means it is a control measure which requires a framework with measurable indicators in the public institution. Frankel and Gage (2007: 13) point out that detailing the objectives of a project is equally as important as defining the criteria that will be used to assess whether these objectives have been met. They further explain that it should also outline the resources that will be needed and the initiatives for managing an effective system.

Furthermore, Frankel and Gage (2007: 13) point out that it is a flexible guide to the steps that are used to: Document project/program activities; answer M&E questions; and track progress towards goals and objectives. As discussed above, it means that it is essential to develop it before beginning any monitoring activities so that there is a clear plan for what questions about the development project need to be answered. This can assist infrastructure development project implementers or managers decide how they are going to collect data to track indicators, how data will be analysed and disseminated to all stakeholders of the project including the beneficiary community. It is therefore imperative that municipalities that are actively and effectively involved in managing infrastructure development projects implementation to have a comprehensive and a clear plan. The following activities should be included in a plan in assisting to achieve what was mentioned above:

- The underlying assumptions on which the achievement of programs goals depend;
- The expected connections between activities, outputs, and outcomes;
- Method and procedures for the collection and analysis;
- An outline of conceptual measures and definitions, along with baseline values;
- The monitoring schedule;
- A list of data sources to be used;
- Clear roles and responsibilities ;

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- Estimates of the costs that are likely to be incurred by the activities;
- A list of the partnerships and collaborations that will assist in the achievement of the desired results; and
- An outline for the dissemination and utilisation of the information gained (Frankel & Gage, 2007: 13).

According to Chaplowe (2008: 2), planning should begin during or immediately after the project design stage; starts early to inform the project design and allow for sufficient time to arrange for resources and personnel prior to project implementation; should also involve those using the system; involvement of project staff key stakeholders ensures feasibility, understanding, and ownership of it. Therefore, in infrastructure development projects, it should be put in place before project implementation begins to avoid unnecessary hiccups during project implementation.

In addition, Ile, Eresia-Eke and Allen-Ile (2012: 80) argue that it helps to shed light on a number of issues that are often taken for granted in government departments or private companies that claim to undertake monitoring and evaluation of their projects. They contend that doing so outlines very systematically what activities must be undertaken at different times in the life of the project. In other words, planning for M&E by any government institution, including municipalities, outlines the resource requirements, in terms of human, financial and other resources that may be required in order to undertake it effectively. Therefore, an ideal monitoring plan carries indicators, baseline data, data collection methods, data collection frequency, responsibilities and timeframe, on the other hand, evaluation plan provide an overall evaluation approach, questions, methods, responsibilities and timeframes (Gorgens & Kusek, 2009: 147; Markiewicz & Patrick, 2016: 21). Results emanating from the monitoring and evaluation of development projects should be used for decision-making. The two consist of people and processes that work together to achieve goals of the M&E system (Gorgens & Kusek, 2009: 146). It implies that they should not be separated. Therefore, a plan should be developed at the beginning when the development projects are being designed in order to ensure that there is a comprehensive system in place to monitor and evaluate the project successfully. In summary, it means effective planning is critical to the success of monitoring and evaluation of infrastructure development projects, and an effective process is a crucial component of successful projects (Umhlaba Development Service, 2017: 5).

2.10.2 Budgeting for effective implementation of Monitoring and Evaluation

This is important stage that is concerned with resource allocation of the whole process. Therefore, it should be done earlier in the project to ensure that resources are enough for the whole process (IFRC, 2011: 74). It should also provide adequate provision of M&E (Mushori, 2015: 20; Gyorkos, 2003; Kelly & Magongo, 2004; James, Beatrice, Kristin, Thomas & Lisa, 1999). According to Chaplowe

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(2008**:** 17) a key function of its planning is to estimate the costs, staffing, and other resources needed for its work. Therefore, it is important for implementers in the municipality to consider their M&E budget needs at the project design stage of the infrastructure development project so that funds are allocated specifically to it and are available to implement key activities. This can enable project teams to able to monitor and evaluate the entire project implementation because they will be having enough resources. Limited budget for M&E activities impedes effective functioning of the system such that in some cases, government institutions are forced to focus on monitoring activities rather than evaluation, which require a lot of resources and skills. A prototype, in Canada, they identified resource constraints as an obstacle for carrying out proper, timeous and detailed M&E functions (Seasons, 2003: 433). However, it is also vital for project managers to build a realistic budget. Chaplowe (2008) suggested the following for its building:

- List all tasks and overall responsibilities, analyse the necessary items associated with each task, and determine the cost;
- Budget for staffing, including full-time staff, external consultants, capacity building/training, and other human resources expenses;
- Ensure that the budget includes all capital expenses, including facility costs, office equipment and supplies, travel and lodging, computer hardware and software, and other expense;
- Determine whether all tasks are included in the overall project budget, such as support for an information management system, field transportation and vehicle maintenance, translation, and printing and publishing of documents/tools;
- Review the donor's requirements to determine whether there are any extra items that need to be budgeted, or conversely, items such as an external evaluation that was funded directly by the donor; and
- Allow for unexpected contingencies such as inflation, currency devaluation, equipment theft, or the need for additional data collection/analysis to verify findings (Chaplowe, 2008: 17-18).

Based on the above, it means budget for monitoring and evaluation of infrastructure development projects should be estimated during project formulation and be exhaustive to avoid lack of funding and delays.

2.10.3 Capacity building for effective implementation of Monitoring and Evaluation

Morgan (1997) cited in Horton (2002: 2) explains capacity building as the process by which people and organisations create and strengthen their capabilities, over time, to successfully undertake their tasks and achieve the set goals. Therefore, human resource capacity is critical for the sustainability of the M&E system in the municipality (Mushori, 2015: 17; Vanessa & Gala, 2011; Gladys, Katia, Lycia & Helena, 2010; Mukherjee, 1993; Robinson & Pearce, 2004). Capacity can be explained in various

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ways. Williams (2010: 35) explains it as the ability to perform tasks and produce outputs, to define and solve problems and make informed choices effectively, efficiently and sustainably. According to IFRC (2011: 63), the development of a credible M&E system requires competent people to support the process. While planning for the monitoring and evaluation of infrastructure development project, it is equally important to plan for the people that are part of the process as they will determine the success or failure of the process.

However, the capacity of people, society and organisations is not static. It changes over time, and it is subject to both internal and external influences. According to Simister and Smith (2010: 3), organisation can lose capacity if key individuals leave or change positions within that organisation. Capacity building is an explicit effort to improve government ability to perform in relation to its purpose, context, resources, and viability (Liebler & Ferri, 2004: 11). The National capacity Building framework for Local Government (NCBFLG) (2008: 6) uses a multidimensional approach by considering individual capacity, institutional capacity and environmental capacity, which are explained as follows:

- Individual capacity as the potential and competency of an individual evidenced in the display of various skills and competencies acquired through education and experience.
- Institutional capacity is the ability and competency of an institution to provide the necessary strategy, structure, resources, policies, processes and relevant skills to fulfil its mandate.
- Environmental capacity is the micro-environment that is external to the formal municipal structures which the municipality must engage.

However, it is carried out for different purposes. Simister and Smith (2010: 5) argue that its purpose can be divided into two groups. Firstly, technical capacity building which is aimed at addressing a specific issue concerning institutions activities. It is often carried out in the context of a specific project with which an institution is involved. Secondly, general capacity building which is provided to help institutions develop their own capacity to better fulfil their core functions, and achieve their own mission (Simister & Smith, 2010: 5).

Knipe, Van der Waldt, Van Niekerk and Nell *(*2010: 200) point out that training is important in team development and includes actions designed to improve the skills, knowledge and competences of the project team. It includes, but is not limited to the following:

- Human resource capacity development: The process of equipping individuals with the understanding, skills, and access to information, knowledge, and training that enables them to perform effectively (Liebler & Ferri, 2004: 11);
- Organisational capacity development: The improvement and streaming of management structures; and procedures, not only within organisations but also between and among

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organisations and sectors (Liebler & Ferri, 2004: 11). Organisational capacity relates to the capacity of an organisation and its processes to deliver the organisational goals and development objectives (Gorgens & Kusek, 2009: 91);

- Information and communication technology capacity development (Schiavo-Campo (2005: 2).

Fritzen (2007: 14) identified three categories of capacity that are critical for development outcomes in the social sectors which are explained below:

- Political capacity which refers to the political will to conceptualise, implement and sustain a development initiative and includes inter alia political power, competition, and political representation.
- Operational capacity which involves the current technical skills and capabilities, information systems, and organisational learning and adaptation.
- Social capacity which refers to the ability of civic society and external agencies to engage in the governance system.

However, capacity is still a challenge to some municipalities, there are capacity challenges faced by municipalities which are low staffing levels, irrelevant or no qualifications and experiences, poor councillor capacity, provision of basic service and the quality of the integrated development plans (NCBFLG, 2008: 13). According to Cloete (2002: 287), the implementation problems plaguing Local Government is: inexperienced and uncommitted administrators and political office bearers; organisational culture that protects self-interest; corruption and nepotism; out-dated structures; out-dated processes and technology; and lack of funding and environmental conditions beyond its control. Van Heerden (2009: 56) asserts that public officials are not sufficiently knowledgeable to implement the new constitutional principles resulting in poor service delivery due to them not understanding that they are employed to serve the public. Schacter (2000: 8) adds that the current local capacity dilemma is not only the cause but also a result of poor governance and failed approaches to governance support.

However, the capacity challenges as discussed above can be addressed. Nealer (2007: 161) proposes the following activities which can be used to address the capacity challenges:

- Continuous professional leadership training for administrative and political leadership;
- Merge the provincial sphere of government with the national and local sphere of government;
- Improve co-ordination and collaboration among all stakeholders;
- Undertake more effective long-term strategic planning; and
- Improve customer care and access to buildings and services for the communities.

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Based on the above, it can be deduced that continuous training for both political leadership and administrative leadership including the other main project stakeholders can improve the operational, institutional and social capacities in the local government and also enhance the capacity of the municipalities to undertake the monitoring and evaluation of the development infrastructure projects. It implies that capacity building should be two-sided, covering both those generating information and those utilising it (Kimaro, 2018: 98). Therefore, role players require adequate skills for effective gathering of quality data, its interpretation, and its translation to action. Gorgens and Kusek (2009: 94) posit that, it has been proven that there is a need for holistic M&E capacity development programs that focus on the technical skills that would enable other components to be functional, including managerial aspects of the system. Schacter (2005: 5) highlights that the training program to raise the skills of existing personnel have produced disappointing results. Therefore, the Treasury (2007: 15) suggests that a basic capacity initiative should include the integration of its functions within the areas of responsibility, set-up and manage it, and produce results from the system. The NCBFLG (2008: 15) point out that one of the lessons from the implementation of capacity building programs is the monitoring of the processes and outputs is taking place but very little impact is undertaken. Chaplowe (2008: 16) suggests that capacity building which is critical for sustainable system can be introduced as follows:

- Identify the tasks and skills required for the management of data and analysis;
- Undertake a skills assessment of all stakeholders;
- Complete a training needs analysis;
- Build local capacity; and
- Encourage staff to provide informal training through on-the-job guidance and feedback.

Therefore, based on the above, it is important to note that the system cannot function properly without skilled individuals who effectively perform their allocated tasks and for it to perform well, it is necessary to have well trained officials who are highly skilled in it. To have well trained officials, most capacity-building plans should place considerable emphasis on provision of training in a range of tools, methods, approaches, and concepts.

In addition, well capacitated municipal officials responsible with monitoring and evaluation of infrastructure developments project can implement it correctly. That also implies that many infrastructure development projects fail not because they do not have the potential to succeed, but because the project staff members and other stakeholders lack the skills and knowledge to monitor and evaluate those projects. Further, people with limited skills and knowledge about monitoring and evaluation of projects will not able to realise where things are not going right. Furthermore, they will not be able to analyse and utilise the information provided by the processes to enhance future infrastructure development projects. In contrast, it implies that well capacitated Municipal officials will

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be in the position to impart the knowledge they have about monitoring and evaluation of development project to new staff members joining the department and that can assist in the provision of better service delivery. It is advisable that municipalities have a clear program to capacitate its staff and other stakeholders including beneficiary communities who are involved in monitoring and evaluation of different development projects.

According to Callistus and Clinton (2016: 390), the effectiveness and success of every monitoring plan depend largely on the capacity of the institution or individual mandated to undertake the activity. That means the implementation of projects monitoring and evaluation is challenged with weak institutional capacity and/or individual capacity. Capacity building of institution and individual tasked with monitoring and evaluation of projects is relevant, not just for immediate correction of poor performance, but also for the involvement based on broad aim and relevant analysis and for having effective M&E plan.

2.10.4 Management decision making for effective implementation of M&E

According to Hauge (2001: 7), the real product of M&E is not necessarily only the reports or facts, but a higher quality of decision-making. It implies that decision making should be at the heart of management (Vishwanath & Farinah, 2012: 832). In the same vein Magondu (2013) cited by Kamau and Mohamed (2015: 86) agrees and cautions that, management commitment is a key aspect when it comes to the implementation of M&E since they are key decision makers in an organisation. That implies that a good system should integrate ownership, credibility and management (Ile, Eresia-Eke & Allen-Ile, 2012: 93). However, it is very important to note that, as with any planning process for any institutional activity, the decision making process does not end when the decision is made. The decision maker must follow up and assess the results to ensure that the alternative selected has solved the problem. If the problem has not been solved, managers can intervene and make further changes (Barrachina & Cabrales, 2019: 66). Therefore, it will only be effective where management uses M&E information to make decision about how present and future infrastructure development projects will be implemented.

In addition, McDonald and Muça (2003: 62) agree with the above assertion by contending that for the system effectiveness, there is a need for ownership among employees, management, maintenance and credibility, as well as the reliability, validity and unending of data collection. Ownership should be considered by government institutions for the system's sustainability purposes (Lahey, 2015: 4). According to UNDP (2002: 19), project managers should focus on results rather than implementation; clarify expectations for implementation tasks, set major benchmarks and then let go; plan from the onset how, what and when to monitor and evaluate; develop and use indicators in projects; analyse the situations, keeping track of changes and their implications; in reports suggest

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action for decision making; actively learn from mistakes and successes; work closely with external partners; work with project staff to explain links to outcome; and contribute in the office to the team in concerned with achieving outcomes. That means project manager's decision-making process can either hinder or promote the effectiveness of the system. Therefore, committed managers are vital for its effectiveness. It is worth noting that the process of generating decision options is influenced by the context in which decision is being made through structural, environmental, cultural, and political constraints (Vishwanath & Farinah, 2012: 853).

According to McLaughlin, Osborne and Ferlie (2002: 10), the separation of political decision making from direct management of public services is necessary in municipalities. Therefore, there is a need to create the political will for the system's development and the political office bearers must be capacitated to fully understand their functions and that of the public administrators for effective decision making based on information provided. In support of the above, IFRC (2011: 6), indicates that timely and reliable M&E system provides information to support project implementation with accurate, evidence-based reporting that informs management and decision making to guide and improve project performance. This implies that, management has to use the information it has provided to take correct action to correct where things are not going according to plan during project implementation, in order to enhance the quality of the project being implemented. In contrast, it means that failure by management to use the information provided can have negative impact on project performance. Therefore, the leadership of experience managers is very important and helpful in ensuring that its activities are well coordinated and within project time frame.

However, politicians and the public often appear uninterested in performance information that is provided until something goes wrong. According to Bovaird and Loffer (2009: 161), among other things, it emanates from that fact that they are often not involved in defining performance indicators. Therefore, involvement of management in decision making from the beginning of a project to its end is non-negotiable. Political commitment towards M&E plays an important role in successful functioning of the same (Hwang, 2014: 22; World Bank, 2000: 11).

Based on the discussion above, to ascertain the effectiveness of the system, managers must clearly allocate tasks for M&E at every level of governance or management (Kusek & Rist (2004) in Ile, Eresia-Eke & Allen-Ile, 2012: 92). Therefore, the need to keep management on toes is the reason why it is adopted (Davies *et al*., 2006: 165). In summary, management has a role in enhancing project success through supporting their team. Such support may be achieved through factors such as communication, commitment, leadership style, managing politics, managing social demands and motivation (kamau & Mohamed, 2015: 86). Further, the systems should augment managerial process and provide evidence for decision making (PSC, 2008: 12).

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However, it is very important to caution that, M&E cannot replace good management practices, but it can augment and should complement management decision making. It is also important to note that the beneficiary community also has a role in monitoring and evaluation of infrastructure development. The section below deals with the participation of beneficiary stakeholders.

2.10.5 Participation of beneficiary stakeholders for effective implementation of Monitoring and Evaluation

According to Ile, Eresia-Eke and Allen-Ile (2012: 110), a stakeholder describes persons or groups that have an interest in a program/project and consequently can affect or be affected by the initiative. They further point out that it can really be viewed as an interest holder granted that the word “interest” takes on a broad meaning, which includes claims and rights that a party has in the program/project. Therefore, they are an important component of program/projects and can make or break the development intervention. Auriacombe and Silima (2013: 45) state that their participation is important because it has the following roles to play:

- Ensuring that government is actively addressing the real needs of communities in the most appropriate manner;
- Improving infrastructure and services in the community;
- Assisting with building an informed and responsible community; and
- Permitting municipalities to get buy-in from the citizens they serve and develop partnership with stakeholders.

Considering the above statements, M&E systems, very much like programs/projects are effective when they are developed and implemented using a broad-participation approach. This is because they encompass so many roles and responsibilities which require high levels of commitment that only a buy-in on the part of stakeholders can guarantee success and sustainability (Ile, Eresia-Eke & Allen-Ile, 2012: 110). However, Mackay (2007: 141) cautions that people who were not involved during its design may be less willing to buy-in at the implementation stage, therefore it is necessary to secure partnership with various stakeholders in order to have successful implementation of the system. That means a good team is the one that has good stakeholder’s representative (Kamau & Mohamed, 2015: 83). Therefore, to achieve results through it, their participation is essential. It is so because development results have to be defined from their perspective. Thus, the extent to which the results have been achieved or not, can only be achieved with their cooperation. This is because some of them are best positioned to volunteer information pertaining to whether the original problem or concern is being addressed by the development initiative instituted as a program/project (Ile, Eresia-Eke & Allen-Ile, 2012: 109). This implies that if they do not participate in the implementation of development project, it has the potential of failing to achieve its pre-determined objectives because

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information provided will not be inclusive, and the vital information that they possessed would have been left out.

Ile, Eresia-Eke and Allen-Ile (2012) have grouped them into two categories. The first category is the primary stakeholders. These are those who are usually at the epicentre of any intervention. They are the ones experiencing the unfavourable condition that the program/project seeks to address. Secondary stakeholders are those who are not experiencing the unfordable condition which the project or program seeks to address (Ile, Eresia-Eke & Allen-Ile, 2012: 110). This study is more concerned with the primary stakeholders who are the local community which the project seeks to address their needs. It is argued by Ile, Eresia-Eke and Allen-Ile (2012: 111) that their knowledge helps the organisation to determine what interests exist and how these can be addressed by the program/project and by the information generated by M&E.

Based on the above discussion, beneficiary communities can and should play a very important role in the evaluation of and control over development projects. Evaluation as an ongoing process can be linked to monitoring. This means that, the community should act as the watchdog. Only if the community monitors the progress of the development project implemented, can mistakes and problems be identified early enough (Van der Waldt & Knipe, 2004: 153). According to Paul (1987) in Van der Waldt and Knipe (2004: 142), community participation is an active process in which the clients, or those who benefit, influence the direction and implementation of a development project aimed at improving the welfare of people in terms of income, personal growth, independence and other values regarded as valuable. It is also a continuous process of education and learning. This means that every individual in the community should acquire and absorb knowledge. Only then they can contribute meaningfully to the development process of the community (Van der Waldt & Knipe, 2004: 143).

Van der Waldt and Knipe (2004: 143) propose the following type of knowledge which community must acquire:

- Social knowledge: This is the knowledge acquired and processed by individuals as a result of their association with other people and institutions.
- Scientific knowledge: This is the knowledge gained when a problem is experienced, and solutions are proposed on the basis of facts.
- Transformational knowledge: This is the knowledge gained as a result of the interaction between social and scientific knowledge to improve their situation and to raise the level of the community or institution.

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When community members can acquire the type of knowledge as explained above, it can be easy for them to play an active role in any monitoring and evaluation of development projects which can be implemented. Therefore, community participation forms the basis for lifelong learning. To add, community is also empowered by their involvement in monitoring and evaluation of those projects. Oakley (1991) in Van der Waldt and Knipe (2004: 145) identifies two views of community empowerment. The first view is that it is the development of skills and system and abilities which enable people to interact more effectively with the development system and process. The second view is that it is a process which is aimed at equipping people to make decisions and implement these decisions regarding development. It can therefore be described as a process which provides power to be used to gain access to resources and to ensure the utilisation of these resources in the achievement of development objectives.

The community in fact can act as an early warning system because they reside where the project is being implemented. Van der Waldt and Knipe (2004: 153) explain that participation and involvement in the evaluation of the development project normally concentrate on the money spent on a specific project. They contend that it is important that other resources used are also monitored and managed together with the local government. Effective use of resources can enhance the project which is being implemented. Community must be involved in the total project cycle. The same authors further contend that people must be involved in all phases of the project through the available structure.

The table below indicates the phases in which all stakeholders should be effectively involved:

Table 2.3: Project development phases

1. Preparation phase	• Determination of the need for a project. • Problem analysis. • Choice of suitable project (priorities needs). • Project formulation and planning. • Project design. • Allocation of funds.
2. Implementation phase	• Organisational arrangement • Administration and management (financial control, decision-making, coordination). • Execution of project activities. • Project monitoring and feedback. • Record-keeping.

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3. Evaluation phase	• Evaluation of project against set standards and original plan. • Measurement of achievement of objectives. • Lessons learnt for future projects. • Question: should the project continue, change or stop?

Source: Van der Waldt and Knipe (2004: 66)

Based on the table above, during the preparation phase, the need for an infrastructure development project is determined and arrangements are made to implement them. This should not be done without the participation of the beneficiary community. The implementation phase entails carrying out project activities which include project monitoring and feedback where community also can play a vital role in the monitoring of how the project is being implemented. Lastly, it is the evaluation phase, which project implementers use to assess their inputs and results. In other words, evaluation assesses the project (what was achieved), the process (how the product was achieved) and the quality of the product and what changes it brought to the community. It is very important that all stakeholders and role players are involved and participate in the whole process of monitoring and evaluation of each phase of project cycle.

Encouraging stakeholder's participation in the identification of the right infrastructure development projects to pursue in government developmental works in undertaking M&E, and ultimately yielding important benefits. These include:

- Improved effectiveness
- Improved efficiency
- Improved sustainability
- Improved transparency and accountability
- Improved equity
- Improved commitment and contribution (Ile, Eresia-Eke & Allen-Ile, 2012: 112).

Stakeholder participation may take the form of attending infrastructure development project meetings, contributing their time, providing information/opinions in a survey, bearing responsibility for the achievement of certain infrastructure development objectives, and controlling aspects of the work (Ile, Eresia-Eke & Allen-Ile, 2012: 112), However, participants need to be encouraged to attend those important meetings.

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Lack of stakeholder's participation, especially community members can affect development projects badly. For example, Kakaza (2009: 106) indicates that the N2 Gateway Housing project was badly affected by lack of community involvement because Department of Local Government and Housing was unwilling to include the community and the community also displayed traits of not wanting to take part in the plenary meeting with the department. In addition, Kakaza (2009: 97) points out that politics within the community ends up delaying the progress of a project and indicates that community involvement is of high importance.

Further, as indicated by Pandey and Okazaki (2005: 2), in Japan, Community-Based Disaster Management programs initiated by the government and international communities including donor agencies failed to be sustainable at local level after completion of project. It was indicated that the critical element of sustainable disaster that the common elements of community involvement are partnership, participation, empowerment and ownership by local people. Pandey and Okazaki (2005: 2) contend that people should own problems, consequences and challenges of any mitigation and preparedness initiative, and it is necessary to take people's involvement further into policy and strategy. The top-down and command-and-control approaches used to manage consequences of disasters failed due to the fact that communities, as the primary stakeholders and recipients of the direct impact of disaster, were not given the chance to participate in the process of decision making and implementation of activities. Community empowerment for disaster risk management projects demands their participation in risk assessment, mitigation planning, capacity building, participation in implementation and developments of system for monitoring which ensures their stake (Pandey & Okazaki, 2005: 3).

In addition, lack of community participation in developments projects leads to the following results:

- Failure in meeting the appropriate and vital humanitarian needs.
- Unnecessary increase in requirement for external resources.
- General dissatisfaction over performance (Pandey & Okazaki, 2005: 5).

Community involvement is a very important aspect of renewal for any community development project and that without community buy-in, a development project may find it difficult to get off the ground or cannot be accepted once it is completed. It was indicated by SMARTE (2010: 1) in support of the above statement that community involvement should be used to generate not only ideas for revitalisation projects and their implementation, but also ideas to further improve existing project features. According to SMARTE (2010: 1) community members may have special issues or concerns that, if fused into a project at the outset, may help to lessen the likelihood of challenges to risk assessment results, and potentially remediation or revitalisation plans.

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The above discussion implies that, keeping the community informed is one of the important tools that the project manager can make use of to ensure buy-in from the community (Kakaza, 2009: 98). Therefore, in a situation where community members are effectively involved, projects have high possibility of being successful. Rohe, Bratt and Biswas (2003: 47) in this regard indicated that the success of Community Developments Corporations (CDC's) was because those CDC's were closer to the community and are controlled by community residents and that gave CDC's advantage over public and private entities. This is a confirmation that you cannot leave the beneficiary community outside the process of M&E when you have the desire to achieve high quality output of the development project. SMARTE (2010: 50) indicated the reasons below as why community involvement in development projects is important:

- Identify overlooked local knowledge- Community members may have useful information about the site's history, past land issues and associated contaminants.
- Streamline efforts- Community members may have special issues or concerns that, if incorporated into a project at the outset, may help reduce the likelihood of challenges to risk assessment results, and potential remediation or revitalisation plans.
- Gain acceptance- Community members who contribute to the revitalisation planning process understand the process and will be more likely to support the project they have input in and thus create a sustainable project.

According to the preceding discussion, it implies that community members should be equal partners in the monitoring and evaluation of infrastructure development projects rather than being regarded only as information recipients. They need to understand the details of a project to evaluate its importance, costs and benefits. Well informed community members and stakeholders who are actively involved in the monitoring and evaluation of development projects are likely to support and add value to the project. The community becomes so effective if they are given information about the way infrastructure development projects are being implemented, monitored and evaluated and how the results of it are being utilised. Therefore, community participation right from the onset of the project is critical as it ensures that the community owns up the project which is viewed as one of the factors that could ensure project success (Marangu (2012) in Kamau and Mohamed, 2015: 86). In addition, Kamau and Mohamed (2015: 86) continues and add that, it is the role of management to ensure that there is community participation and in fact participation of all the stakeholders in the project implementation and in monitoring so as to guarantee project success. However, this will only be possible when all stakeholders have knowledge of the project performance indicators.

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2.11 PERFORMANCE INDICATORS

Gumbi (2010: 1) warns that an effective M&E system needs to have a structured set of indicators. Therefore, it is essential to discuss the role of indicators for effective system. According to Cloete and de Coning (2012: 204), they are measurement instruments used to track and assess progress in the attainment of objectives and outcomes. Atkinson and Wellman (2003: 60) regard them as "pointers" that show whether goals are achieved. Cloete and de Coning (2012: 205) explain that they can either be quantitative (based on numerical information such as numbers, percentages or ratios) or qualitative (based on narrative descriptions or categories, such as true/false). Therefore, an indicator is a means that can be used to monitor and evaluate development projects initiative.

Altmann *et al*. (2016: 17) concur by explaining that it is a quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement. In the same vein, European Union (2015: 19) explains that it is a variable that provides quantitative or qualitative information for an activity or intervention and it includes a value of measurement unit. They went on to explain that it can be a result or output indicator. Result indicator provides information on some specific aspects of results that can be measured. On the other hand, output indicators describe the physical product of spending resources through program, policy and project interventions.

According to Cloete and de Coning (2012: 206), establishing indicators for various levels of the system is necessary as they provide information on different aspects of the project, and provide performance information at various stages of the project life span. In addition, input and process (activity) indicators allow managers to track performance, detect problems and take corrective action, and predict ultimate success even in the early planning and implementation stages through the early feedback of information. Further, those for output, outcome and impact are essential to affirm the success of the intervention and to shape the form of future projects based on what has been proved to succeed or fail in previous projects (Cloete & de Coning, 2012: 206). Therefore, they should be linked to the infrastructure development project's logframe, as they are measures used to assess whether the changes planned in the project logframe have occurred in connection to a project. Further, they should able to provide indicative of whether an objective has been achieved rather than wholly demonstrating it (Altmann *et al*., 2016: 17).

World Bank (2004: 6) concurs by contending that they are measures of inputs, processes, outputs, outcomes, and impacts of development projects or strategies. Therefore, they can be regarded as the imperatives instruments for rational decision-making process in municipal performance management system for measuring infrastructure development projects performance and helps achieve the planned desired results. In that respect, it cannot be easy to judge whether an infrastructure

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development project has achieved its objective without measurable indicators. For them to be useful, they need to contain the following basic information as suggested by Corlazzoli and White:

- What is to be measured, i.e., what is going to change?
- Unit of measurement to describe the change
- Baseline measurement of the indicator
- Size, magnitude, or dimension of the intended change
- Quality or standard of the change to be achieved, i.e., the desired results of the target
- Target population(s)
- Timeframe (Corlazzoli & White, 2013; 12).

Hunter (2009: 240) adds that they enable project managers to track project progress, to demonstrate results and, if necessary, to take corrective action to improve the project. Therefore, they should be selected carefully because they are expected to provide information on what has been done and what has not been achieved. According to McCoy, Ngari, Krumpe, and Sonko (2008: 41), they allow the project management team to reduce a large amount of data to its simplest form. The same authors contend that all relevant stakeholders such as development partners, counterparts and beneficiaries should be involved at each step of the indicator selection process. These stakeholders can bring in their experience and the whole project team can reach consensus throughout the process. Therefore, its reference sheet(s) should be drafted and shared with all stakeholders (McCoy *et al.*, 2008: 41).

It can be deduced from the above discussion, that indicators for infrastructure development project should always have a clearly defined unit of measurement. Further, they must always be relevant and show whether or not the stated planned objectives have been achieved. Furthermore, they should be established in the infrastructure development project design stage and be stipulated as part of the project proposal. In addition, it means that their selection process should be participatory for the promotion of transparency, accountability and ownership. Therefore, all relevant stakeholders should be part of their selection and the M&E processes. Below are the guidelines on how to develop them for development projects.

2.11.1 Guidelines to develop indicators

Global Fund (2011: 18) proposes the following recommendations to be considered when developing M&E indicators:

- Use of the national plan and alignment of their indicators with national ones that are used by the national system to collect data;

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- If possible, harmonise the systems. This will help in reducing costs that could be incurred when collecting and analysing data by using those that could be harmonised;
- Their selection should ensure that consistency is maintained amongst programs goals and objectives;
- If possible, limit their number in the performance framework;
- Include output indicators that can collect data to show total number of people reached with services and limit process and input indicators whenever possible;
- Link them with other strategic documents of the organisations and other grants, if possible; and
- Design and implement systems that were used to collect, report, analyse and use data collected by those selected.

Based on the above, indicators to be used in infrastructure development projects should be selected carefully because they will provide information on what has been achieved and what has not been achieved. Gosling and Edwards (1995: 74-75) suggested certain elements that are important in the selection of key indicators to be applied:

- The information will illustrate whether objectives are being attained.
- The priority problems for the contrasting groups targeted by the action or policy identified.
- The information is obtainable and can be collated accurately to make certain that the data is 'up to date, accurate and relevant'.
- The data was used, which in turn depends on human resource capacity, decision-making structure and planning procedures.

According to Gosling and Edwards (1995: 58), those that are determined should also be objectively verifiable. In that, they further point out that they should satisfy the requirement that two independent observers would come to the same conclusion regarding the status of (achievement), and the results could be communicated in an unambiguous way to a non-observer. In addition, Gosling and Edwards (1995) also indicate that every indicator needs a 'means of verification' which illustrates how the required data was collated. Further, they argue that two key questions should be posed in identifying indicators and means of verification: what things would make us feel we are making progress? How could we find out if these things are happening? Key indicators will in part be ascertained by the objectives and the key policy questions or priorities to be addressed by the action or policy (Gosling & Edwards, 1995: 74).

Therefore, those selected should be limited to those that provide useful information about the development project progress. Otherwise the data furnished will be viewed as a burden and as

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information that is incorrect. Those that are used in the monitoring and evaluation of infrastructure development projects should comply with the criteria listed below:

- The indicator should be explicit, clear, uncomplicated and easy to comprehend and explain.
- It should illuminate the key feature or facet that is the focus of the analysis.
- It should be quantitatively or qualitatively measurable.
- It should be broadly acknowledged as a 'scientific valid indication of what is supposed to measure'.
- Adequate past, present and future information of adequate quality to use the indicator should ideally be present or be preparedly available in a cost-efficient manner.
- The information should be comparable to other information in different or smaller geographical locales.
- It should be internationally comparable.
- Different kinds of indicators should be applied as required to illuminate facets of 'resource inputs, conversion processes, product outputs and impacts/outcomes in separate policy sectors or integrated across policy sectors.
- Dynamic indicators are more useful than static ones.
- Multi-dimensional indicators, indices or accounting systems are all valid measuring instruments, but need to be applied correctly in the correct context and for the correct purpose.
- Stakeholder participation is a criterion in the development of indicators.
- The developed indicator set should outline metadata information, clearly stating the 'quality of the data, its sensitivity, uncertainty, variability, accuracy and error margins' (Carley (1981) in Cloete, 2005: 5-6).

2.11.2 Types of indicators

According to Naidoo (2011: 39), monitoring as part of M&E is a continuous function in the public service that entails the systematic collection of data on specific indicators. This implies that indicators should be specified before the commencement of each development project. The most common indicators used by government to monitor performance are inputs, activities, outputs, outcomes, and impacts (Mackay, 2009: 7; Bovaird & Loffer, 2009: 155; Shaffer, 2012: 33; Hughes, 2003: 90). These indicators are discussed below.

2.11.2.1 Input indicators

Measure the financial, physical, human, information and time resources that are fed into the project. Input indicators measure the quantity (and sometimes that quality) of resources provided for project activities (Mosse & Sontheimer, 1996: 11).

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2.11.2.2 Activity indicators

Activity indicators are essential in order to understand the extent to which a project was delivered as planned, and to highlight obstacles to implementation. They capture those elements of the project that are essential for its success. They also include three important elements; who conducted the activity, what they did, and where they work (Parson, Gokey & Thornton, 2013: 14).

2.11.2.3 Output indicators

Measure the product or direct result of a specific process or project. They also measure the quantity (and sometimes the quality) of the goods or services created or provided through the use of inputs (Mosse & Sontheimer, 1996: 11). They are closely related to project deliverables.

2.11.2.4 Outcome indicators

Measure the quantity and quality of the results achieved through the provision of project goods and services (Mosse & Sontheimer, 1996: 12). They also capture the implementations of project recommendations. According to Parson, Gokey and Thornton (2013: 17), effective outcome indicators typical combine quantitative and qualitative measures, describing the number of people benefiting from a project and the nature of the benefits.

2.11.2.5 Impact indicators

Reflect the long term broader societal implications of a project and the realisation by government that not only short-to-medium term policy output should be measured, but also developmental outcomes that are sustainable in the long term, and not only improve conditions in the short term (Cloete, Moller, Dzengwa & Davids (2003) in Cloete & de Coning, 2012: 207). However, the World Bank, emphasises the importance of impact indicators by recommending that no more than a dozen indicators measured for its development project, at least half of which should be impact indicators measuring the major development objectives (Mosse & Sontheimer, 1996: 18).

The National Treasury (2007: 7), illustrated the performance indicators which measure economy, efficiency, effectiveness and equity of the project as in the figure below: economy is measured by the relationship between quantity and quality of inputs and its related costs (Bekker, 2009: 14). Effectiveness is the extent to which the intervention produces the desired or intended outcomes and when used alone provides a poor assessment of overall merit or worth of intervention (Mathison, 2005: 122). Efficiency is explained as the extent to which outputs and outcomes are produced without wastage of human, financial and capital resources (Mathison, 2005: 122).

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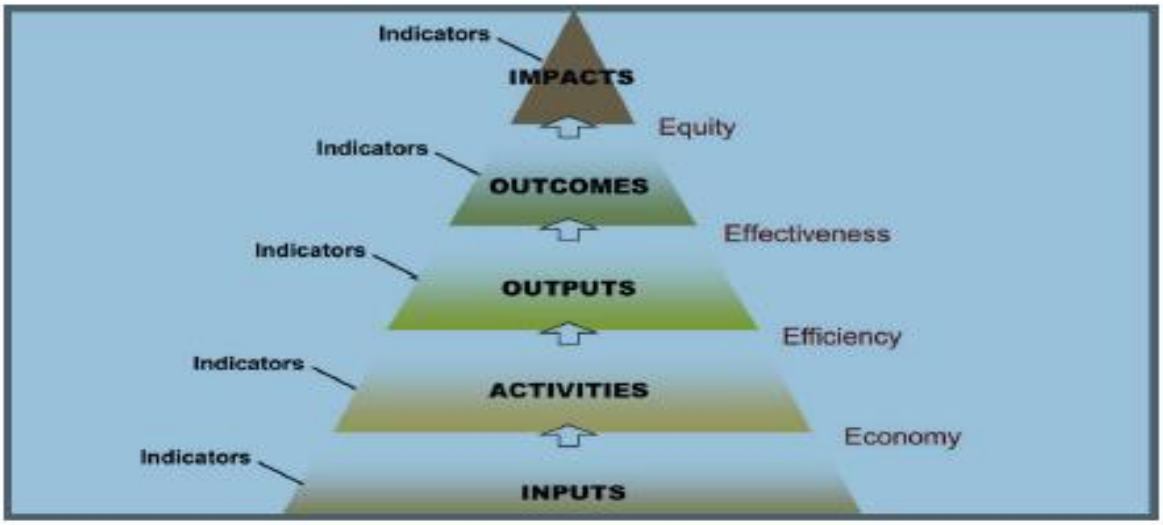
Figure 2.4: Indicators of economy, efficiency and effectiveness, equity



Source: National Treasury (2007: 7)

Therefore, suitable indicators need to be specified to measure performance of infrastructure development projects in relation to inputs, activities, outputs, outcomes and impacts. However, local government report performance based on activities and even output indicators and disregard the other indicators. This trend emanate from, among other things, inadequate capacity and resources to develop, monitoring and reporting using outcome indicators (Kimaro, 2018: 86).

Considering the above, municipalities should be motivated to pay attention to developing indicators that directly measure inputs, output, outcome, impact, efficacy, efficiency, effectiveness and sustainability. It is also essential to note that indicators give information that must be reported and utilised for effective implementation of M&E. Therefore, the section below will deal with information reporting and utilisation.

2.12 MONITORING AND EVALUATION INFORMATION REPORTING AND UTILISATION

According to Chaplowe (2008: 15), reporting is closely related to M&E work, since data is needed to support the major findings and conclusions presented in a project report. The World Health Organisation (WHO) (2010: 9) contends that the timing of information dissemination is crucial in determining the extent to which objectives can be met. They add that institutions can seek assistance from communication experts who can assist in the packaging of information (WHO, 2010: 9). Further, besides communication experts, information technology offers packages that offer solutions for the provision of information to specific experts done in order to promote an information culture where the demand for information is encouraged (WHO, 2010: 9). Therefore, it will be a futile exercise if the

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results obtained is not reported to other stakeholders so that they take decision based on verifiable data.

Based on the above discussion, reporting project achievement and evaluation findings is essential to both public and private sector. According to Chaplowe (2008: 15), it serves the following important functions:

- Advances learning among project staff as well as the larger development community
- Improves the quality of the service provided
- Inform stakeholders on the project benefits and engages them in work that furthers project goals
- Informs donors, policy makers and technical specialists of effective interventions (and those that did not work as hoped)
- Develops a project model that can be replicated and scaled-up.

Kusek and Rist (2004: 131-132) argue that when reporting, it is important to bear in mind the needs, interests, expectations and preferred communication medium of the audience, and to present performance data in a clear and understandable form. Rabie (2011: 101) differentiated between three ways of reporting, namely: overview reporting, indicating quantitative program performance progress; exception reporting, indicating any matter outside the expected scope; and qualitative reporting. Rabie further argues that the public service management has a duty to provide financial and performance reporting against strategic plans of their respective institutional formations.

According to Kusek and Rist (2004: 139), findings may be used to enhance accountability; formulate budget requests; inform operational decisions; motivate personnel to make necessary improvements; enhances and reward performance of staff; enhances efficient service delivery; and builds public trust. Boyle and Lemaire (1999: 28) point out the following different users of data and the information that they need:

- **Program user**: Focus on procedures, operational targets and client satisfaction
- **Executive user**: Focus on the attainment of program and organisational objectives
- **Legislative**: Focus on the attainment of objectives and distribution of benefits to public
- **Public user**: Focus on the quality and value of outputs (Boyle & Lemaire, 1999: 28).

Reporting on the results obtained through M&E serves the following purposes:

- In the determination of accountability: An assessment of whether political promises to citizens and stakeholders have been met;

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- In the persuasion of stakeholders: Evidence can be used to argue for the necessity of certain projects;
- In educating stakeholders: Organisations can acquire more information on certain phenomenon unbeknown to them;
- In the exploration and investigation of phenomena: This allows the organisations to determine the techniques that are helpful, those that are not and account for such;
- To explore and investigate: Seeing what works, what does not and explain why this is so;
- It involves stakeholders and promotes understanding and support: Reporting allows for the engagement with stakeholders through a participatory process;
- In gaining support: The demonstration of results will help in gaining support for future projects from the stakeholders; and
- In the promotion of understanding: Through reporting stakeholders' understanding of projects, programs and policies is enhanced (Kusek & Rist, 2004: 130).

Vedung (1997) in Cloete and de Coning (2012: 264-265) provides the following guidelines for an effective evaluation report: Reports should be to the point and should display some startling fact that makes people sit up and think; written should be couched in user friendly language rather than in jargon designed to make simple ideas difficult to grasp; each written report should be confined to trenchant issue, if complex, the results should be presented in several brief reports instead of one comprehensive treatise; crucial results should be highlighted stylistically by the use of clear headings and subheadings, and an appropriate overall organisation of the analysis. Substantive findings should be presented first, methods afterwards. The major substantive results should be stated in unequivocal terminology prior to reservations, not the other way round, and it is important that the executive summary starts with the major substantive findings; reasoning on methods should be reduced to an absolute minimum in the bulk of the report, instead, methodological considerations should be appended as attachments; findings, insights and recommendations should be continually disseminated to many audiences before the final essay is completed; reports should include recommendations for action; reports should be prompt and timely; and results should be communicated in person.

Based on the above discussion, it implies that, if institutions collect data, analyse it and not utilise it, the duty of M&E will become a futile exercise. The reporting of the findings should be done to all the stakeholders including the beneficiary community and not only to the senior management of the institution. Using of findings produced by the process should be the focus of the system. The findings should be used for reporting in order to improve future infrastructure developments projects for enhancement of service delivery.

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2.13 INSTITUTIONALISATION OF MONITORING AND EVALUATION

According to Cloete *et al.* (2014: 250), institutionalisation is an organisational development and growth process that results in organisational policies, governance, values, processes, structure's and practices being intertwined with culture and environment. Radin (2000: 42) adds that it concerns policy making, including policy analysis; that such units assist with the translation of policies and laws into strategy and planning frameworks and that such units may also be involved with the monitoring and evaluation of its activities. Boyle (2005: 5) provides a more comprehensive definition by explaining it as the establishment of rules, procedures and organisational arrangements by which evaluations of public policy are produced. This implies that, unit with specialised staff should be established to conduct M&E policy research and be able to advise the government. This unit should be the one that gives technical assistance.

Cloete and de Coning (2012: 262) concur by explaining that M&E is a specialised unit or network of units dealing with the main questions and objectives that are to be addressed or attained through its efforts, as well as with the key aspects to be monitored and evaluated, including the measurement indicators, processes for data collection and verification, delegation of responsibilities, and prescriptions and deadlines for reporting of the results. Therefore, its successful institutionalisation involves the creation of sustainable, well-functioning system within a government, where good quality information is used intensively (Mackay, 2007: 23). This implies that the process requires sufficient gathering and using good quality data.

Barley and Larbi (2004: 35) argue that, the changing role of government introduced a new institutionalism approach which was an attempt to provide a normative guide on the establishment of organisational systems for the broader good as opposed to serve narrow individual pursuits.

Cloete *et al.* (2014: 253) propose some considerations to include institutional arrangements for the establishment of M&E:

- Institutional readiness with specific emphasis on leadership and management;
- Policy and guidelines containing leadership commitment and intent for the system, strong leadership understanding;
- Support and commitment demonstrated in word and deed including releasing necessary resources and entering with VOLPs and other stakeholders;
- Buy-in and support from managers at the macro, middle levels of the organisation;
- Transversal progressive evaluation culture;

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- Organisational arrangements and system arrangements where the unit is mandated, empowered and structured to ensure permeation of information to and from the relevant institutional levels;
- Its role clarity;
- The unit's human resources arrangements including capacity arrangements like its technical and expertise skills;
- Capacity building and development;
- Strong intergovernmental relations ensuring support and accountability to other spheres of government; and
- Governance that relates to how the government system interacts with interested civil society representatives and systems beyond accountability but also on cooperative levels.

However, the sustainability of the M&E system is not possible unless it is embedded or institutionalised in the organisational culture of policy, strategy, structure people, program/project and budget planning cycles and practices (Mackay, 2007: 24). Cloete and de Coning (2012: 268) add that its institutionalisation requires permanent capacities of highly skilled people with high levels of intergovernmental cooperation and coordination. They further argue that its sub-functions often require that various functions such as information collection, interpretation and reporting of monitoring results often need to be performed at different levels. That implies that the system cannot be sustained if there is lack of capable and experienced staff. To ensure efficient institutionalisation, Mackay (2009: 175-178) provides the following lessons from its efforts to assist governments to institutionalise the systems:

- Substantive demand from the government is a prerequisite to successfully institutionalisation and key stakeholders must regard the generated information as valuable.
- Overengineering (e.g. excessive numbers of indicators or multiple systems, excessive collection of data) does not produce a successful system, as it is dependent not on reliability of the information and evaluation findings, but rather on the extent of utilisation of general information.
- Structural arrangement of the system (data verification, in or outsourcing and locating the function within political tensions) is important. A powerful champion and a capable stewardship ministry is critical to successful systems.
- A diagnosis should be done of the strengths and weaknesses of existing efforts.
- Incentives to ensure good practices and utilisation of information should be introduced. Incentives may be in the form of "carrots" that provide positive encouragement and rewards for conducting and utilising findings, "sticks" that may include penalties to ministries that fail

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to take it or “sermons” which include high-level statements of endorsement and advocacy on the importance of it.

- Reliable data system should be built within ministries to ensure good quality information necessary to produce the verified, credible raw data needed for national evaluation reports.
- The technical capacity of officials to apply tools, methods, approaches and concepts must be continuously enhanced.

In addition, Rabie (2016: 93-94) posits that the successful institutionalisation of M&E relies on the establishment of an effective system and capacity within an institution. The process is very important at every government level, i.e. national, provincial and local levels. However, at the municipal level, is not effective nor regarded as important. Cloete and de Coning (2012: 268) point out that this issue is hotly debated at the municipal level. However, they point out that there are various initiatives by the South African government to institutionalise the system at the local level. The local level is where the municipalities are and they are the closest government to the people. Further, it is where a lot of development infrastructure projects are placed which need to be monitored and evaluated.

2.14 CHALLENGES THAT CONTRIBUTE TO INEFFECTIVE IMPLEMENTATION OF MONITORING AND EVALUATION

Most institutions formulate good project indicators during the planning phase but fail to implement them during the implementing phase. According to United Kingdom Office of Government Commerce (2005) in Monyane (2014: 37), the following are some of the reasons why M&E fails:

- Lack of clear links between the project and the organisation’s key strategic priorities, including agreed measures of success.
- Unclear senior management and ministerial ownership and leadership.
- Ineffective engagement with stakeholders.
- Lack of skills and proven approach to project management and risk management.
- Too little attention given to breaking development and implementation into manageable steps.

The above indicates that understanding each of the challenges of the system that makes it to fail as discussed above and exploring ways to overcome them is a great test of leadership skills. The importance of ownership, leadership and effective collaborations with development project stakeholders during monitoring and evaluation of infrastructure development projects need to be seriously considered by the municipalities in order to overcome some of the challenges. In the same vein, Callistus and Clinton (2016: 393) identified the following factors as some of the causes of the system to fail: Weak demand for and utilisation of its results; weak institutional capacity; weak linkage

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between planning, budgeting and it; limited resources and budgetary allocations for it; non-compliance with planning and its guidelines; poor data quality, data gaps and inconsistences; absence of a comprehensive national database system; the development of its objectives that are not measurable and therefore cannot be used to evaluate project performance and achievement or to communicate projects results; the development of its objectives that are not consistent with the needs and values of intended beneficiaries.; and projects activities that do not deliver the desired outcome economically and do not have the desired impact.

The above discussions provide that monitoring and evaluation of infrastructure development projects experience numerous barriers in their implementation. According Ile, Eresia-Eke & Allen- Ile (2012: 45) these barriers are primarily influenced by the kinds of measures being used and the minimum amount of attention given to the monitoring and evaluation of these projects. Several factors may affect the quality of the exercise. Ile, Eresia-Eke & Allen- Ile (2012: 45) point out that this is because of the nature of the context of the operation which is also termed the location of public administration. Hereunder are few pertinent ones as discussed by Ile, Eresia-Ile (2012):

2.14.1 Barriers of Monitoring and Evaluation

There are three barriers of it as identified by Ile, Eresia-Ile (2012: 45-46). If unevaded, they can pose a serious challenge to the monitoring and evaluation of infrastructure developments projects. These barriers are discussed below.

2.14.1.1 Political Maturity and culture

The quality of M&E may be affected by the political culture, which may be embracive or hostile to policy-evaluation activities. In instances where the environment is heavily politicised, evaluations may be seen as political game and may be resisted, especially if the activities evaluated are under the control of opposition parties. Further, its processes can be manipulated to bring about desired outcome, as these results can be used to encourage increased political fellowship in an area. Furthermore, levels of political maturity and a culture embracing evaluations, its activities will still fail if the community as well as necessary stakeholders lack the courage to present issues exactly as they are in political and administrative structures (Ile, Eresia-Eke, Allen-Ile, 2012: 45-46).

2.14.1.2 Technicality

According to Ile, Eresia-Eke and Allen-Ile (2012: 46), M&E activities could be affected by a range of technical issues, which will impact on the evaluation outcome. Its exercise can be negatively impacted if: the terms of reference are not specific enough or are loosely conceived; there is lack of quality baseline information; there are questions about the validity, accuracy and reliability of baseline and

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other information; due processes are not followed; goals and objectives are unclear and perhaps do not meet the SMART criteria; poor record keeping practices and poor tracking processes result in incomplete; unavailable information; and Indicators are inappropriate or irrelevant (Ile, Eresia-Eke & Allen-Ile (2012: 46).

2.14.1.3 Resource limitations

Ile, Eresia-Eke and Allen-Ile (2012: 46) argue that resource limitation can seriously affect the quality of the M&E exercise. According to Eresia-Eke and Allen-Ile (2012), it can take various forms. This includes where there is skills shortage and the quality of researchers is compromised and where there is inadequate administrative support for the research team. This may also occur due to infrastructural and logistical limitations. Further, time limitation can affect its exercise, as an evaluation exercise can take a long time if dealt with in-depth. Lastly, an evaluation exercise can be a very expensive and laborious exercise (Ile, Eresia-Eke & Allen-Ile, 2012: 46).

In addition of the above challenges, hereunder is an outline of some of the challenges in the implementation and the sustenance of M&E systems as outlined by IFAD (2002: 1-7):

- Insufficient understanding of the systems in the project design leads to inadequate allocation of resources;
- Commitment problems by project staff and implementers lead to disparities in the monitoring systems and information;
- Negative perceptions and attitudes towards monitoring with some staff seeing it as an imposition from outside and project staff mechanically filling forms for managers;
- Compromise of information produced through monitoring that focused on physical and financial aspects and ignores project outreach, effect and impact;
- Paying little attention to other stakeholders such as beneficiaries and other cooperating institutions;
- The lack of internal project reviews or assessment and change only being affected by external evaluations;
- Uncoordinated efforts between it and project management teams. This leads to disparities in the data as there are disagreements on guidelines and tools to use;
- Failure of its documentation to address the identified problems;
- Over-ambitious monitoring systems;
- Limited capacity and knowledge leading to failure to use participatory and qualitative methods of it;
- Its staff with insufficient relevant skills and experiences, and making little effort to fill the capacity gap; and

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- Separating the process with evaluation being subcontracted.

The challenges of M&E are not only limited to the above-mentioned. However, there are others which should be understood by project managers and project implementation team who have a duty to ascertain that monitoring and evaluating projects are done effectively and efficiently. The following important challenges of monitoring and evaluation of development projects were identified by Tache and Ispasoiu (2013: 634-635) which has the potential to hamper its correct implementation: Lack of experience of the project managers and of the project implementation team regarding the correct and complete use of its tools and mechanisms; Inefficient use of budgets allocated for the exertion of the its processes, fact that makes them look insufficient in relation with the real existing needs within projects; the mentality of traditionalist project managers, who consider its processes as being preponderantly bureaucratic, that take much time and do not generate added value, reason why they subvert the role and the importance of these two processes in the good development of the projects; unsuitable combination of the methods and techniques, into inefficient or illogical mechanisms, without realising a correlation of the tools with the project lifecycle, with its specific elements, or with other relevant factors for the correct definition of its mechanism; not concise and SMART objectives set, that lead to the impossibility of drawing some performance objectives; lack of methodology for the collection of records and data regarding the projects implementation, so that these may be used as historical data for future similar projects; and lack of project managers' involvement in the stage of fundamental monitoring of significant information volume derived from the compliance monitoring of others similar projects (Tache & Ispasoiu, 2013: 634-635).

In addition to the above challenges, Cloete and de Coning (2012) have stipulated the following challenges:

- Insufficient planning for and monitoring of the compilation of baseline, or culminating of data results in incomplete database: incomplete information may on the other hand lead to inaccurate findings and conclusions (Hogwood & Gunn (1994) in Cloete & de Coning, 2012: 211).
- Policy goals and objectives are often absent, unclear or deliberately hidden, and may change during the project or program life cycle (Howlett & Ramesh (1995) in Cloete & de Coning, 2012: 211).
- Criteria or indicators for measuring change are sometimes insufficient (Hogwood & Gunn (1984) in Cloete & de Coning, 2012: 211).
- Unintended consequences, spill overs or side effects may complicate the evaluation process (Vedung (1997) in Cloete & de Coning, 2012: 211).

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- Evaluation results may sometimes be politically or not sensitive to the users, and evaluations are therefore not done, done specifically or partially done, or done in a biased way (Hogwood & Gunn (1984) in Cloete & de Coning, 2012: 211).
- The difficulties frequently encountered when trying to achieve all policy objectives sometimes create the initial impression of different degrees of policy failure. This then precludes formal evaluations from being undertaken (Cloete & de Coning, 2012: 212).
- Insufficient resources for evaluation sometimes prevent it from being done well or at all (Cloete & de Coning, 2012: 212).
- Tight time frames that do not allow thorough evaluations also result in evaluations not being done (Cloete & de Coning, 2012: 212).
- Evaluation results are sometimes unacceptable because they are too academic and not practical enough; too technical therefore incomprehensible to decision makers; too ambiguous and therefore not very useful; too late for specific purposes and therefore regarded as useless; and too critical of decision makers or managers and therefore not wanted (Cloete & de Coning, 2012: 212).

Considering the above discussions, ineffectiveness of M&E in municipalities can make it problematic to achieve key development goals such as infrastructure delivery. However, it is prudent for the project M&E teams and other involved stakeholders to note the challenges as discussed above and check whether or not they are also available in their institutions. This can enable them to plan and limit the number of challenges which can have negative impact on the whole exercise. If the limitations of its exercise can be minimal, in the long run it can eventually lead to the improved provision of quality infrastructure to the society.

2.15 CONCLUSION

This chapter focused specifically on conceptualisation of M&E where different types of monitoring and those of evaluation were discussed; its role in public management was also discussed; Its promotion of good governance, transparency, accountability, and learning organisation were discussed; monitoring and evaluation in the infrastructure project development cycle was also discussed; and how to design the system was also discussed. It was discussed that for its effectiveness, there must be planning, budgeting, capacity building, management decision and participation of beneficiary stakeholders. Community members should be equal partners in the monitoring and evaluation of infrastructure development projects rather than being regarded only as information recipients. They need to understand the details of a project to evaluate its importance, costs and benefits. Well informed community members and stakeholders who are actively involved in the monitoring and evaluation of development projects are likely to support and add value to the project. It was explained that effective system needs to have set of indicators; it was also discussed that its information needs

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to be reported and utilised. If institutions collect data, analyse it and not utilise it, the duty of M&E will become a futile exercise. The reporting of the findings should be done to all the stakeholders including the beneficiary community and not only to the senior management of the institution. It was established in this chapter that the successful institutionalisation of M&E relies on the establishment of an effective system and capacity within an institution. The process is very important at every government level, i.e. national, provincial and local levels. In addition, challenges that contribute to ineffective implementation of it were discussed. It was discussed that these challenges are primarily influenced by kinds of measures being used and the minimum amount of attention is given to them. These barriers were political maturity and culture, technicality, resource limitation and limited capacity. Many infrastructure development projects fail not because they do not have the potential to succeed, but because the project staff members and other stakeholders lack the skills and knowledge to monitor and evaluate those projects. For M&E as discussed above to be further understood, in the next chapter, theories and models relevant to it will be discussed.

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CHAPTER 3

CONCEPTUALISATION OF THEORIES AND MODELS IN MONITORING AND EVALUATION

3.1 INTRODUCTION

This chapter presents theories and models in M&E. According to Gilbert (2015: 28-30), a theory is an explanatory tool used to comprehend, predict and explain a phenomenon that one would normally have difficulties in understanding. Therefore, it will be used to understand and explain M&E. Dye (1987: 20) provides that a model is a simplified representative of some aspect of the real world. It may be an actual physical representative like table-top buildings that urban planners use to show how things will look when proposed projects are completed. It can also be in the form of diagram, for example, a road map or flow chart (Dye, 1997: 20). The above is consistent with Hanekom (1987: 46) who further explains models as simplified representations of the real world and are used in order and interpret situations and to assist in explaining and predicting the outcome of a specific choice. However, Hanekom (1987) further argues that they cannot tell the user how to discriminate, evaluate or judge. They are merely representative and artificial and can thus only be an image of reality. This implies that they help the user in obtaining greater clarity on the issue at hand. However, Fox, Schwella, and Wissink (1991: 3) provide the view that a model is a useful tool to conceptualise, explain and simplify the complexities of public management. Therefore, Models and theories can play an important role in monitoring and evaluation of infrastructure development projects by simplifying and explaining key phenomena to all stakeholders who are directly or indirectly impacted by the development project. Theory of change, normative and logical framework models will be discussed. However, theory of change and logical framework model will be discussed in detail as they are the ones recommended by this study because of its relevance to M&E.

3.2 THEORIES OF MONITORING AND EVALUATION

There are many theories of public administration (Nkuna, 2013: 57). However, theory of change will be discussed in this section based on systems thinking. Most authors used thinking as a framework that can be applied to the study of phenomena (Bruni, Sarno & Currubo, 2018: 246). System thinking is one the best approaches in addressing complexity (Maani & Maharaj, 2004: 4; Yurtseven, 2016: 20; Pagani & Otto, 2013).

3.2.1 Systems thinking

According to Richmond (1994), who is perceived as the organiser of the systems thinking, it is an art and science of making reliable inferences about behaviour by developing and increasingly deep understanding underlying structure (Arnold & Wade, 2015: 4). It involves the ability to represent and

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assesses dynamic complexity. Arnold and Wade (2015: 7) define it as a set of synergistic analytic skills to improve the capability of identifying and understanding systems, predicting their behaviors, and devising modifications to them in order to produce desired effects. On the other hand, it is defined by Kim (1999: 2) as a way of seeing and talking about reality that helps us better understand and work with systems to influence the quality of our lives. Therefore, it focuses on casual rather than independent element. It also addresses the process of thinking by using systems ideas in natural, designed or management systems (Bruni *et al.*, 2018: 241). In management studies, its role involves the following activities: holistic observation of phenomena, which is considered to be a set of different elements that interact within a specific environment; attribution of a growing importance to relationships or interactions between elements, which is considered to be more significant than the elements themselves in defining a system' behaviour; and definition of system's hierarchical levels of the properties that emerge at different levels and of the mutual causality within and between levels ((Bruni *et al.*, 2018: 247; Mingers & White, 2010; Allen, 2000).

In regard of the above, systems thinking will be used to study the relationships amongst the elements of an infrastructure development project (inputs, activities, outputs, outcomes and impacts). The focus will also shift from the internal processes and operations to interactions with the external environment (beneficiary community, other spheres of government and project stakeholders who have demands and expectations on the project).

According to Stacey *et al*. (2000), in Nkuna (2013: 64), systems theory is one of the systems thinking theories which were developed. Van Niekerk, Van der Waldt and Jonker (2001: 98) define it as any physical or conceptual entity composed of interrelated parts. Haines (1998: vi) confirms this articulation and explains it as a set of interacting, interdependent parts that are connected through a series of relationships where the interdependent parts work together for the overall objective of the whole. A system is any group of interactions, interrelated, or interdependent parts that form a complex and unified whole that has a specific purpose (Kim, 1999: 2). Arnold and Wade (2015: 7) define it as a group or combination of interrelated, interdependent, or interacting elements forming collective entities. The key thing to note is that all its parts are interrelated, interconnected, and interdependent in some way for a specific purpose. It implies that the behaviour of one element influences the other. According to Nkuna (2013: 64), interdependence of elements means that change in one part affects other parts and thus, the whole. Smit, de Cronje and Verba (2007: 39), provide that it is divided into open system and closed system. Open systems continuously interact with their environment and are depend*ent on the* environment for the provision of services and products while closed systems having limited interaction with its environment deteriorate and die. In an organisation operating as an open system, there are interrelated set of sub-systems that function as a whole. Such systems consist of four elements, namely, transformational activities, outputs and feedback (Smit *et al.,* 2008: 39).

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Ile, Eresia-Eke & Allen-Ile (2012: 32) view M&E as an activity within a larger system consisting of various subsystems. The same authors posit that, systems theory departs from understanding the political system which takes inputs from society. Once these inputs are made into the system, various mechanisms must be put in place to process them. The outcome of the processing could be policy development, implementation and its management. The implementation is not an end, but a means to an end, as it enables and supports the provision of desired service and leads to the third element in the system theory, which is the attainment of outputs. These are then fed back to the community, through policy-related activities, including M&E exercises, and a series of new wants and needs triggers the system all over again (Ile, Eresia-Eke & Allen-Ile, 2012: 32). According to Mark, Greene and Shaw (2006: 2), system theory can be utilised for a variety of purposes, including policy making; public accountability; program and organisational improvement, knowledge development; advancement of social justice; and enhancement of practice judgement. It consists of the following components:

3.2.1.1 Environment

According to Van Niekerk *et al.* (2001: 98), the environment is the total setting within which the government operates. Systems operate in a larger environment, or as sub-systems of some larger system, and require certain resources from other systems in the environment. A public institution is a sub-system of the larger governmental system of a country. It is also related to and depends on others in the environment, such as social, political, legal, technological and economic systems. The environment generates needs or problems such as unemployment, and inflation, which have to be addressed by a public institution (Van Niekerk *et al.*, 2001: 98). System theory also pays attention to environmental factors that affect public institutions like decision making processes (fox *et al.* 2004: 31).

3.2.1.2 Inputs

Van Niekerk *et al*. (2001: 98-99) point out that systems require resource inputs from the environment. The environment therefore generates both needs and resources to satisfy these needs. These can either be financial resources, human resources, or information or infrastructural resources. In policy making terms, inputs are given in the form of the expression of needs and demands to the legislature by section of the public, community organisations, the media and interest groups (Van Niekerk *et al.,* 2001: 98-99). On the other hand, Dye (1987: 41) is of the opinion that public policy must be conceived as a response of a political system to the forces brought to bear upon it by the environment, and these forces generated in the environment are viewed as inputs.

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3.2.1.3 Processing

According to Fox *et al.* (1991: 32), processing is also referred to as policy conversion; it entails the conversion of policy inputs by political system. During this process, the original targets have changed due to stakeholder, environment or conditional influence. The M&E of this subsystem identifies the deviations, which then must be analysed or measured. The subsystem adapts to these changes, learning occurs, and knowledge is transferred to the next output subsystem (Govender, 2011: 110).

3.2.1.4 Outputs

Fox *et al*. (1991: 32), contend that outputs involve the production of policies in the form of formal legislation, administration rules and regulations, judicial interpretation, policy statements and legal interpretation. On the other hand, Van Niekerk *et al*. (2001: 99) add that it is a product of the system. Further, the same authors say that these are actions taken by public institutions in solving a policy problem to meet the needs and demands of citizens. These actions are tangible manifestations of public policies. The amount of money spent, the number of staff employed and the public policies themselves are examples of outputs (Van Niekerk *et al.*, 2001: 99).

3.2.1.5 Feedback

Van Niekerk *et al*. (2001: 99) explain that feedback is the information that the system receives on its actions. This information is necessary for the system to adapt conversion processes and outputs to the needs of the environment. It is about the consequences of policies for society. Intended or unintended feedback to the original environment occurs, enabling it to check whether the need has been optimally satisfied (Van Niekerk *et al.*, 2001: 99).

The above elements are all important however from system perspective, the elements of feedback complete the framework. However, according to Dunn (1994) in Ile, Eresia –Eke and Allen-Ile (2012: 32), each phase is related to the next, and the last phase (policy assessment is linked to the first (agenda setting) as well as intermediate phase. The application of the policy-analytic procedures may yield policy-relevant knowledge that directly affects assumptions, judgements, and actions in one phase, which in turn indirectly affects performance in subsequent phases.

Based on the above discussion, the system theory provides that monitoring and evaluation of any level of implementation of infrastructure development project should not be seen as an isolated process, but seen as a system where each action influences the performance of the other. Dunn (1994) in Ile, Eresia-Eke, and Allen-Ile (2012: 32) notes that policy process is marked by interdependent activities that are arranged to follow each other consecutively, and the decisions taken at certain stage affect the next stage of the process. Subsequent stages are also affected and

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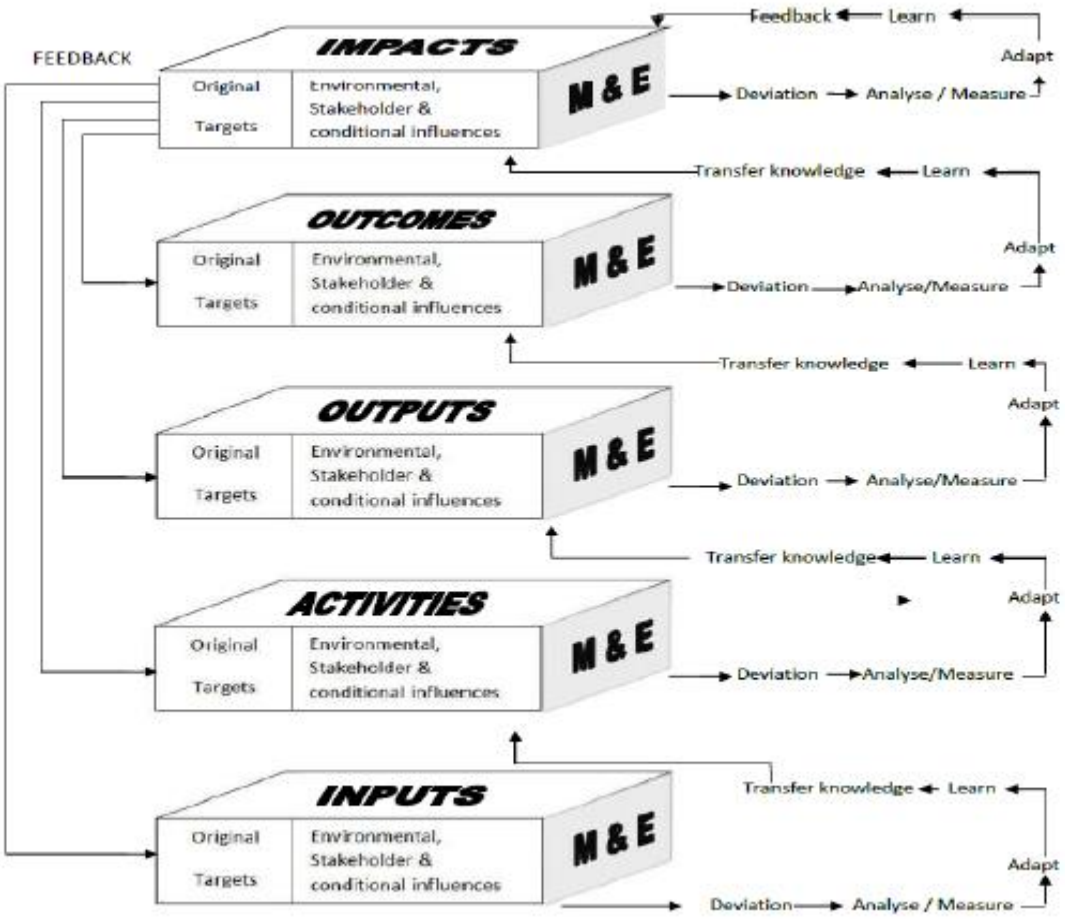
eventually the whole process is affected. This implies that monitoring and evaluation of one stage of the implementation of infrastructure development projects may affect the next stage of the project. Failure to implement it effectively in one stage of infrastructure development project can affect the quality of the infrastructure negatively. In the same vein, effective implementation of it during the infrastructure development projects can affect the infrastructure positively which will eventually enhance its quality. The figure below depicts system theory in M&E of projects.

Figure 3.1: Systematic Performance analytic model



Source: Govender (2011: 108)

The above figure introduces the components of systematic approach, namely, inputs, activities, output, outcomes and impacts as system components that are interrelated and interdependent. According to Van der Waldt and Du Toit (1997: 97), for a system to survive, it needs to achieve a steady state or dynamic homeostasis, where there is a balance between its inputs, activities and outputs. The same authors' state that, it is achieved through the feedback process which supplies

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information to the system to assess the level of the steady state or destruction. The section below will deal with Theory of Change.

3.2.2 Theory of Change

According to Hivos (2015: 13), Theory of Change (TOC) entails the ideas and theories that people and organisations have about how change happens. Hivos further explains that these theories can be conscious or unconscious and are based on personal beliefs, assumptions and a necessary limited, personal perception of a reality. James (2011) in Hivos (2015: 13) sees it as an ongoing process of reflection to explore change and how it happens-and what that means for the part we play in a particular context, sector and /or group of people. It explains how activities are understood to produce a series of results that contribute to achieving the final intended impacts. Rogers (2014: 1) adds that, it can be developed for any level of intervention- an event, a project, a program, a policy, a strategy or an organisation. International Network on Strategic Philanthropy (ISNP) supports the view by stating that it is the articulation of the underlying beliefs and assumptions that guide a service delivery strategy believed to be critical for producing change and improvement. The same authors further state that it represents beliefs about what is needed by the target population and what strategies will enable them to meet those needs. They establish a context for considering the connection between system's mission, strategies and actual outcomes, while creating a link between who is being served, the strategies or activities that are being implemented, and the desired outcomes (ISNP, 2005: 6).

Clark, Collins and Taplin (2013: 21) agree with the above assertion that TOC is a set of beliefs and assumptions about what changes need to happen and how to bring them about, to reach a stated goal. They argue that it is a process through which participants construct descriptive model of both graphic and narrative that explains the outcomes sought, why they are needed, how they were achieved, and how progress on them can be monitored. Therefore, it explains how an infrastructure development project has an impact on its beneficiaries. It outlines all the things that a project does for its beneficiaries, the ultimate impact that it aims to have on them, and all the separate outcomes that lead or contribute to that impact. The ISNP outlines its importance as follows:

- It helps move stakeholders from being passive collectors and reporters of information to active users of information for system planning and service delivery;
- It helps system program staff better understand the kind of evaluation information they need to make day-to-day decisions;
- It helps the evaluator develops research questions that focus measurement on changes that can occur given the strategies that are operative at the system program, and client level;

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- Facilitates the integration of data from broader evaluation and accreditation requirements into local evaluation efforts; and
- Helps those implementing strategies to understand assumptions, expectations that guide their decisions, and resulting accomplishments (ISNP; 2005: 6-7).

3.2.2.1 Conceptualisation of Theory of Change in Monitoring and Evaluation (M&E)

Corlazzoli and White (2013: 9), assert that M&E in social change projects requires knowing what changes and assumptions one expects to monitor, and how these changes are expected to develop our course of implementation. Therefore, TOC guides M&E efforts to focus on the assumptions, outputs, outcomes, impacts and even sustainability of development projects (Carlozzoli & White, 2013: 9). Hivos (2015: 29) points out that monitoring key assumptions is particularly important for strategic planning and learning. The same author further explains that its adaptive planning and management requires regular reviewing and updating, so that the project can accommodate emerging changes and new insights. Hivos further points out that this theory-based monitoring, evaluation and learning process encompasses more than the assessment of results of intervention against the plan. It involves monitoring short-term changes in the development project; it involves constant evaluation of what has changed- planned, unplanned, unforeseen and new development; and it involves learning about these changes (Hivos, 2015: 68). This implies that its use in a development project forms the basis for the planning, monitoring, evaluation and learning.

According to James (2011) in O'Flynn and Moberly (2015: 2), many organisations choose to link M&E system to their TOCs, either by setting indicators at each level of change on their conceptual pathway or by attempting to assess change directly. This enables municipalities and other government departments to assess where change is happening, and to track whether they are making progress towards their longer terms goal of the development project. Therefore, if done properly, during infrastructure development project, it helps lay out a framework within which planning, evaluation, impact assessment, learning and improving can all take place more effectively (O'Flynn & Moberly, 2015: 3). Vogel (2012: 12) concurs by contending that it is used as an integrated project cycle planning and M&E framework or applied at different points. According to Vogel, it includes the pre-planning stages of scoping and strategic analysis, design and implementation. Therefore, project implementers or any stakeholder involved, will not be surprised by any change(s) which might occur during the project life cycle as they would be monitoring and evaluating all the stages of the project. In support of the above statement, Vogel (2012: 12) explains that it can be used to support different project cycle activities, such as implementation, decision-making and adaptation; to clarify the drivers, internal and external, around existing initiatives; monitor progress and assess impact.

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In addition, Corlazzoli and White (2013: 7) argue that a Theory of Change that adequately describes the actions, the desired change, and the underlying assumptions or strategy is essential for M&E programs and projects. They argue that it will help program staff and evaluators understand what the project is trying to achieve, how, and why. The same authors further posit that it guides efforts on the assumptions, outputs, outcomes, impacts, and even sustainability of a project (Corlazzoli & White, 2013: 12). Clark *et al.* (2013: 4) add by suggesting that testing theories through M&E can furnish powerful evidence of the success or failure of a project. They contend that coupling it to TOC can bring a better understanding of how to improve the design and implementation of ongoing projects, and how to scale projects up or out. That implies that, this theory provides critical information which will enable project stakeholders and evaluators to monitor and measure the desired results and compare them against the original plan of the project.

James (2011) in O'Flynn and Moberly (2013: 3) has summarised the benefits of TOC in a project as follows:

- It develops a common understanding amongst all stakeholders of what an organisation or program is trying to change and how.
- It can strengthen the clarity, effectiveness and focus of organisations and programs.
- It provides a framework for monitoring, evaluation and impact assessment.
- It helps improve partnership by identifying strategic partners and supporting transparent conversation around change.
- As a product, it can be used to communicate work clearly to others.
- By explicitly dealing with long-held assumptions, its thinking can also support innovation and out of the box thinking.
- It empowers people to become more active and involved in programs.

Based on the above discussion, it provides benefits not only to the project managers, but to all stakeholders who are impacted by the development project. Further, it encourages active participation of all relevant stakeholders in project implementation which has the potential of increasing ownership and positive collaboration.

3.2.2.2 Purpose of Theory of Change

A Theory of Change approach can be used for different purposes by different users, and at different moments in the cycle of developing, monitoring, reviewing or evaluation a program or strategy (Hivos, 2015: 8). Rogers (2014: 2) argues that it can be used for strategic planning or program /policy planning to identify the current situation (in terms of needs and opportunities), the intended situation and what needs to be done to move from one to the other; can help to design more realistic goals, clarity

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accountability and establish a common understanding of the strategies to be used to achieve the goals; can be used during implementation of the project to identify which indicators must be monitored, and to explain to staff, funders and partners how the program or project works; and can be useful for identifying the data that need to be collected and how they should be analysed, and can also provide a framework for reporting.

Therefore, based on the above discussion, it can be particularly useful for evaluating and monitoring project work as it identifies the intermediate outcomes and fundamental ways needed to achieve the ultimate intended impacts and assist in gathering evidence about whether or not there have been or likely to achieve. Hivos (2015: 18-19), on the other hand, has identified the following as its purposes.

3.2.2.2.1 Program or project design

Its process for project design takes place as part of the preparation or inception phase. It entails a broad analysis of the system that needs transformation, identifying and involving key actors, initial project design and strategic choices, and identifying critical assumptions. It forms the basis for adaptive management and monitoring, evaluation and learning during implementation.

3.2.2.2.2 Review or quality audit of existing initiative

The process for the review or quality audit of an existing program or project aims to improve its quality, to revisit and sharpen strategies, to clarify underlying assumptions and to adjust strategies and operational aspects to change realities. The outcomes of the review may be used to adapt plans and implementation, to improve monitoring, evaluation and learning process or framework, and to support communication about the project and its results. A review can also be undertaken to prepare for a new phase of an initiative.

3.2.2.2.3 Strategic learning design and knowledge generation

This process is an effective way to identify gaps and learning a research question. It helps create a structure to build an evidence base about what works or not, for who and why, and under which conditions in particular, the assumptions identified in all steps of the process offer entry points for questioning, documenting and monitoring of what we think will happen and what happens in reality. Its analysis also helps to identify who should participate in the learning process;

3.2.2.2.4 Evaluation

Its use in a project provides a good basis for a mid-term review or an ex-post evaluation, as it makes explicit what the project aimed to achieve, why and how it was supposed to work, and key assumptions made. The evaluation will seek to substantiate the validity of the theory, offering

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important information and insights for a possible next phase design or for learning with similar initiatives.

3.2.2.2.5 Multi- actor collaboration and collective impact monitoring

For a multi-actor understanding, decision-making and ownership of the project design and operations. An important product of this theory is a collective monitoring, evaluation and learning process and framework for impact monitoring, a condition for joint learning and demonstrating success. Its process can help to define clear and agreed roles and responsibilities of each actor involved.

3.2.2.3 Developing Theory of Change (TOC)

According to Rogers (2014: 1), it can be developed for an intervention where objectives and activities can be identified and tightly planned beforehand, or that it changes and adapts in response to emerging issues and to decisions made by partners and other stakeholders. Therefore, according to Rogers (2014), 'Its development should begin with a good situation analysis. This involves identifying the problem that the intervention (project) seeks to address; the causes and consequences of this problem, and the opportunities, for example, synergies with other initiatives, or existing resources that can be leveraged or reinforced. Then the next stage is to clarify which aspects of the problem the intervention will address, and to make explicit the outcomes and impacts that seek to produce. The next step is to develop a theory about how to get from the current situation to the desired situation. This should be done in two parts- a theory about how to get from the current situation and the second part the theory about how the intervention will trigger this change' (Rogers, 2014: 3). However, its development is explained differently by different authors. Some authors proposed more development steps than those suggested by Rogers (2014) above. Hereunder is a brief explanation of eight steps of developing TOC as suggested by Hivos (2015:.35-71).

STEP 1. Clarify the purpose of the process

A clear purpose of going through a TOC process gives you a sense of direction and helps to ensure that the participants start off on the same footing. The purpose informs decisions about who should participate in the process, which levels it needs to encompass. What type of outputs or products you want to end up with and which questions need specific attention in each step.

STEP 2. Describe the desired changes

It represents the changes in people's lives and the conditions and relationships in society that we wish to see occurring in the years to come and to contribute by our actions.

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STEP 3. Analyse the current situation

Every change initiative takes place in a context that determines the conditions and the opportunities for change. We need to understand the situation to be able to make strategic choices that increase the chances of success.

STEP 4. Identify domains of change

It helps to make the complexity more manageable, and to determine what matters for the desired change, and for the people we hope will benefit from that change. It enables us to decide where best to intervene.

STEP 5. Identify Strategic priorities

This step is about boundary setting and focus. After identifying the main domains of change, we need to make a strategic analysis of where and how to intervene within those domains, with the best chances of success.

STEP 6. Map pathways of change

Pathways of change are projections of the envisaged change process into the future, based on what we know of the current situation and our views and beliefs about how change happens. It is done by working backwards from the long-term desired change, asking ourselves what needs to change for the desired change to occur.

STEP 7. Define monitoring, evaluation and learning priorities

We need a process to know if and how a project or program is contributing to the envisaged long-term change and if our underlying theory of change process as it evolves from the basis for monitoring, evaluation, learning about what works and building on evidence base.

STEP 8. Use and adaptation

To be most effective, its use needs to be firmly embedded in the process cycle of the project and the organisation. When it is not used to reflect on implementation and regularly revisited and updated, the investment in developing it is largely lost. The figure below shows theory of change steps.

All the above steps are very important in the development of Theory of Change. Any institution, including the municipalities should able to implement those steps in their endeavour to craft their own theory. Therefore, they should start by clarifying the purpose, describe the desired changes to be realised, analyse the current situation before the intervention, identify the domains of the anticipated

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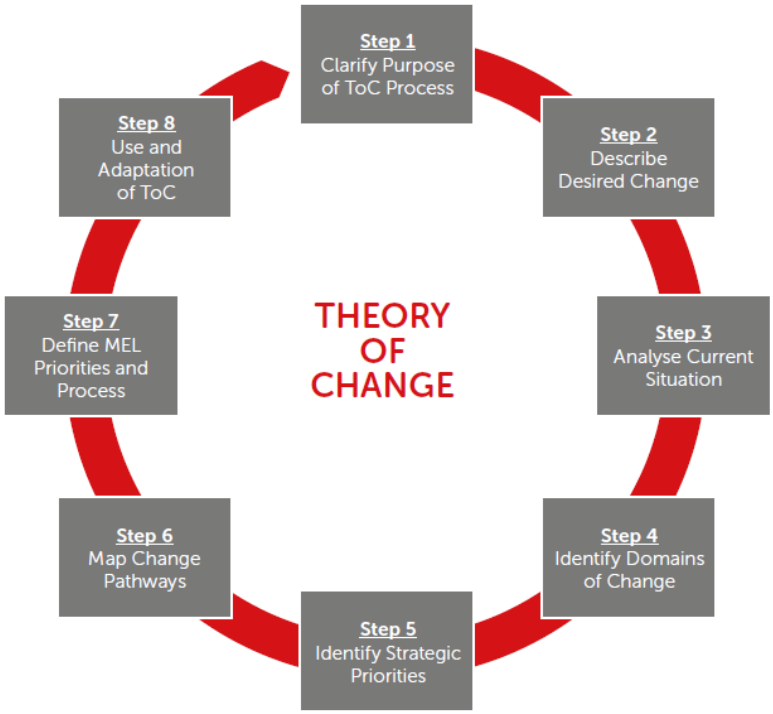
change, identify strategic priorities, map pathways to arrive at that change, define monitoring, evaluation and learning opportunities and lastly use of the theory.

Figure 3.2: Theory of Change steps



Source: Hivos (2015: 34)

The steps of developing Theory of Change can be used by municipalities when they want to develop their theories of change.

3.3 MODELS FOR MONITORING AND EVALUATION

This study focused on logframe model and normative model because they are widely used for development projects (Chaplowe, 2008: 9).

3.3.1 Normative model

According to Fox, Schwella and Wissink (1991: 2), it consists of external environment, institutional context, planning process, implementation process, outputs, outcome, Sustainability and replicability and community involvement. These features are discussed respectively.

3.3.1.1 External environment

Fox *et al*. (1991: 2) provide that public administration operates within a particular environment of that society. Public institutions therefore operate in an environment and do not exist in a vacuum. The

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prevailing environment context has a big impact on how services are delivered, and development undertaken. The environment can include, but is not limited to the following:

a. Political
b. Economic and
c. Social

A stable political and economic environment is conclusive for service delivery and infrastructure development projects.

3.3.1.2 Institutional context

Local government operates within a certain constitutional and legislative context, according to Bekink (2006: 3), the Constitution is the supreme law of the country and its principles carry more authority than any law and are obligatory for both political, representatives and officials. South Africa in 1996, adopted a Constitution which is not only entrenched as the highest law of the country but which also manifests itself as the foundation of new order. The South African Constitution, 1996 bear's unique features which include a Bill of Rights, general ethic conduct for public officials and institutions to enhance democracy.

Further, legislations like the Local Government: Municipal Finance Management Act 56 of 2003 provide the core principles, mechanisms and processes that are necessary to enable proper financial management by municipalities. It provides a broad framework for the development of supply chains or policies that should be observed in the procurement of goods and services (Tsatsire, 2008: 317). Therefore, municipal officials, especially those in senior positions, should understand and be able to interpret legislations.

3.3.1.3 Planning process

Clear objectives, priorities and targets should be spelt out during the planning phase. Both output indicators for monitoring and impact indicators for evaluating should be established beforehand during the planning process. In addition, the target should be identified. Resources, both financial and non-financial should be made available. For monitoring purposes, it is essential to establish an information flow and timelines. This could be done through monthly, quarterly and annual reports.

3.3.1.4 Implementation process

Fox *et al.* (1991: 54) argue that plans need to be implemented within an implantation framework. Further, implementation should also be linked to performance management. According to Van Niekerk *et al.* (2001: 96), officials should be assessed based on their performance in implementing

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programs and projects. The Local Government: Municipal System Act, 32 of 2000 makes provision for municipal managers or Section 57 employees to sign performance agreements. This ensures that there is accountability. Their performance must be measured against the targets and indicators set during planning process.

3.3.1.5 Outputs

Monitoring is key in determining outputs. When setting priorities concerning information flow during planning, it is vital to consider who will provide which information to whom, what happens with the information at different levels, and how feedback will be provided. Outputs are therefore products, goods and services that result from development intervention or service delivery. Therefore, Results generated through monitoring inform evaluation process.

Outputs are the final products, or goods and services produced for delivery. Further, outputs include results or changes for individuals, groups, communities, organisations or systems (National Treasury, 2007: 6). It includes issues of infrastructures development projects delivery.

3.3.1.6 Outcome

According to National Treasury (2007: 6), outcomes include the medium-term results for specific beneficiaries that are the consequence of achieving specific outputs. Outcomes should tally with what the organisation sets out to achieve, as well as, reflects on what drives the organisation. The impact of service delivery and development programs is established through a process of evaluation. It establishes the merit or value of an output or intervention. It also considers life changes in living standards as a result of intervention.

According to Fox *et al.* (1991: 54), it is essential to evaluate progress against the realisation of opportunities and/or the alleviation of identified problems. Meeting objectives may not be sufficient in itself and does not necessarily indicate success in terms of the identified opportunities and problems. The planners may have been conservative when setting targets and key performance indicators.

Tsatsire (2008: 319-320) argues that to fulfil the above, instruments such as customer care surveys, benchmarking and other impact assessment tools are essential. Therefore, it implies that getting feedback from the affected beneficiary communities is key. Therefore, it is also important to clearly identify the beneficiaries of the development project during planning. A proper analysis of the beneficiary stakeholders should be undertaken in order to achieve the anticipated impact. Tsatsire (2008: 319-320) adds that outcomes of the interventions made can either have a negative or positive impact on the prevailing socio-economic environment. In addition to the results and outcomes, efficiency can also be assessed to determine value for money; this includes the quality of planning

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and implementation processes. This enhances accountability assessments (Tsatsire: 2008: 319-320). Based on what has been established, lessons can be learnt to improve future infrastructure development projects processes.

3.3.1.7 Sustainability and replicability

Replicability looks at assessing whether interventions about service delivery are successful and if they can be extended either to other areas or on a much wider scale. It is also necessary to check if the programs are sustainable beyond the duration or lifespan of a project (Tsatsire, 2008: 320).

3.3.1.8 Community involvement

Section 42 of The Local Government: Municipal System Act, 32 of 2000 makes provision for the community participation during IDP formulation and reviews, as well as performance management. This makes it easier for community to participate in M&E from an informed viewpoint. Projects that are implemented with community involvement usually require community support. Communities know their needs better than officials. Once they have participated in planning, they should also be given a chance to judge and express their views whether they are satisfied with the output and outcome. The beneficiary community should not be given that chance only at the end of implementation of the project, but they should participate in M&E throughout the project life.

3.3.2 Logical Framework model

Frechtling (2007: 1) describes the logical framework model as a tool to the TOC. Chaplowe (2008: 7) contends that it is an analytical and management tool whose activities show the relationship between components and presents information about a project in a systematic and concise way. Chaplowe further provides that it specifies what the project, program or policy is intended to achieve (objectives) and how this achievement will be measured (indicators). Save the Children (1995: 178), concurs by stating that it is a widely used tool that helps in testing the logic of a plan of action by analysing it in terms of means and ends which helps to provide clarity on how the planned activities will help to achieve the objectives, the implications of carrying out the planned activities in terms of resources, assumptions and risks. Wimbush (2000: 307) defines it differently by explaining it as a picture of how an organisation models its work after the theory and assumptions underlining the program. On the other hand, W.K. Kellogg Foundation (2004: 1) explains it as a systematic and visual way to present and share your understanding of the relationships among the resources you have to operate your program, the activities you plan, and the changes or results you hope to achieve. Therefore, based on the above definitions, it draws the trajectory that the development project will take, taking into cognisance the need to measure the objectives of project and how the achievement of these will be measured.

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According to McCoy, Ngari, Krumpe and Sonko (2008: 20), the logical framework is such that there is a 4x4 matrix showing a hierarchy of objectives; indicators of performance; and methods of verifying the indicators; and important risks and assumptions. It summarises key aspects of the project such as its aims and the steps to be taken in an effort to achieve them. According to Valadez and Bamberger (1994: 85), it consists of a narrative summary of program logic, divided into four levels: the goals too be achieved; the purpose of the project; the outputs and activities to be produced, and sometimes the required inputs as well. The logical sequence of these activities is stated in the following way:

- If inputs are provided at the right time and in the right quantities, then outputs will be produced.
- If outputs are produced, then purpose (impact/benefits) will be obtained.
- If purpose is obtained, then general goals will be achieved (Valadez & Bamberger, 1994: 85-86).

The World Health Organisation (WHO) (2009: 47) contends that the use of the input-process-output-outcome-impact assessment as this model is arguably the most popular and effective model. Mosse and Sontheimer (1996: 5) outline the following steps in developing logical framework: set proper objectives; define indicators for success; identify key activity clusters (project components); define critical assumptions on which the project is based; identify means of verifying project accomplishments; and define resources required for implementation. According to this approach, it is wise to present the logical framework as a table or matrix, as illustrated in Table 6 below:

Table 3.1: Logical Framework Analysis

	Project structure	Indicators and values	Means of verification	Assumptions and critical factors
Outcome				
Objectives				
Outputs				
Inputs				

Source: Save the Children (1995: 179)

Chaplowe (2008: 7) points out that a clear understanding of the log frame's hierarchy of objectives is essentially for M&E planning since this will inform and guide the questions that was used in the evaluation process. Pasteur and Scott-Villiers (2001: 200) developed a list of the advantages and limitations of logical framework model as outlined here below:

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Advantages of logical framework model are:

- It puts together all the key components of a project, program or policy;
- The presentation of key components in a clear systematic way thereby clarifying the way the project is supposed to work;
- It separates out the various levels in the hierarchy of objectives, helping to ensure that inputs and outputs are not confused with each other or with objectives and wider ranging objectives are not overlooked;
- It clarifies the relationships with underlined judgements about likely efficiency and effectiveness of projects; program or policy;
- It highlights the major factors contributing to the success of the project, program or policy; thereby making easy to influence these factors;
- It enables the M&E process to have a starting point as it shows the pointers of success and means for assessment; and
- It encourages a multidisciplinary approach to the project, program or policy preparation and supervision (Pasteur & Scott-Villiers, 2001: 200).

However, it also has its own limitations. Some of the limitations of them are as follows:

- The inability to represent multiple processes such as people are doing at multiple project locations within a single national project, program or policy;
- With log frames model, it is difficult to represent interactions between multiple events at the same level of logical framework such as how different projects programs or policy outputs feed into each other;
- Concealing the conflict of interests that exist amongst stakeholders ignores the differences that might jeopardise the successes of the project or policy; and
- Logical framework model allows little room for flexibility and dynamism by assuming that all project, program or policy contingencies can be foreseen from the start and that there was a predictable, linear, logical progression from activities to outputs to purpose to the goal (Pasteur & Scott-Villiers, 2001: 200).

Chaplowe (2008: 10) contends that logical framework models are techno centric, with cultural bias towards linear logic that can alienate rather than foster local understanding, participation and ownership. Ronette (2010: 2) observed that the lack of coordination and breakdown of the logical framework model by the National Treasury in South Africa led to the duplication of the model and its resultant inefficiency. Chaplowe (2008: 10), consistent with the observation explains that, the lack of coordination and the fight to maintain territories amongst departments accounted for the breaking down of this model. The figure below depicts a basic logical framework by W.K. Kellogg Foundation:

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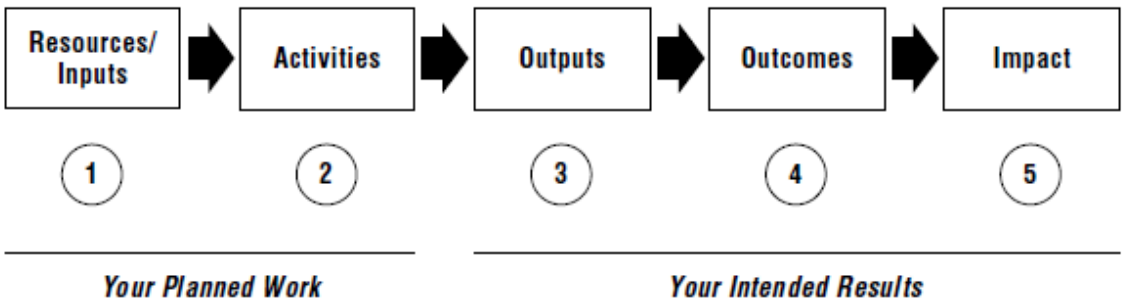
Figure 3.3: The basic logical model



Source: W.K.Kellogg Foundation (2004: 9)

Below is a brief explanation of the figure above.

Your planned work describes what resources are needed to implement the program and what is intended to be done.

- Resources and inputs refer to human and financial resources, physical facilities, equipment, guidelines and operational policies that are the core ingredients of development projects.
- Programs activities refer to multiple activities that are carried out to achieve objectives of the program using the input resources. However, it must be noted that the availability of resources does not equate to activities satisfactory implemented; and

Your intended results entail the program's intended outcome or results (outputs, outcomes and impact).

- Outputs refer to the results of these efforts at the program level.
- Outcomes refer to specific changes in program target population's behaviour, knowledge , skills, status, and level functioning some or all of which may be the result of a given program or intervention and can reasonably be expected to change over the short-to intermediate term, and that contribute to a program desired long-term goals.
- Impact refers to the anticipated end results of a program intended or unintended. (Gage, Disha & Chiho, 2005: 114; W.K. Kellogg Foundation, 2004: 9)

3.3.2.1 Purpose of Logic Model

According to W.K. Kellogg Foundation (2004: 3), the purpose of logic model is to provide stakeholders with a road map describing the sequence of related events connecting the need for the planned

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program with the program's desired results. Mapping proposed program helps you visualise and understand how human and financial investments can contribute to achieving your intended program goals and can lead to program improvements. Further, program logic brings program concepts and dreams to life, and it lets stakeholders try an idea on for size and apply theories to a model or picture of how the program would function (W.K. Kellogg Foundation, 2004: 3).

Using a Logic Model throughout your program helps organise and systematise program planning, management, and evaluation functions as discussed below.

In the program Design and planning- logic model serves as a tool to develop program strategy and enhance your ability to clearly explain and illustrate program concepts and approach for key stakeholders, including funders.

In Program Implementation- logic model forms the core for a focused management plan that helps you identify and collect the data needed to monitor and improve programming.

For Program Evaluation and Strategic Reporting- logic model presents program information and progress towards goals in ways that inform, advocate for a particular program approach, and teach program stakeholders (W.R. Kellogg Foundation, 2004: 5).

3.3.2.2 Building a Logic Model by Basic Program Components

When building your program, begin by describing your basic assumptions and then the following program components in order that they should occur as suggested by W.R. Kellogg Foundation:

- Factors are resources and/or barriers which potentially enable or limit program effectiveness. Enabling protective factors or resources may include funding, existing organisations, potential collaborating partners, existing organisational or interpersonal networks, staff and volunteers, time, facilities, equipment, and suppliers. Limiting risk factors or barriers might include such things as attitude, lack of resources, policies, laws, regulations, and geography;
- Activities are the processes, techniques, tools, events, technology, and actions of the planned program. These may include products such as promotional materials and educational curricula, services such as education and training, counselling, or health screening; and infrastructure such as structure, relationships, and capacity used to bring about desired results;
- Outputs are direct results of program activities. They are usually described in terms of the size and/or scope of the services and products delivered or produced by the program. They indicate if a program was delivered to the intended audiences at an intended dose;

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- Outcomes are specific changes in attitudes, behaviours, knowledge, skills, status, or level of functioning expected to result from program activities and which are most often expressed at an individual level; and
- Impacts are organisational community, and/or system level changes expected to result from program activities which might include improved conditions, increased capacity, and/ or changes in the policy arena (W.R. Kellogg Foundation, 2004: 8).

3.3.2.3 How to read Logic Model

When reading from left to right, logic models describe program basics over time from planning through results. Based on the figure below (figure 3.4), in the use of logic model, firstly, resources which are the inputs of the project are required. Secondly, the use of the resources gathered in order to accomplish the planned activities. Thirdly, the accomplishment of the planned activities of the project being implemented, then services intended will be delivered (outputs). Fourthly, if the intended outputs are delivered, then the beneficiary community will benefit in a certain way from that project (outcomes). Fifthly, if these benefits to the beneficiary community are achieved, certain changes in that community might be expected to occur.

Based on that linear order, logic frame follows a particular system. As discussed above (3.2.1), the key thing to note is that all the parts of a system are interrelated, interconnected, and interdependent in some way for a specific purpose. It implies that the behaviour of one element influences the other. According to Nkuna (2013: 64), interdependence of elements means that change in one part affects other parts. Therefore, if the inputs needed to operate in a project are not enough can influence the activities not to be accomplished as planned. If the activities are not accomplished, then the intended outputs will not be achieved, then the intended community will not benefit and ultimately their standard of living will not be changed which is the desired goal.

Vhembe District Municipality of South Africa can make use of the log frame model to put together key activities of the projects and manage them accordingly. Logical framework model will allow it to identify their goals, outcomes, outputs activities and inputs which are essential components of M&E and this will enhance efficient and effective delivery of infrastructure development projects. However, it should also be guided by the limitations of the logical framework model as identified by Pasteur and Scott-Villiers (2001: 200) above, this will enable them to note all possible loopholes when managing the implementations of infrastructure development projects.

This can work the other way round. The figure below shows how the basic model is read.

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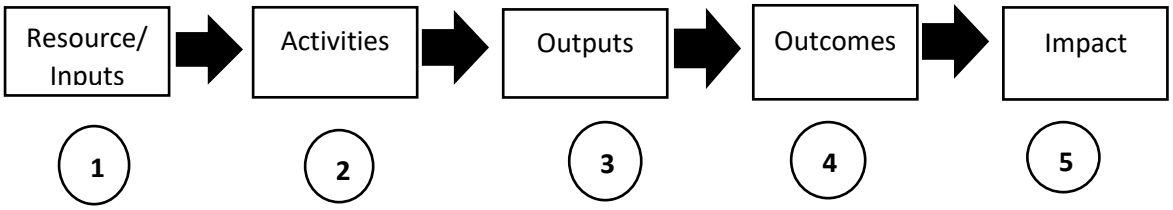
Figure 3.4: How to read logical model

		If *you*		***If*** *these*
		Accomplish	***If*** *you*	*Benefits to*
		Your planned	*Accomplish*	*Participants are*
	If *you have*	*Activities,* ***then***	*Your planned*	*Achieved,* ***then***
	Access to	*You will*	*Activities to the*	*Certain changes*
Certain	*Them,* ***then*** *you*	*Hopefully deliver*	*Extent you*	*in organization,*
Resources are	*Can use them to accomplish*	*The amount of*	*Intended,* ***then***	*communities,*
Needed to	*Your planned*	*Product and/or*	*Your participants*	*or systems*
Operate your	*Activities*	*Service that*	*benefit in*	*might be*
Program		*You intended*	*Certain ways*	*expected to occur*



Your planned ***your intended Results***

Source: W.R. Kellogg (2004: 3)

3.4 CONCLUSION

This chapter presented theories and models which are more related to M&E of infrastructure development projects. The system theory and theory of change were discussed. System theory provides that M&E of any level of implementation of infrastructure development project should not be seen as an isolated process, but seen as a system where each action influences the performance of the other. The theory of change outlines all the things that an infrastructure development project does for its beneficiaries, the ultimate impact that it aims to have on them, and all the separate outcomes

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that lead or contribute to that impact. It was also explained that TOC can be used as a strategic plan to identify the current situation, the intended situation and what needs to be done to move from one to the other. In other words, it is concerned with all the activities that help to change the current situation to achieve the anticipated change. System thinking based on system theory was also discussed. The system theory provides that monitoring and evaluation of any level of implementation of infrastructure development project should not be seen as an isolated process, but seen as a system where each action influences the performance of the other. The normative model and its components were presented in this chapter. Normative model requires community to participate actively throughout the project. It also provides that the implementation of projects should be linked to performance management. Lastly, the logical framework model and its components were also discussed. The components of logical framework which were discussed are inputs, activities, outputs, outcomes and impact. It was discussed in this chapter that the logical framework specifies what the project is intended to achieve and how this achievement will be measured. The ultimate goal of this framework is to measure the use of resources to achieve the intended goal of the project. The chapter below will deal with M&E approaches which municipalities can use in developing their own systems.

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CHAPTER 4

MONITORING AND EVALUATION APPROACHES

4.1 INTRODUCTION

This chapter presents the approaches of M&E. Results-based approach and Participative approach will be discussed. According to Kamau and Mohamed (2015: 88), one of the factors which has been conceptualised as having influence on project success and related to M&E, is the approach used in monitoring and evaluating projects. Cloete (2009: 7) points out that approaches involve identifying the logical purposes and processes adopted and utilised by evaluation practitioners to inform the most appropriate methodologies to achieve the most useful result.

4.2 RESULTS-BASED MONITORING AND EVALUATION APPROACH

According to Kusek and Rist (2004: 1), Results-Based Monitoring and Evaluation (RBM&E) is a powerful public management tool that can be used to help policymakers and decision-makers track progress and demonstrate the impact of a given project, program, or policy. The same authors' further point out that it differs from traditional implementation-focused M&E in that it moves beyond an emphasis on inputs and outputs to a greater focus on outcomes and impacts. In the same vein, World Bank (2000: 10) explains it as a government tool which measures how well government is performing and emphasises assessing how outcomes are being achieved. The World Bank (2000) has identified the following as its purposes:

- Provides crucial information about public sector performance; provides a view over time on the status of a project, program, or policy;
- Promotes credibility and public confidence by reporting on the results of the programs; helps formulate and justify budget requests;
- Identifies potential promising programs or practices;
- Focuses attention on achieving outcomes important to the organisation and its stakeholders;
- Provides timely, frequent information to staff; helps establish key goals and objectives; permits mangers to identify and take action to correct weaknesses; and
- Supports a development agenda that is shifting towards greater accountability for aid lending (World Bank, 2000: 13-14)

The RBM&E is further explained here below by explaining results –based monitoring and then explaining results - based evaluation.

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4.2.1.1 Results-Based Monitoring

Results-Based Monitoring is a continuous process of collecting and analysing information to compare how well a project, program or policy is performing against expected results (World Bank, 2000: 16). The same authors' further point out that this type is important for setting goals and objectives, reporting to parliament and other stakeholders, managing projects, programs and policies, reporting to donors and allocating resources. According to Kusek and Rist (2004: 16), it is also a continuous process of collecting and analysing information to compare how well a project, program, or policy is being implemented against expected results. Based on the two definition above, this monitoring is a continues systematic process of collecting and analysing data on the progress of a development project for a purpose of ensuring that planned results are realised.

4.2.1.2 Results-Based Evaluation

World Bank (2000: 26) defines Results-Based Evaluation as an assessment of a planned, ongoing, or completed intervention to determine its relevance, efficiency, effectiveness, impact and sustainability with the intent to incorporate lessons learned into decision-making process. According to Lundberg (2006: 24), it focuses on the results of a given performance, program or organisation and they inform on whether the goals have been realised or not and on all the possible effects of the program, both foreseen and unforeseen.

4.2.2 Complementary roles of Results-Based Monitoring and Results-Based Evaluation

Results-based monitoring and results-based evaluation are generally viewed as distinct but complementary functions (Masuku & Ijeoma, 2015: 6). However, each provides a different type of performance information but both are needed to be able to better manage policy, program, and project implantation. The table below provides a summary of their complementary roles.

Table 4.1: Complementary roles of results-based monitoring and results-based evaluation

Monitoring	Evaluation
Clarify program activities	Analysed why intended results were or were not achieved
Links activities and their resources to objectives	Assesses specific causal contributions of activities to results
Translates objectives into performance indicators and set targets	Examine implementation process
Routinely collects data on these indicators, compares actual results with targets	Explores unintended results

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Reports progress to mangers and alerts them to problems	Provides lessons, highlights significant accomplishment or program potential, and offers recommendations for improvement.

Source: World Bank (2000: 32)

4.2.3 Development of Results-Based Monitoring and Evaluation

Kusek and Rist (2004: 1) point out that building and sustaining RBM&E systems is not easy. It requires continuous commitment, time, and resources but is doable. Developed countries, particularly those of the OECD, have had more experience in M&E, while many developing countries are just beginning to use this key public management tool. That implies that, the experience of developed countries can provide lessons for developing countries. Developed countries have chosen a variety of starting points its implementation, including whole-of-government, enclave, or mixed approaches-that may also be applicable to developing countries (Kusek & Rist, 2004: 2). According to the observation of Kusek and Rist (2004: 2), developing countries face a variety of unique challenges as they try to answer the "so what" question: what are the results and impacts of government actions? However, Holzer (1999: 56) argues that, a well-designed evaluation and performance measurement system should clearly articulate service goals and objectives, define service outputs and outcomes. Holzer (1999) further suggested that a good evaluation and performance improvement system should include the following seven-step system developed by the National Center for Public Productivity at Rutgers University-Campus at Newark:

- Step 1: Identify the programs to be measured
- Step 2: State the purpose and identify the desired outcomes
- Step 3: Select measures or indicators
- Step 4: Set standards for performance and outcomes (targets)
- Step 5: Monitor results
- Step 6: Performance recording
- Step 7: Use outcome and performance information (Holzer, 1999: 57-58).

Kusek and Rist (2004: 25) present a ten-step model that provides extensive detail on building, maintaining and sustaining a RMB&E system. These steps are used for building, maintaining and sustaining the system. They are outlined below:

- Step 1: Conducting a readiness assessment to assess institutional capacity and political willingness to monitor and evaluate goals.
- Step 2: Agreeing on outcomes to monitor and evaluate.
- Step 3: Selecting key indicators to monitor outcomes.

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- Step 4: Baseline data on indicators.
- Step 5: Planning for improvements and selecting targets.
- Step 6: Monitoring for results.
- Step 7: The role of evaluations.
- Step 8: Reporting findings.
- Step 9: Using findings.
- Step 10: Sustaining the M&E systems within the organisation.

When comparing the system suggested by Holzer (1999: 57-58) and Kusek and Rist (2004: 25), the specification of outcomes; selection of indicators; collecting monitoring information; reporting and using findings are seen as generic. However, Kusek and Rist (2004) emphasise that preparation should precede the design of the system to ensure buy-in and ultimate success. Further, they also emphasise the need to improve and sustain the system in the organisation which Holzer is not emphasising. In this study, the guidelines of Kusek and Rist (2004) will be discussed in depth following key considerations within each of the steps in setting up the RBM&E system in government.

Step 1: Conducting a Readiness Assessment

A readiness assessment should be conducted to determine whether prerequisites are in place. It should review incentives and capacity for an M&E system and roles, responsibilities and structures for assessing government performance. This step is a unique addition to the many M&E models that currently exist because it provides an analytical framework to assess a given country's organizational capacity and political willingness to monitor and evaluate its goals, and develop a performance-based framework (Kusek & Rist, 2004: 39-40). The same authors' further point out that it is a diagnostic tool that can be used to determine whether the prerequisites are in place for its building. It is intended to assist and benefit individual government, the donor community, and their many development partners involved in public sector reform. It further provides a guide through the eight areas that must be considered and explored in determining a given country's or organisation ability to adopt and move forward with system (Kusek & Rist, 2004: 43). The eight questions to be answered when conducting readiness assessment are as follows:

- Who is the advocate for an M&E System?
- What is motivating the champion to support an effort?
- Who will own the system? Who will benefit from the system? How much information do they really want?
- How will the system directly support better resource allocation and the achievement of program goals?

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- How will the organisation, the champions, and staff react to negative information generated by the M&E system?
- Where does capacity exist to support an RBM&E system?
- How will the M&E system link project, program, sector, and national goals? (Kusek & Rist, 2004: 43-48).

Atkinson and Wellman (2003: 13-14) emphasise the importance of identifying at the start what internal resources are available, including the clarification of jurisdiction; technical inventories (infrastructure, equipment and supplies); administrative inventories (staff profiles and working relationships); and financial resources. According to Rossi *et al*., 2004: 48-49), stakeholders that may be involved in the process include policy makers and decision makers, the program sponsors, evaluation sponsors, target participants, program managers, program competitors, contextual stakeholders and the evaluation and research community. Reuben (2005: 66) states that a readiness assessment should be conducted to determine whether its prerequisites are in place.

Step 2: Agreeing on Outcomes to Monitor and Evaluate

According to Atkinson and Wellman (2003: 4), goals and outcomes provide for the basis for the system as the measurement of performance taking place in relation to these goals. It is suggested by Reuben (2005: 66) that they should be disaggregated, and a plan developed to assess how they can be achieved. Further, outcomes to monitor and evaluate should be agreed through a participatory process identifying stakeholders' concerns and formulating them as outcome statements. After conducting a readiness assessment and a country or organisation is in a position to move forward in building the system, the next step is to choose and agree on the outcomes to monitor and evaluate. It is essential to know where you are going before you get moving. Setting outcomes is essential in building an RBM&E system. One cannot set indicators before determining outcomes because it is the outcomes-not the indicators-that will ultimately produce the benefits (Kusek & Rist, 2004: 57).

Step 3: Selecting Key Performance Indicators to Monitor Outcomes

Kusek and Rist (2004: 65) indicate that Indicators should be clear, relevant, economical adequate and monitorable. They further indicate that they are the quantitative or qualitative variables that provide a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of an organisation against stated outcomes. This implies, that indicator development is a core activity in building a RBM&E (Kusek. & Rist, 2004: 65). Therefore, key performance indicators to monitor outcomes should be selected through a participatory process considering stakeholders interest and specific needs (Kusek & Rist, 2004: 67; Reuben, 2005: 66).

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Step 4: Setting Baselines and Gathering Data on Indicators

Malena and Forster (2004: 76) highlight that the important issues which must be considered when setting baselines and gathering data on indicators include the sources, collection, analysis, reporting and use of data. They contend that baseline data on indicators should be established as guide by which to monitor future performance. On the other hand, Kusek and Rist (2004: 80), state that it is the first measurement of an indicator which sets the current condition against which future change can be tracked. Further, they state that it helps to inform decision-makers about current circumstances before embarking on projects target for a given program, policy or project.

Step 5: Planning for Improvement-Selecting Results Targets

After gathering baseline data on indicators, the next step is to establish results targets-what can be achieved in a specific time toward reaching the outcome. According to Kusek and Rist (2004: 90), identifying the expected and desired level of project, program, or policy results require the selection of specific performance targets. The same authors explain target as a specified objective that indicates the number, timing and location of that which is to be realised. This implies that performance targets should be selected to identify expected and desired project, program or policy results. However, there are factors to consider when selecting targets which include baselines, available resources, time frames and political concerns (Kusek & Rist, 2004: 90). Atkinson and Wellman (2003: 9) add that targets may be intermediate (outcomes to be achieved by a specific time) or final (impacts of the policy or program).

Step 6: Monitoring for Results

After selecting targets and completing the performance-based framework, then follows the use of information to monitor for results. According to Valadez and Bamberger (1994: 121) and Masuku and Ijeoma (2015: 6), monitoring comprises two complementary activities, which are monitoring the implementation progress and monitoring the attainment of results. Therefore, according to Kusek and Rist (2004: 96), a system should be put together to get the necessary data to better inform the decision making process; and the resulting data will provide evidence on performance and flag any changes that may be needed for a given project, program, or policy. They further explain that monitoring demonstrates whether results have been achieved. In addition, they point out that monitoring of results includes both implementation and results monitoring as well as forming partnership to attain shared outcomes. They also explain that monitoring systems need ownership, management, maintenance and credibility. Data collection needs reliability, validity and timeliness (Kusek & Rist, 2004: 107-108).

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Step 7: The Role of Evaluation

Kusek and Rist (2004: 116), state that evaluation provide information on strategy, operations and learning. They further explain that different types of evaluations answer different questions. Features of quality evaluations include impartiality, usefulness, technical adequacy, stakeholders' involvement, value for money and feedback (Kusek & Rist, 2004: 126). According to Rossi, Lipsey and freeman (2004: 23-24), evaluation is the assessment of a planned, ongoing, or completed intervention to determine its relevance, efficiency, effectiveness, impact, and sustainability. The intent is to incorporate lessons learned into the decision-making process. Rigorous evaluation enhances the accuracy, validity and legitimacy of the findings, conducting social research at high scientific standards generally requires resources that exceed what is available for evaluation projects and also often delays the outcomes of the research to ensure the validity of data and findings (Rossi, Lipsey & freeman, 2004: 23-24). Owing to time, cost or other resource constraints, evaluations may be more informal or "quick-and-dirty". The evaluator must strive to implement scientific rigour and procedures that ensures the validity of the findings within the limitations that guarantee the findings are timely, meaningful and useful to consumers (Rossi, Lipsey & freeman, 2004: 25).

Step 8: Reporting the Findings

Formal reporting is necessary to provide information to the right decision maker, and once the evaluation results are clear, they have to be written up and summarised in a user-friendly fashion that will persuade policy makers of their validity and usefulness, and ensure maximum positive effect on future policy processes (Hogwood & Gunn (1994) in Cloete & de Coning, 2012: 263-264). Reports on findings of M&E systems can be used to gain support and explore and investigate. These reports should consider the requirements of the target audience and present data clearly. According to Kusek and Rist (2004: 129-130), analysing and reporting performance findings is a critical step because it determines what is reported, when it is reported, and to whom it is reported. This step also must address the current technical capacity of the organisation because it focuses on the methodological dimensions of accumulating, assessing, and preparing analyses and reports. The same authors further point out that M&E findings are used to demonstrate accountability by delivering on political promises made to citizenry and other stakeholders; to convince by using evidence from findings; to educate by reporting findings to help organisational learning; to explore and investigate by seeking what works, what does not, and why; to document-recording and creating an institutional memory; to involve by engaging stakeholders through a participatory process; to gain support by demonstrating results to help gain support among stakeholders; and to promote understanding by reporting results to enhance understanding of projects, programs, and policies (Kusek & Rist, 2004: 129-130).

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Step 9: Using the Findings

Kusek and Rist (2004: 138) provide that after examining effective ways of reporting, then follows the use of findings emanating from the RBM&E systems. They further explain that using results-based findings will help inform the decision-making process, and can also be used to improve performance and demonstrate accountability and transparency. Benefits of using them include continuous feedback and organisational and institutional knowledge and learning (Kusek & Rist, 2004: 138-140). Hatry (1999) stipulated ten uses of results findings which are: respond to elected officials' and the public's demand for accountability; help formulate and justify budget requests; help make operational resource allocation decisions; trigger in-depth examinations of what performance problems exist and what corrections are needed; help motivate personnel to continue making program improvements; formulate and monitor the performance of contractors and grantees, provide data for special, in-depth program evaluations; support strategic and other long-term planning efforts (by providing baseline information and later tracking progress); and communicate better with the public to build public trust (Hatry (1999) in Kusek & Rist, 2004: 139). This implies that it is critical that the M&E system responds to the requirement and needs of the various users, as this will ensure the utilisation of M&E findings and thereby justify the time and effort on this function (Cloete & de Coning, 2012: 266).

Step 10: Sustaining the M&E system within the Organisation

The final step is sustaining RBM&E system. According to Kusek and Rist (2004: 151), M&E system should be regarded as a long-term effort, as opposed to an episodic effort for short period or for the duration of a specific project, program, or policy. They further point out that good RBM&E systems must be used in order to be sustainable. In addition, they state that sustaining such systems within government or organisations recognises the long-term process in ensuring utility (Kusek & Rist, 2004: 151).According to Xue *et al*. (2013: 89), there are many projects which were completed on time, within budget, and to the designed specification, and so by conventional measures, would be judged successful. However, according to Xue *et al*. (2013), they were far from successful in that they did not deliver the desired benefit. This emphasises the importance of results rather completion of a project. Mackay (2007; 62) refers to stick, carrots and sermons as three types of incentives that may be used to implement and sustain the system. "Carrots provide positive encouragement and rewards for conducting it and utilising the findings." The establishment of new units are encouragement to conduct and use its findings. "sticks include prods or penalties for ministries or individual civil servants who fail to take performance and M&E seriously", which may include annual pressures from the Auditor General on the failure to implement proper systems and supporting management information systems. "Finally, sermons include high-level statements of endorsement and advocacy concerning the importance of it" (Cloete & de Cong, 2012: 266).

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4.3 PARTICIPATORY MONITORING AND EVALUATION (PM&E)

Participatory Monitoring and Evaluation (PM&E) is defined by Rajalahti, Woelcke and Pehu (2005: 35), as the active involvement of key stakeholders in the M&E process for them to learn about and affect the process and impact of a development project. Rajalahti *et al.* (2005) add that the nature of stakeholder involvement may range from voice or consultation, to implementation and use of information; thereby ensuring the needed collective process of reflection, planning, and management for desired outcomes and impact. On the other hand, Chipato (2016, 45) states that its process involves different stakeholders, with varying interest and of different relations, making the process deeply political. In that regard, it will require negotiations to reach agreement about who will participate, what was monitored or evaluated, how and when data was collected and analysed, what the information means, and how findings was shared, and what action was taken (Chipato, 2016: 45). It is therefore one in which all key stakeholders are involved in the monitoring and evaluation of infrastructure development projects.

The concept of Participatory Monitoring and Evaluation (PM&E) is not new. According to Estrella, Baluert, Campilan, Gaventa, Gonslaves, Guijt, Johnson and Ricafort (2000: 3), it draws from 20 years of participatory research traditions, including participatory action research, participatory learning and action, and farming systems research or farming participatory research. They point out that by the 1980s, these concepts had already entered the policy making domain of larger donor agencies and development organisations, most notable the Food and Agriculture organisation, the United States Agency for International Development, the Danish International Development Agency, and the United Kingdom Department for International Development, the Swedish International Development Authority, the Norwegian Agency for International Development and the World Bank (Howes (1992); Rudqvist & Woodford-Berger (1996) in Estrella *et al*, 2000: 3). Estrella *et al* (2000: 13) further state that it is increasingly applied in different contexts and in hundreds of development initiatives around the world, it gains multiple functions as people learn how to adapt, innovate, and experiment with participatory approaches.

According to Estrella and Gaventa (1998: 4), there are many terms which are used to describe PM&E. Namely: Participatory Evaluation (PE); Participatory Monitoring (PM); Participatory Assessment, monitoring and evaluation (PAME); Participatory impact monitoring (PIM); Process monitoring (ProM); Auto-Evaluation; Community monitoring/ Citizen Monitoring (CM); and Stakeholder-based evaluation/Stakeholder assessment (Estrella & Gaventa, 1998: 4).

Estrella and Gaventa (1998: 12) explain that in the United States, citizen monitoring has been one approach through which local citizens hold governments accountable and assess the extent to which public programs meet the needs of the community. This implies that it is an effective approach which

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communities can use to hold the municipality accountable and measure the degree which community development projects meet the needs of the beneficiary community.

There are four broad principles of PM&E:

- **Participation**- which means opening up the design of the process to include those most directly affected, and agreeing to analyse data together;
- **Negotiation**- to reach agreement about what was monitored or evaluated, how and when data was collected and analysed, what the data mean, how findings were shared, and what action should be taken;
- **Learning**- becomes the basis for subsequent improvement and corrective action; and
- **Flexibility**- is essential because the number, roles, and skills of stakeholders, the external environment, and other factors over time (Rajalahti *et al.,* 2005: 35).

Although there are four principles, only two principles will be discussed, which are principle of participation and learning. These principles are more relevant to this study because M&E of infrastructure development projects should be participative, and that it should form a base for correction and improvement of future development projects.

4.3.1 Principle of participation in Participatory Monitoring and Evaluation (PM&E)

According to Estrella and Gaventa (1998: 17), PM&E acknowledge that there are multiple stakeholder's who are or should be participants in M&E. They point out that stakeholders are those who directly or indirectly become involved in deciding what a project or program should achieve and how it should be achieved. They further stipulate that it may include beneficiaries, project or program staff and management at local, regional, national or international levels, researchers, government agencies, and donors.

Wagler and Shap (2003) in Chipato (2016: 44) define participation as the process through which stakeholders are involved in and influence decision-making, resource allocation, implementation and control of development initiatives. However, participation in M&E is a process of inquiry and dialogue through which stakeholders (all persons who are concerned with something, a project example) share ideas in ways that help them to have a multidimensional perception of their needs (Chipato, 2016: 44).

According to Bovaird and Loffler (2002: 9), a good local government is not only about high level of service delivery but also involves engaging local communities to solve their own problems and creating a better future for its stakeholders. This implies that municipalities should therefore involve

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its citizens in governance issues. Further, this implies that participatory approach can also assist to create a balance of interest between the governing political party, municipality and the communities.

4.3.2 Principle of learning in Participatory Monitoring and Evaluation (PM&E)

Learning is the second underlying principle of PM&E. The key emphasis here is on practical or action –orientated learning. For example, PRIA (1995) in Estrella and Gaventa (1998: 22) characterise participatory evaluation as a process of individual and collective learning, describing it as an educational experience for those various parties involved in development project. Further, in participatory evaluation, people become more aware and conscious of their strengths and weaknesses, their wider social realities, and their visions and perspective of development outcome.

Based on the above information, the process of learning is perceived as a means for local capacity. Therefore, participants involved gain skills which strengthen local capacities for planning, problem solving and decision making (Estrella & Gaventa, 1998: 23). Estrella and Gaventa (1998: 23) add that participants obtain greater understanding of the various factors (internal and external) that affect the conditions and dynamics of their project, the basis for their success and failures, and the potential solutions or alternative actions. They further argue that learning initiatives also serves to demonstrate how community-based M&E strengthens local capabilities. Therefore, for participation to be meaningful, all stakeholders involved should be able to set goals, track progress, learn from change, and propose corrective action for quality service delivery.

There are three levels of PM&E which allow learning in different but complementing ways if government department can use the results with learning in mind (Estrella & Gaventa, 1998: 17; Chipato, 2016: 46):

- **Externally-led PM&E**: these efforts are generally organised and initiated externally and conducted by individuals or groups who do not have direct involvement or institutional interest in project outcome. Such groups are commissioned by project donors and supporting agencies, allowing for a more balanced facilitation of opinions. The external evaluators are the primary facilitator to provide insights from their experience into the process, assisting stakeholders to conduct their own activities.
- **Internally-led PM&E**: here, efforts are carried out by those directly involved in project in project planning, and this include beneficiaries and project staff. These play a major role in M&E implementation which contributes to local capacity-building and organisational strengthening.
- **Joint PM&E**: these combine both internal and external M&E approaches to assess the project by both insiders and outsiders.

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4.3.3 Difference between conventional monitoring and evaluation with Participatory Monitoring and Evaluation (PM&E)

The PM&E was introduced due to the limitations of conventional M&E which focused on the aspirations of the implementers and donors and ignored the interests of other stakeholders, in particular the beneficiary community (Vernooy, Qui and Jianchu, 2003: 22). Rubin (1995: 20) argues that while there are many variations, conventional M&E has been characterised as oriented solely to the needs of funding agencies and policymakers. Rubin further argues that, its approaches attempt to produce information that is objective, value-free and quantifiable; hence outsiders are usually contracted to carry out the evaluation for the sake of maintaining objectivity. The same author further states that stakeholders directly involved in or affected by the very development activities meant to benefit from them have little or no input in the evaluation, either in determining questions asked and types of information obtained, or in defining measures of success (Rubin, 1995: 20). This implies that it has been established to involve the beneficiary stakeholders and provide them with a platform to a have a say in the activities of the development which affect them directly or indirectly. Estrella *et al.* (2000: 4) maintain that in response to problems and its criticism, new ways of monitoring and evaluating development interventions have evolved. They stipulate that these innovative approaches aim to make M&E more participatory and effective by including a wider range of stakeholders at every stage of the process.

In addition, the practical differences between conventional and PM&E are not so noticeably dichotomised. According to Estrella *et al.* (2000: 4), there is a wide continuum across participatory and conventional M&E approaches. Participatory monitoring and evaluation may engage outside experts, but in different roles and relationships to facilitate the inclusion of a wider number of stakeholders, on the basis that this will result in several ideas and perspectives. For instance, outside facilitators may play a critical role in helping in its design and establishment, in the actual facilitation of the process, and in the analysing and learning from findings (Estrella *et al.*, 2000: 4). Chipato (2016: 46) points out that it is often viewed the same as M&E. However, these two are different, though M&E activities form part of PM&E activities. The difference between conventional and PM&E is further explained in the table below:

Table 4.2: Conventional versus participatory

	Conventional	Participatory
Main Audience	External experts. Donors and policy makers related to the intervention	Community members, project staff and facilitators.

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What data was collected	Predetermined indicators, principally cost and production outputs	No specific focus; this emerges based on purpose and stakeholder's information needs. People identify their own indicators of success which may include production outputs
How	Focus on scientific objectivity, distancing of evaluators from other participants; uniform, complex procedures; delayed, limited access to results	Self-evaluation, simple methods adapted to local; culture; open; immediate sharing of results through local involvement in evaluation processes
When	Usually upon completion of project/program, sometimes also mid-term	More frequent, small-scale evaluations
Core purpose	Accountability, usually summative to determine if funding can continue	Same as conventional M&E and to empower local people initiate, control and take corrective action
Perspective on flexibility	Initial M&E system is considered valid for the duration of the development intervention; rarely explicit revision	Recognise that stakeholders Come and go, contexts change, information needs change, strategies shift and therefore the M&E focus and process needs adaptation

Adapted from Guijt (2008) in Chipato (2016: 46-47)

According to Estrella and Gaventa (1998: 7), one of the purposes of PM&E may be to assess the impact of a project or program over time, another may be to gain in a timely and effective way information which can be used for improving project planning and implementation. Campos and Coupal (1996: 8) add that one of the main functions of participatory evaluation is to provide stakeholders and project managers with information to assess whether project objectives have been met and how resources have been used, in order to help improve project implementation and make critical decisions about project funding.

4.3.4 Advantages and disadvantages of Participatory Monitoring and Evaluation (PM&E)

The involvement of communities in PM&E has many advantages. According to IFAD (2011: 5), can provide better insights about the dynamics of project implementation and generate useful information

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about the roles of key stakeholders and how resources are used. Further, it helps foster a sense of ownership among local people with regard to outcomes. This in turn enhances a prospect of sustainability of an initiative. Feedback obtained from communities about the strength and limitations of a project can help improve the design of interventions (IFAD, 2011: 5).

In addition, Altmann *et al*. (2016) identify the following advantages of PM&E:

- Evaluations show that involving people improves project impact. It empowers them to analyse and find solutions for their own situation (as active participants' not passive recipients).
- Builds local capacity and ownership to manage and sustain project achievements. Increases likelihood of acceptance and utilisation of findings.
- Builds collaborative between beneficiaries, staff and partners.
- Reinforces accountability to beneficiaries.
- Can save money and time in data collection compared to using project staff.
- Provides direct field input to facilitate management decision-making to execute corrective actions (Altmann *et al*., 2016: 104).

However, it is essential to note that besides the advantages as stipulated above, the PME has its own disadvantages which some of them are outlined here below:

- Can require more time and cost to train and mange local staff and community members, and slow down activities.
- Requires skilled facilitators to ensure that everyone understands the process and is equally involved.
- Can challenge quality data collected where vested local interests are involved. Data analysis and decision-making can be dominated by the more powerful voices in the community (related to gender, ethnic, or religious factors).
- Demands genuine commitment of local people and support of donors, since the project may not use the traditional indicators or formats for reporting findings (Altmann *et al*., 2016: 104).

4.3.5 Establishment of Participatory Monitoring and Evaluation (PM&E)

Estrella and Gaventa (1998: 27) assert that there is a wide variation in actual PM&E. However, some common guidelines and methods are emerging which help define the process for its establishment and conducting. There are four major steps or stages of establishing it as proposed by CONCERN's (1996) in Estrella and Gaventa (1998: 28), which can be used by a government department or municipality.

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4.3.5.1 Planning or establishing the framework for a PM&E process, including identification of objectives and indicators

According to Estrella and Gaventa (1998: 29), the planning stage is generally the most critical to the success and effectiveness of the PM&E process, because it requires a lengthy process of negotiation, contestation, and collaborative decision making among various stakeholders. They point out that at this stage, establishing its objectives becomes critical. The relevant stakeholders group initially needs to be identified and selected, and several major questions need to be clarified. Having agreed upon its objectives, indicators can then be established (Estrella & Gaventa, 1998: 29). This implies that, it is at this stage that different groups come and voice their concerns, needs, and expectations. Abdall (1997: 153) asserts that effective planning should include all stakeholders to foster ownership of a project. James (2010: 4) concurs by pointing out that good M&E starts with proper planning. He further indicates that it is important to involve relevant stakeholders during the planning phase; during this stage it is important to identify who needs to know what, why do they need to know such, and what do they need to know.

4.3.5.2 Gathering data

Estrella and Gaventa (1998: 31) contend that after information needs and objectives are identified, determining how to collect and gather information is the next step in the process. A wide variety of tools or techniques may be used for data gathering purposes. However, many emphasise that the choice of tools will very much depend on context and project-specific criteria. There are several key questions that need to be addressed at this stage. They include: where can the information be found? Which tools should be used? Who will gather the information and when? (Estrella & Gaventa, 1998: 31).

4.3.5.3 Data analysis

Estrella and Gaventa (1998: 31) state that the next stage involves processing or analysing data that has been monitored and collected, and ideally analysis should take place throughout its cycle. They further explain that traditionally, data analysis is often taken over by outsiders or by stakeholders located at higher positions. The idea of it is to involve all levels of end-users and stakeholders-including beneficiaries in data analysis. At this particular stage, stakeholders groups engage in critical reflection and thinking about the problems and constraints, the successes and outcomes of their efforts and activities which they have undertaken (Estrella & Gaventa, 1998: 31).

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4.3.5.4 Documentation, reporting and sharing information

According to Estrella and Gaventa (1998: 31), documentation, reporting and sharing information is the final stage. It includes documentation, reporting and sharing of information generated from its process. Apparently, records of collected information are kept from the very start of the project in order to present a holistic picture over the project life. At this stage, several important issues need to be considered, specifically pertaining to the ownership and use of information and findings (Estrella & Gaventa, 1998: 32). Rubin (1995: 54-55) argues that clear rules should be established on how information was used and disseminated, especially when several parties with different needs and interests are involved.

4.4 CONCLUSION

This chapter dealt with approaches of M&E. The approaches which were dealt with in this chapter are RBM&E approach and PM&E. It was discussed that RBM&E is designed to improve the performance of public institutions seeking greater efficiency and effective use of resources. Its other important objectives as explained in this chapter are to direct government actions in provision of goods and services to achieve measurable goals efficiently; to promote evidence-based decision making; and to try meet the demands of society regarding transparency and accountability. Results-Based monitoring was also discussed. It is a continuous process of collecting and analysing information to compare how well a project is performing against expected results. This type is important for setting goals and objectives, reporting to the municipality and other stakeholders, managing infrastructure development projects, and allocating resources. It is also a continuous process of collecting and analysing information to compare how well an infrastructure development project is being implemented against expected results. Results-Based evaluation was also explained. It is an assessment of a planned, ongoing, or completed development project to determine its relevance, efficiency, effectiveness, impact and sustainability with the intent to incorporate lessons learned into decision-making process. It focuses on the results of development project and it informs on whether the goals have been realised or not and on all the possible effects of the project, both foreseen and unforeseen. It was also revealed in this chapter that PM&E can provide better insights about the dynamics of project implementation, and generate useful information about the roles of key stakeholders and how resources are used. Further, it helps foster a sense of ownership among local people with regard to outcomes. After the above discussion of these approaches, the next chapter will deal with how M&E is being approached in South Africa.

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CHAPTER 5

MONITORING AND EVALUATION IN SOUTH AFRICA

5.1 INTRODUCTION

This chapter presents a brief history of M&E in South Africa since the dawn of democracy, Government-Wide Monitoring and Evaluation (GWM&E), the establishment of Department of Planning, Monitoring and Evaluation (DPME), challenges of M&E in South Africa, Sustainability of M&E in South Africa, M&E in South African Local government, and lastly, M&E in Vhembe District Municipality (VDM).

5.2 BRIEF HISTORY OF MONITORING AND EVALUATION IN SOUTH AFRICA SINCE DEMOCRACY

According to Bester (2009: 1), poor program performance of the government attracted the attention of the African National Congress (ANC) government to monitor and evaluate the program performance. Subsequently, M&E found a space in South African government. Bester further argued that its practice in South Africa is at an interesting point in its evolution. Previously, according to Bester, it was known only to a handful of government officials who had been exposed to the practice through donor agencies and through its exposure in other countries. In the first five years of the post-apartheid government, it is argued that very few departments engaged in any systematic M&E of their policies and programs (Bester, 2009: 1).

Ile, Eresia-Eke & Allen-Ile (2012; 12) add that the South African government, following the ten-year review (1994-2004), has increasingly recognised the need for improved policy on M&E. This is contextualised by the fact that although much has been achieved in terms of providing services to the majority of South Africans, a lot still needs to be done. Further, over the past few years (2005-2010), there have been huge numbers of demonstrations as a result of community frustrations over the inability of government to provide expected services, or where those services are provided, the quality has not been of high enough standard (Ile, Eresia-Eke & Allen-Ile, 2012; 12). Given the history of apartheid in South Africa, it could therefore bolster democracy by promoting activities that lead to greater transparency and accountability of its operations (Naidoo, 2011: 53).

Naidoo (2010: 312), points out that South Africa introduced M&E in 1994. The same author further points out that prior to 1994, its condition in South Africa did not exist and the evaluation of public projects was donor driven with many expectation from the agenda on whom and how it should be done. Naidoo (2011: 51) continues to state that in South Africa, there have been several high level political pronouncements supporting it, and internationally its relationship with development has

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helped to put it in the forefront, as being more than a tool but also helping to concretely address development issues. This pronounced nature of the system in South Africa results from its use not only to assist management, but also support the transformation agenda of the developmental state as promulgated in the Constitution.

According to Bester (2009: 3), former President of South Africa, Thabo Mbeki, approved the Government-wide Monitoring and Evaluation System (GWM&ES) that encompasses validation and verification systems, early warning mechanisms, data generation, quality analysis, decision making, and reporting. The same author further points out that the early attempts by government to introduce this system had its inceptions in the late 1990s. However, unsuccessful cases of these attempts led to the renewal effort of the system in 2004. The 2004 Election Manifesto of the Ruling Party gave birth to the identification priority of M&E. The intention of its identification was to improve the implementation of all these programs, through stronger units at national, provincial and local level (Bester, 2009: 3).

However, the implementation seems to have been concretised under former South African President Jacob Zuma's administration which came into power in 2009. A Department of Performance (later planning) Monitoring and Evaluation (DPME) has also been established and a Minister in the Presidency appointed to drive its function across the national, provincial and local governmental landscape of the country. This has implemented a variety of M&E priority outcomes, monitoring quality of management practices, to unannouced visits to frontline facilities (Ile, Eresia-Eke & Allen-Ile, 2012; 12).

Further, The Ministry was established in 2009 in the Presidency intended to complement the newly established planning ministry in the Presidency, namely, the National Planning Commission charged with developing the startegic vision of the country. The Ministry in the Presidency is reponsible for driving the improvement in government performance through a focus on outcome. The Ministry issued a Green Paper: *Improving Government Performance: Our Approach.* The Green Paper was issued in September 2009 (Bester, 2009: 5). The three focus of the Ministry are:

- Managemnt of outcomes through Ministerial accountability for improving delivery performance.
- Institutinalising the GWM&ES through a renewd focus on improving measures of inputs, outputs and outcomes.
- Unblocking service delivery through the establishment of Delivery Unit to help turaround blockages and non-delivery (Presidency, 2009: 19).

In 2011, an Evaluation and Research Unit was established in DPME to develop and run the evaluation system (Goldman, Byamugisha, Gounou, Smith, Ntakumba, Lubanga Sossou & Rot-Munstermann,

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2018: 4).The National Evaluation Policy Framework (NEPF) was also approved by the Cabinet in November 2011. It foresaw a focus on priority national evaluations through a National Evaluation Plan (NEP), later widening to provinces with provincial evaluation plans and later departmental evaluations plans. From the beginning, South Africa has taken an utilisation approach for the system to ensure that evaluation findings and recomemdations are used, DPME provides approximately half the funding for NEP evaluations and department responsible for the policy or program being evaluated the remainder. The recommendation was that improvement plan must be completed after the evaluation, with some detailed planning of improvements(Goldman *et al.*, 2018: 5). The table below depicts the evolution of M&E in South Africa.

Table 5.1: Evolution of M&E in South Africa

YEAR	MILESTONE
1994	• South Africa becomes a democratic state and inherits limited M&E of development interventions.
2004	• Pronouncement in SONA on 21 May 2004 that the government is focusing on M&E
2005	• Cabinet approval of the GWM&ES as a model with the Policy Coordination and Advisory in the Presidency as custodian • Proposal and implementation plan for a GWM&ES
2006	• Initial implementation plan for a GWM&ES as a model • Interdepartmental GWM&ES task team
2007	• GWM&E system Coordination Forum established • Policy framework for GWM&ES
2008	• Role of Premier's Offices in GWM&ES: A Good Practice Guide
2009	• New Ministry of Performance M&E (DPME) established • Green Paper on Improving Government Performance: Our approach • Increased outcomes focus
2010	• DPME established in the Ministry of Performance M&E in the Presidency, becomes the custodian of the GWM&ES • Guide to Outcome Approach
2011	• Frontline Service Delivery • Management Performance Assessment Tool (MPAT) • National Evaluation Policy Framework (NEPF)
2012	• National Evaluation Plan for 2012/13 (NEP)

Adapted from Labuschagne (2015: 222)

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According to Goldman *et al.* (2018: 6), in terms of participation of wider stakeholders, the evaluation system in South Africa is mainly focused on government functions. The structures for government evaluation coordination include an Evaluation Technical Working Group which provides a coalition to support the system comprising national and provincial officials, and CLEAR AA, as well as sector experts in DPME who play a key role in proposing and championing evaluations. Goldman *et al*. (2018) further point out that civil society involvement was limited to evaluation steering committees, frequent involvement in feedback workshops with stakeholders on evaluation and active partnership with the South African Monitoring and Evaluation Association (SAMEA). There have been regular presentations to parliament portfolio committee to encourage use of evaluations as part of their oversight function (Goldman *et al.*, 2018: 6). Cloete (2009: 293) agrees with the assertion that the establishment of the system is to develop a uniform M&E across all spheres of government but include as well business and voluntary sectors of South African society. Based on the information above, it implies that community stakeholders were having no direct role to play in its activities. The section below will deal with Government-wide Monitoring and Evaluation System which was established in 2004 as alluded to above.

5.3 GOVERNMENT-WIDE MONITORING AND EVALUATION SYSTEM (GWM&ES)

According to Engela and Ajam (2010: 4), South African President's Office developed an overarching policy framework on M&E and produced a document containing a set of principles, key concepts, GWM&ES goals, description of the various component parts of the system, the roles of departments and civil servants as implementing agents of it, and the institutional arrangements and legal mandates underpinning these roles and responsibilities. Cloete (2009: 1) explained it as "a massive implementation program intended to establish a uniform system of it across all spheres of government". This implies that it should be implemented uniformly from National, provincial and local governments. The same author further states that its focus is on analysing and interpreting the data against policy and strategy information needs as opposed to conducting primary data sources itself. He described its methods to be mainly secondary data as it plugs into systems from various sector departments and provinces.

Masiteng (2004: 2), explains monitoring in the context of this system, as activities and milestones tracing techniques, all of which measure some aspect of government performance, including measurement of the current status and change over time in any initiative. The same author further points out that it helps track changes in services that are provided and the expected outcomes, thereby providing a basis for accountability about the utilisation of resources. Hirschowitz and Orkin (2009: 3) further explain that it leads to and forms the basis for evaluation, whilst its findings may be used as part of evaluation. Evaluation is defined by Hirschowitz and Orkin (2009: 3) in this context as

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an assessment of the design, implementation and results of completed or ongoing projects, programs or systems of working at a specified point in time to help to improve them in the future.

The Presidency (2008: 1) stipulates that this system is aimed at a government wide integration and articulation of all components into one system that is informed by a reliable conceptual framework. According to Ile, Eresia-Eke and Allen-Ile (2012: 15), it aims to: provide an integrated, encompassing framework of principles, practices and standards to be used throughout government, and function as an apex information system which draws from the component systems in the framework to deliver useful products for its users. In addition, it provides principles for guiding the implementation of M&E in all spheres of government. These principles are depicted in the table below:

Table 5.2: Principles of M&E

1.M&E should contribute to improve governance	
• Transparency • Accountability • Participation • Inclusion	• All findings are publicly available unless there are compelling reasons otherwise. • Use of resources is open to public scrutiny. • Traditionally excluded interests are represented through the M&E processes.
2. M&E should be rights-based	
• Bill of Rights	• A rights culture is promoted and entrenched by its inclusion in the value based for all M&E processes.
3. M&E should be development-oriented-nationally, institutionally and locally	
• Pro-poor orientation • Service delivery and performance • Learning • Human resources management • Impact awareness	• Poverty's causes, effects and dynamics are highlighted, and the interests of poor people are prioritised above of more advantaged groups. • Variables reflecting institutional performance and service delivered are analysed and reviewed, links are identified, and responsive strategies are formulated. • Knowledge and an appetite for learning are nurtured in institutions and individuals. • The skills required for deliberative M&E are available, fostered and retained while the knowledge needed for strategic HR utilisation is available and used. • The possible impacts of M&E interventions are considered and reflected upon in plans

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	and their actual outcomes are tracked and analysed systematically and consistently.
4. M&E should be undertaken ethically and with integrity	
• Confidentiality • Respect • Representation of competence • Fair reporting	• Processes ensure the responsible use of personal and sensitive information. • Promises of anonymity and non-identifiability are honoured and relied upon. • Dignity and self-esteem are built amongst stakeholders and affected people. • There is skilful and sensitive implementation of M&E processes. • Those engaged in M&E fairly represent their competence and the limitations of their reports. • Reporting provides a fair and balanced account of findings.
5. M&E should be utilised oriented	
• Defining and meeting expectations • Supporting utilisation	• M&E products meet knowledge and strategic needs. • A record of recommendations is maintained, and their implementations followed up. • An accessible central repository of evaluation reports and indicators is maintained.
6. M&E should be methodologically sound	
• Consistent indicators • Data/evidence based • Appropriateness • Triangulated	• Common indicators and data collection methods are used where possible to improve data quality and allow trend analysis. • Findings are clearly based on systematic evidence and analysis. • Methodology matches the questions being asked. • Multiple sources are used to build more credible findings.
7. M&E should be operationally effective	
• Planned • Scope • Managed • Cost effective • Systematic	• As an integrated component of public management M&E is routine and regularised. • The scale of M&E reflects its purpose, level of risk and available resources. • Conscientious management of the function leads to sustained on-time delivery of excellence.

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	• The benefits of M&E are clearly, and its scale is appropriate given resource availability. • Robust systems are built up that resilient and do not depend on individuals or chance.

Source: The Presidency (2007: 3)

Based on the above the table, the M&E system in South Africa should contribute to improve governance; be rights-based; be developmental-orientated-nationally, institutionally and locally; be undertaken ethically and with integrity; should be utilised orientated; be methodological sound; and be operationally effective. It implies that any government institution which develops its system should take cognisance of the above-mentioned principles.

However, the implementation of GWM&ES should strive to produce the following outputs:

- Improved quality of performance information and analysis of program level within departments and municipalities (inputs, outputs and outcomes).
- Improved M&E of outcomes and positive/negative impacts.
- Sectoral and thematic evaluation reports.
- Improved M&E of wide variety of national outcomes.
- Projects to improve performance in selected institutions across government.
- Capacity building initiatives to build capacity and foster a culture of governance and decision making which responds to M&E findings (Niewenhuyzen, 2012: 12).

According to Engela and Ajam (2010: 3), after all the planning and enthusiasm of GWM&ES, the initiative lost impetus for almost a year, because of the enormous time and energy that was spent on clarifying roles and developing terms of reference for the various working groups. Then, after one-year break, the President's Office stepped in and revitalised interest in the GWM&ES initiative. Therefore, the administration's Policy Unit took the leading role of the departmental task team, which culminated in two of the three working groups completing their tasks at the end of 2007. That led to the establishment of new M&E ministry in the Presidency in 2009.

The figure below illustrates the timeline and activities that followed in the process of implementing GWM&E in South Africa from 2004 to 2009.

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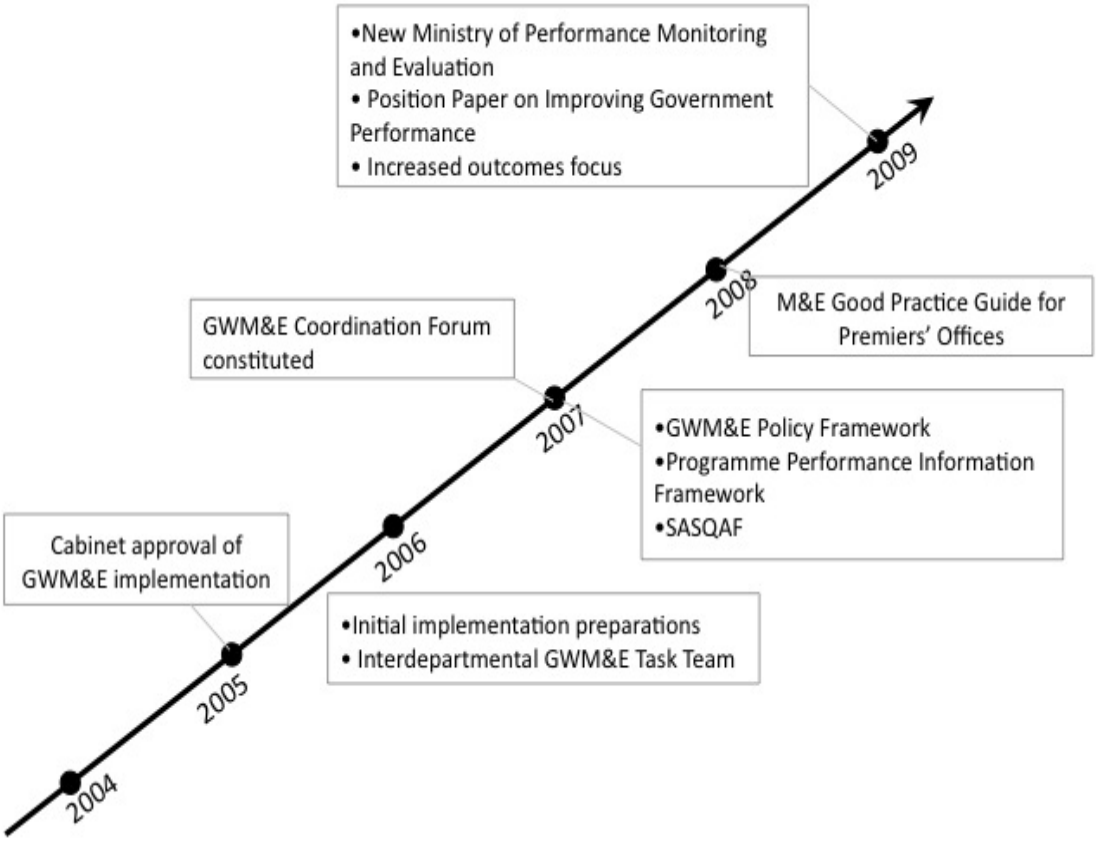
Figure 5.1: key milestones in implementing GWM&ES in South Africa



Source: Engela and Ajam (2010: 6)

The figure above shows sequence of events of the establishment of M&E in South Africa from 2004 to 2009. According to PSC (2012: 16), significant growth in the system has been observed in the public sector since 2004, when the need of it in strengthening governance was first raised as a priority for the country in the State of the Nation Address by the former President, Thabo Mbeki. Since then, a number of legislative and policy mandates have been defined in order to set the parameters for the implementation of the system throughout the country. As in the above diagram, in 2005 there was Cabinet approval of GWM&E; 2006 it was initial implementation preparations; 2007 GWM&E Coordination Forum and its Policy Framework were constituted; 2008 a Guide for Premier's offices was developed; and in 2009 a new Ministry of Performance Monitoring and Evaluation was formed.

The flow diagrams in the figure below show how GWM&ES should contribute to achieving its intended outcomes. It illustrates the relationship between various governance processes and the relevant data terrains.

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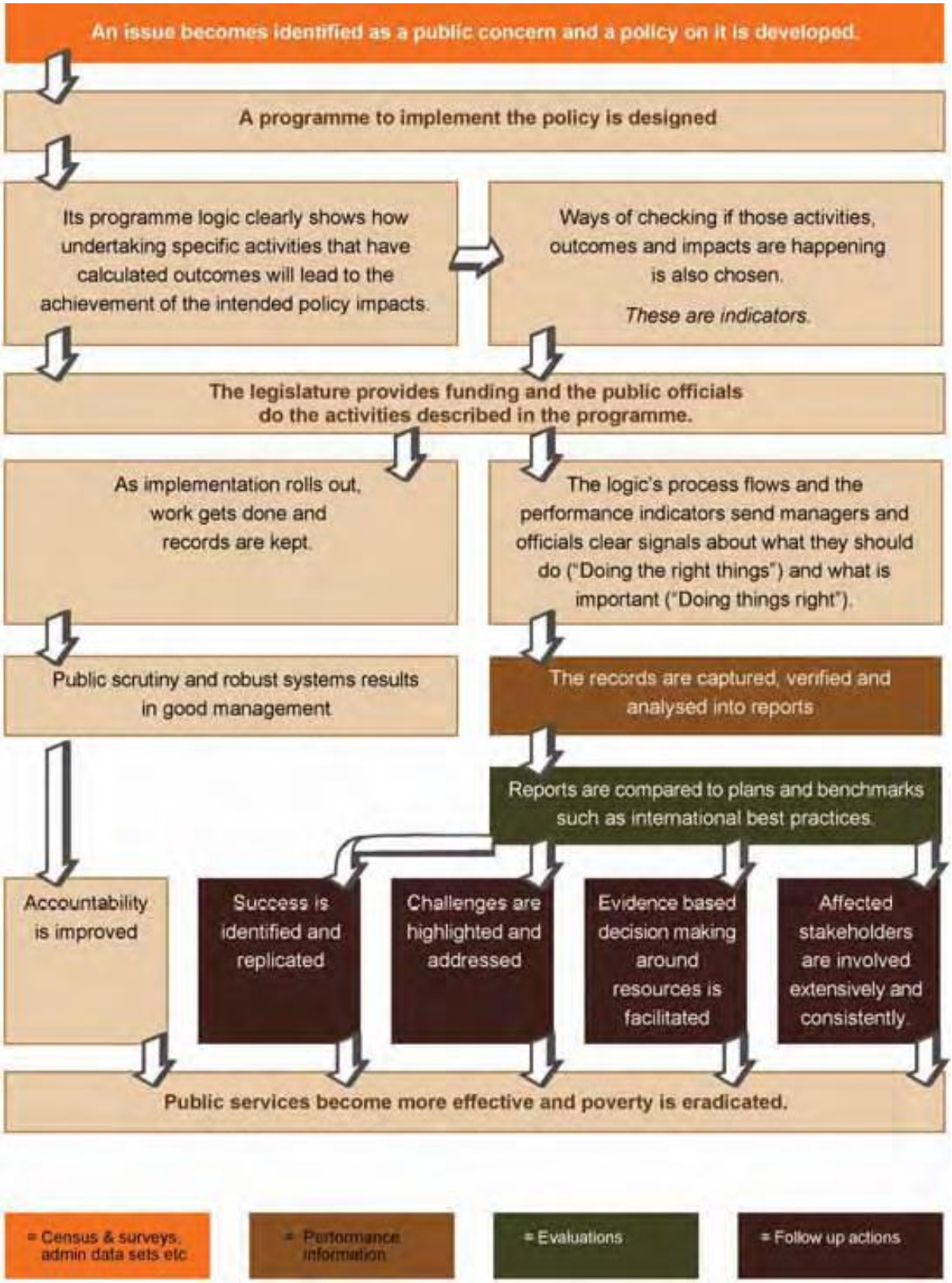
Figure 5.2: How the GWM&ES intended outcomes should be achieved.



Source: Presidency (2007: 6).

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In addition, there are three models which were applied in the establishment GWM&E system. Masiteng (2004) describes these models as follows:

- High level tertiary model- this model can be informed by the State of the Nation address, Cabinet decisions and cluster priorities;
- Government level M&E- this model measures progress which is made by all three spheres of government about addressing the objectives and implementation of priority programs; and
- Departmental M&E-this model addresses progress, which is made by diverse departments in implementing those programs that are in line with government priorities (Masiteng, 2004: 8).

According to Presidency (2007: 8), each accounting officer, head of the municipality, as well as the chief executive officers of public organisations are statutorily obliged to establish their systems in their respective institutions. This implies that each government department or institution responsible for service delivery, including all municipalities should have their own systems. The table below defines the institutional roles and responsibilities of each stakeholders responsibly for its establishment in each of the three models of GWM&ES:

Table 5.3: institutional roles and responsibilities

WHO	WHAT
Legislators and councillors	As representatives elected by South Africa's voters, government and all structures are accountable to legislatures and municipal councils. Legislators and councillors must exercise consistent and informed oversight of the bodies accountable to them.
Executives authorities	Should use M&E findings in the political oversight of institutional performance and for ensuring that desired outcomes and the impacts are achieved. Also provide the bodies to whom they are accountable with detailed regular reports on the institution under their control.
Accounting officers and accounting authorities	Accountable for the frequency and quality of M&E information and the integrity of the systems responsible for its production and utilisations. They need to ensure that prompt managerial action is taken in relation to M&E findings.
Program managers, and other line managers and officials	Establishing and maintaining M&E systems, especially collecting, capturing, verifying and using data and information.
Designated M&E unit	Ensuring the implementation of M&E strategies by providing expertise and support as well acting as a service hub or related initiatives.

Source: Presidency (2007: 14)

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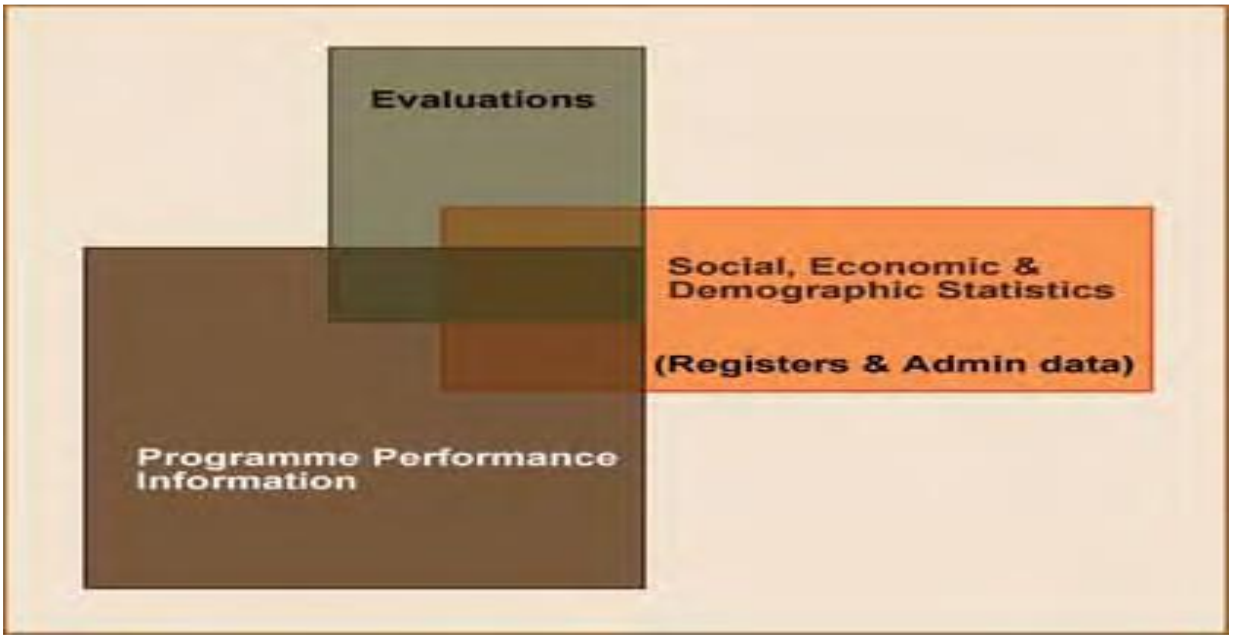
However, each stakeholder should be guided in carrying out their responsibilities. Each stakeholder as mentioned above, should be guided by the following principles in crafting detailed implementation plans in their areas of responsibility:

- The implementation plan should be clearly linked with prior public sector reform initiatives.
- As far as possible, the GWM&ES framework should incorporate and consolidate existing M&E initiatives in the three spheres, aligning them in the overall aims of government.
- Roles and responsibility of each stakeholder should be clearly defined and related to their mandate.
- The implementation plan should adopt a differentiated approach across spheres and sectors.
- The administrative burden of compliance across government should be minimised.
- Where M&E systems are supported by IT solutions, the emphasis will be on systems integration and ease of data interchange.
- Monitoring and the development and enforcement of statistical standards are important pre-conditions for effective evaluation.
- Regular review of the implementation plan against milestones (Presidency, 2007: 19-21).

Further, this system draws its data from three data terrains for M&E purposes, each of which is the subject of a dedicated policy describing what is required for them to be fully functional. The three terrains are depicted in the diagram below:

Figure 5.3: Three data terrains



Source: Presidency (2007: 7)

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The main features of each of the data terrains are summarised below.

Program performance information: The focus of this component is on information that is collected by government institutions in the course of fulfilling their mandates and implementing the policies of the government (Presidency, 2007: 8).

Social, economic and demographic statistics: The focus of this component is on information that is collected by Statistics South Africa through the census and other surveys, as well as on statistics collected by other government institutions (Presidency: 2007: 8).

Evaluations: The focus of this component is on the standards, processes, and techniques of planning and conducting evaluations and communicating the results of evaluations of government programs and policies (Presidency, 2007: 9).

From the above features of data terrains, it shows that the primary emphasis in South Africa was initially on monitoring. Once institutional capacity has been built, the orientation gradually places more emphasis on evaluation. Levin (2005: 5) contends that the GWM&ES was built on ethical (rights-based, transparent and accountable), managerial (efficiency, effectiveness, economy and service delivery orientated) and technical principles (indicator-based), participatory, people centred, developmental and inclusive). Furthermore, it envisages the following practices of M&E in South Africa as discussed here below:

5.3.1 Building demand by meeting needs

The Presidency cautions that the gathering and using of information and knowledge in order to improve accountability and enhancement of service delivery cannot be successful unless an explicit, sustained effort is made to find out what information is needed to improve government performance in terms of accountability and service delivery. In addition, the Presidency argues that finding this out requires personal consultations with the key role players involved. Such consultations must be undertaken regularly, and the findings reflected in its institutional strategies (Presidency (2007) in Ile, Eresia-Eke, and Allen-Ile, 2012: 64). This implies all stakeholders should be involved in the process in order to enhance service delivery and accountability. This further emphasises the value of regular consultation with all stakeholders and engage them in M&E of any development projects because they are the custodians of knowledge and information of their community needs.

5.3.2 A central repository

The Presidency (2007) provides that each institution's strategy should identify a central point at which M&E outputs should be lodged and stored for ease of access and to ensure they are known about and to encourage their utilisation. They further point out that the core of its central repository should

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be a reliable and easily accessible catalogue of studies and their findings and recommendations that is available to any interested party. The institution should make these easily available via the internet (Presidency (2007) in Ile, Eresia-Eke, and Allen-Ile, 2012: 64-65). This implies that all information gathered during the process should be made available to all key stakeholders. In other words, the availability of information enhances government transparency and accountability to its citizens.

5.3.3 Follow up

According to the Presidency (2007) in Ile, Eresia-Eke and Allen-Ile (2012: 65), the catalogue of M&E studies, findings and recommendations should be used periodically to check what follow ups have been done and whether its recommendations are being implemented. This means that findings and recommendations made during its process should be implemented in order to improve service delivery.

5.3.4 Knowledge sharing

Based on the recommendation of the Presidency (2007) in Ile, Eresia-Eke and Allen-Ile (2012: 65), the institutions need to find ways of sharing knowledge and the wisdom generated through their M&E processes. According to the Presidency (2007), one way of doing so is the use of its forums which are being successfully used in some provinces, although there are other mechanisms available, such as learning circles and others. The choice of mechanisms should be noted in its strategy and connection in institutional knowledge management or learning strategies should be clearly spelled (Presidency (2007) in Ile, Eresia-Eke and Allen-Ile, 2012: 65).

Based on the above information, it means that if the process is implemented as envisaged within the public sector, it has the ability to provide information that can be used for evidence- based policy assessment for the improvement of governance purposes and the overall performance of the public sector (Govender, 2013: 815). In the same vein, in support of the above, Dassah and Uken (2006: 81) contend that within South Africa context of the public sector, the findings from its implementation could potentially provide for improving the sector. The section below will deal with the establishment of Department of Planning, Monitoring and Evaluation.

5.4 ESTABLISHMENT OF THE DEPARTMENT OF PLANNING, MONITORING AND EVALUATION (DPME)

After the national general elections of May 2014, the South African President announced the reconfiguration of some departments. These changes led to the merging of National Planning Commission Secretariat in the Presidency with the Department of Performance Monitoring and Evaluation to form a new Department of Planning, Monitoring and Evaluation (Presidency, 2015: 11).

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The establishment of DPME was necessitated by the challenges which still existed despite the introduction of the National Planning Commission and the Department of Performance Monitoring and Evaluation which were not improving the quality of services provided to citizens ranging from education, health care, creation of sustainable jobs, housing, safety and security, sanitation and social and economic infrastructure (Presidency, 2015: 10).

The mandate of this department is derived from Section 95(2) of the Constitution of the Republic of South Africa which states that the President should exercise executive authority , together with other members of Cabinet by: implementing national legislation; developing and implementing national policy; co-ordinating the functions of the state departments and administrations, preparing and initiating legislations; and performing any other executive function provided in the Constitution or national legislation (Presidency, 2015: 9). The new department has been allocated the following mandates:

- Facilitate the development of plans or delivery agreements for the strategic cross cutting priorities or outcomes of government.
- Monitor the implementation of these plans.
- Assess departmental strategic plans and Annual Performance Plans to ensure alignment with long-term and short-term plans.
- Monitor frontline service delivery.
- Carry out evaluations.
- Promote good planning and M&E practices in government (Presidency, 2015: 9).

It also has the following key performance areas as indicated in the table below:

Table 5.4: Strategic outcome orientated goals of DPME

Key result area	Strategic orientated goal 1	Goal statement
Administration	An efficient and effective department that complies with legislation, policy and good corporate governance principles	1. Provide strategic support, management and administration to the Ministry and Director General. 2. Exercise oversight responsibility regarding financial and performance reporting and compliance and related controls. 3. Implement effective Human resource

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		management practices to ensure that adequate and appropriately skilled human resource are in place. 4. Provide ICT to enable the department to deliver on its mandates
Key result area	Strategic oriented goal 2	Goal statement
Outcome monitoring and evaluation	To advance the strategic and developmental agenda of government through monitoring, reporting and recommending corrective measures on the implementation of the NDP and MSTF targets and evaluating key government programs	1. Coordinate and manage the outcomes system by monitoring and reporting progress on implementation of government priorities aimed at achieving the NDP priorities and evaluating impact 2. Government has an integrated and coordinated approach to planning, implementation, performance M&E in order to achieve prioritised outcomes 3. President assisted to put in place and monitor performance agreements with Ministers. 4. Political principals in the Presidency are advised and supported on strategic matters including on Cabinet memoranda and other key issues and initiatives 5. Support departments, other spheres of government, clusters and Cabinet committees to identify and address blockages in achieving government outcomes by applying appropriate

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		methodologies approaches such as Operation Phalisa 6. Conduct evaluation and policy research on key government programs in support of the GWM&E system
Key result area	Strategic orientated goal 3	Goal statement
Institutional performance monitoring and evaluation	To strengthen institutional performance through regular monitoring, evaluation and support	1. Assess management practices using the Management Performance assessment tool on an annual basis 2. Monitor the quality and experiences of citizens when receiving government services such as health in government facilities using appropriate tools of measurement in selected facilities 3. Involve citizens in monitoring of government services at selected facilities 4. Lead PM&E capacity development and knowledge management initiatives, and facilitate better use of PM&E knowledge across government with South African and international partners
Key result area	Strategic orientated goal 4	Goal statement
National Planning	To facilitate integrated short, medium to long-term planning and policy coherence in support of the implementation of the NDP and government program	1. Promote coherent policy making planning and implementation of government program 2. Facilitate the development of medium and long-term plans in all spheres of government.

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		3. Provide oversight, direction and regulation in respect of strategic and annual performance planning in government 4. Support the development of high level planning framework to guide the detailed planning in departments, government agencies as well as provincial and local government 5. Engage different sectors of society on aspects of planning that go beyond government to solicit input and secure buy-in
Key result area	Strategic orientated goal 5	Goal statement
Youth development	To promote youth development and empowerment	1. Develop youth policies 2. Transfer budget to the National Development Youth Agency? 3. Facilitate youth development in line with policy 4. Oversight over National Youth Development Agency

Source: Presidency (2015: 13-14)

Its strategies as depicted in the above table are an attempt by government to fix the challenges of provision of services of poor quality as reasons for its establishment. It is a new model to monitor and evaluate the performance of government and delivery of public service.

One of its mandates as outlined above is the monitoring of frontline services. This is one of the important aspects in this study because infrastructure development is one of the frontline services and it will be dealt with in the ensuing section.

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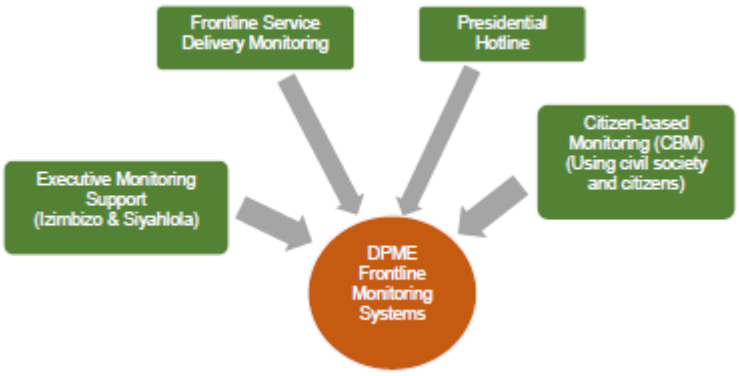
5.5 DEPARTMENT OF PLANNING, MONITORING AND EVALUATION FRONTLINE MONITORING SYSTEMS

The strategic objective of the frontline monitoring system is to monitor the quality of the services provided to citizens at institutional and facility level (Presidency, 2018: 9). It has the following functions:

- To develop and implement monitoring systems that are responsive to priority at policy and service delivery level;
- To provide support to political principals on taking government to the people through the Presidential/Ministerial Siyahloba and Imbizo Programs;
- To establish, coordinate and enhances citizen based monitoring system; and
- To manage the Presidential Hotline, coordinate and enhances complaints resolution systems in government (Presidency, 2018: 9).

It also comprises of four complementary but unique features as illustrated in the figure below.

Figure 5.4: DPME frontline monitoring system



Adapted from Presidency (2018: 10)

The four features of frontline monitoring system are discussed hereunder.

5.5.1 Executive monitoring support

Monitoring findings have revealed that poor service delivery is often as a result of political interference and lack of boundaries between the political and administrative interface. Therefore, political will and leadership to deliver effective services is paramount at all levels of government, from the President of South Africa to ward councillors on the ground (Presidency, 2018: 10). The Executive monitoring support consists of two approaches which are: Presidential Siyahloba Monitoring Program which is a

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mechanism for direct monitoring of sector focused frontline services by himself (Former President Zuma) and Cabinet through face-to-face with communities on specific areas of service delivery. The second approach is Izimbizo, which is a participatory frontline monitoring process which fosters meaningful dialogue between elected public representative and communities; and it promotes both social and public accountability, therefore, entrenching the principles of engagement and reconciliation of developmental state. The commitments between Political principals and communities agreed upon are expected to be monitored on quarterly basis by DPME (Presidency, 2018: 11).

5.5.2 Frontline service delivery monitoring

Frontline service delivery monitoring program monitors government facilities in collaboration with the Offices of the Premier in all nine provinces. The intention of the program is not to cover all facilities, but to demonstrate the value of on-site monitoring to selected facilities and catalyse delivery improvement. Basically, the key message from this initiative is that sector departments need to strengthen planning and monitoring at facility-level by ensuring that norms and standards are in place, realistic and monitored continuously (Presidency, 2018: 11).

This monitoring dictates that unannounced visits should be conducted to assess the quality of service delivery in frontline service facilities. Further, it dictates that structured questionnaires should be used to guide interviews with citizens and staff. After the assessment, an improvement plan should be developed jointly with the facilities management and key decision makers from the relevant department. These facilities are viewed within the local context of communities. According to its mandates, the community structures and business councils are key stakeholders which should be used in the development plans. The implementation of the improvement plan should then be monitored (Presidency, 2018: 11-12).

5.5.3 Citizen based monitoring

According to Presidency (2018: 12), this is an approach used to monitor government performance with a focus on the experiences of ordinary citizens for purposes of strengthening public accountability and driving service delivery improvements. It places the citizens as active participants in shaping what is monitored, how the monitoring is done and what interpretations and actions are delivered from the data.

The Presidency (2018) further points out that participation of citizens in monitoring government service delivery is an ad hoc and, in many sectors not present, it is currently not valued as a way to enhance the efficiency and quality of service:

- Monitoring systems and practices of sector department are largely dependent on government monitoring itself.

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- Citizen-government monitoring mechanisms at the service delivery site level are generally weak or absent.
- Low levels of trust currently exist between organised civil society and government around service delivery monitoring (Presidency, 2018: 12).

5.5.4 Presidential hotline

The Presidency (2018: 12) explains presidential hotline as a platform established for citizens to escalate their challenges to the President when all other complaints management systems have failed. It has designated toll free number (17737) and receives complaints from all over the country working with national departments and offices of the Premier to resolve cases. This hotline monitors case resolution time and citizens satisfaction of the process and the outcome of the complaint. In addition, to make the hotline effective, the capacity to analyse emerging trends to the types of complaints reported has been developed, instance, disaggregating information to provincial and local government, ward and facility level. To strengthen the scope and depth of frontline service delivery monitoring systems, there are coordinators appointed for each of the nine provinces (Presidency, 2018: 12).

According to the Presidency (2018: 12), the frontline monitoring system was prioritised in 2018/2019, including the strengthening of the capacity of the Office of the Premiers (OTPs) to monitor provincial and local government frontline performance. That means the Provincial governments have huge responsibilities to ascertain that all plans and projects in their respective provinces and municipalities are implemented accordingly. In order to do this, DPME proposed an area- based approach to its operational model which will allow for contextual realities of each province to be identified proactively, thus being more responsive to identify early warning signs and unintended consequences of policy implementation as depicted below.

The figure below shows various stakeholders who will be involved in the M&E processes, who are the DPME structures, government and civil society. The below structure implies that ordinary citizens and professionals (academia) will now be part of M&E activities. Therefore, it means monitoring visits will now take a more participative approach involving various stakeholders. This will assist in solving some incapacity challenges of the municipalities. Cloete (2002: 287) provides that local municipalities have inexperienced and uncommitted administrators and political office-bears; organisational culture that protects self-interest; and corruption. Therefore, involvement of other structures will assist with experience and making the process transparent. It will also assist in making the municipalities more accountable to its citizens.

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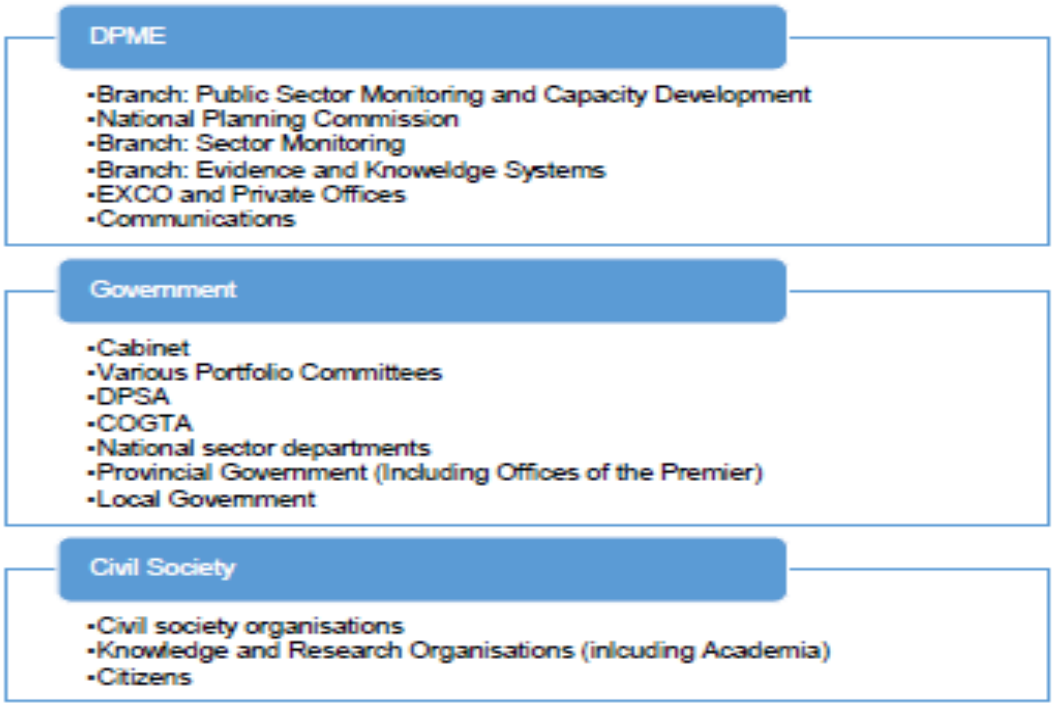
The figure below illustrates the stakeholders that have been identified as crucial in the various frontline monitoring system processes, especially in terms of feedback.

Figure 5.5: Frontline monitoring system stakeholders



Source: Presidency (2018: 15)

. The following types of visits are proposed:

- **Pre-identified monitoring visits**: This type of visit will be based on pre-identified areas of concerns at national, provincial, or municipal level. It is aimed at unblocking service delivery challenges effectively and efficiently.
- **Rapid-response monitoring visits**: This type of monitoring will occur when an emerging issue is identified and prioritised for frontline monitoring.
- **Executive monitoring**: This type of monitoring can take either of the DPME frontline monitoring system or a customised approach will be developed. Once a request is received on Executive monitoring the Rapid response approach will be followed which will include intergovernmental teams.
- **Program meta-monitoring**: This is constant refinement of the various program monitoring activities and methodologies; which will be an integral part of the 2019/2019 implementation. This will enable for accurate reporting on the implementation successes, challenges and revisions of the frontline monitoring and support program as well as inform the refinement of

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the approach for full roll-out in 2019/2010 (Presidency, 2018: 20-21). The section below will deal with role players in M&E system of the Republic of South Africa.

5.6 ROLE PLAYERS IN MONITORING AND EVALUATION IN THE REPUBLIC OF SOUTH AFRICA

South African Government has several role players in the M&E. The following are some of the role players of M&E in the Republic of South Africa:

5.6.1 The Presidency

Section 85(1) of the Constitution of the Republic of South Africa, 1996 provides that the executive authority of the country is vested in the President of the country. Section 85(2) of the same Constitution further states that the President, together with the members of the cabinet, should exercise executive authority through the development and implementation of national policy and legislation, and coordinate the functions of state departments and administration. The Presidency also plays a role regarding coordinating, monitoring, evaluating, and communicating government policies and programs, as well as accelerating integrated service delivery. Further, evaluation of the implementation of government strategy and its impact, as measured against desired outcomes, is also one of its essential aims (Presidency, 2007:17).Therefore, GWM&E system should be able to provide it with accurate and reliable information that allows it to assess the impact achieved by departments, as well as encourage and promote policy revisions where necessary. It further points out that, GWM&E system should also be able to provide information about the performance of agencies implementing the Program of Action and the impact of long-term efforts to improve economic performance and alleviate poverty (Presidency, 2005:11).

The Constitution of the Republic of South Africa further requires that all three spheres of government to work together and participate in development programs to redress poverty, under-development, marginalisation of people and communities. In this regard, The Presidency plays a crucial role in the coordination, monitoring, evaluation and communication of government policies and programs, and accelerating integrated service delivery. It also aims to evaluate the implementation of government strategy, including its impact as measured against desired outcomes (Presidency, 2005: 11).

5.6.2 National Treasury

The National Treasury's mandate is informed by sections 215 and 216 of the Constitution, and other legislations such as the Public Finance Management act (PFMA) of 1999 and the Municipal Finance Management Act (MFMA) of 2003. Their engagement with the GWM&ES framework revolves around ensuring that information on inputs, activities, outputs and outcomes underpin planning, budgeting,

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implementation management and accountability reporting to promote economy, efficiency, effectiveness and equity, as well as transparency and expenditure control. Section 215(1) of the Constitution, 1996 provides that the national, provincial and municipal budgets and budgetary processes should promote transparency, accountability and effective financial management of the economy, debt and public sector. Their role in GWM&ES is to ensure that information about outputs, activities and outcomes underpin planning and budgeting, including implementing management and accountability reporting to promote economy, efficiency, effectiveness, equity, transparency and expenditure (Presidency, 2007:17). Therefore, it is essential that the system should provide them with data that allows it to assess that value for money is being practised by government as mandated by Batho-Pele principles (Presidency, 2005:11).They have also developed an extensive monitoring system to assess compliance with the Municipal Finance Act, focusing on aspects such as budgeting timeliness, audit outcomes, supply chain management, and management of conditional grants (Engela & Ajam, 2010:11).

5.6.3 Statistics South Africa (STATS SA)

The mandate of STATS SA is informed, inter alia, by the Statistics Act (No. 6 of 1999), the 2002 January Cabinet Legkotla and the State of the Nation Addresses 2004 and 2005. Section 14.6(a), (b) and (c) of the Statistics Act makes provision for the Statistician-General to advise an organ of state on the application of quality criteria and standards. Section 14.7 (a) and (b) confers upon the Statistician-General power to designate statistics produced by other organs of state as official statistics. Section 14.8 clauses (a) and (b) authorises the Statistician-General to comment on the quality of national statistics produced by another organ of state; and to publish such other department's statistics.

5.6.4 Department of Public Service Administration (DPSA)

DPSA's mandate is framed by the Public Service Act. This department is responsible for public service transformation to increase public service effectiveness and improve governance. It acts as the custodian of public management frameworks, performance and knowledge management and service delivery improvement. It co-chairs the Governance and Administration Cluster and the GWM&ES Working Group. The department of Public Service and Administration is responsible for ensuring improved governance and effective public service. The department also acts as a curator of public management frameworks, performance, and knowledge management and to improve service delivery. A connection of this department and the system exists as the department co-chairs the Governance and Administrative cluster and the GWM&ES working group (The Presidency, 2007:18). Therefore, the system should be able to provide the particular department with information it needs to assess whether human resources are well used, managed and developed.

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5.6.5 Department of Cooperative Governance and Traditional Affairs (COGTA)

Department of Cooperative Governance and Traditional Affairs strives to develop national policies and legislation about provincial and local government, monitor the implementation of these policies and support them in executing their constitutional and legal mandate (The Presidency, 2007:18). Therefore, M&E systems should provide this department with information that allows it to assess how well provinces and local authorities are working towards fulfilling their mandates (The Presidency, 2005:11). In addition, it plays an essential role in determining the final architecture of South African GWM&ES (Geyser & Olivier, 2007: 4). According to Engela and Ajam (2010:12), this department is the champion of the local government five-year reform agenda which consists of three main priorities, namely: mainstream hands-on support for improving municipal governance, performance, and accountability in both crosscutting issues and five key performance areas; addressing structural governance and public participation; and focusing on strengthening policy, regulatory, and fiscal environment and enforcement measures.

It derives its mandate from the Constitution, Chapter 3 and 7 as well as other legislation such as the Municipal Structures Act of 1998 and the Municipal Systems Act, 32 of 2000. Its core function is to develop national policies and legislations with regards to provinces and local government, to monitor their implementation and to support them in fulfilling their constitutional and legal mandate.

5.6.6 National School of Government (NSG)

The mandate of the NSG is informed by the Public Service Act, 1994, Chapter II Section 4(2). The Institute:

- Shall provide such training or cause such training to be provided or conduct such examinations or tests or cause such examinations to be conducted as the Head: South African Management and Development Institute may with the approval of the Minister decide or as may be prescribed as a qualification for the appointment, promotion or transfer of persons in or to the public service;
- May issue diplomas or certificates or cause diplomas or certificate to be issued to persons who have passed such examinations. The national School of Government will also play an important capacity building role in rolling out the GWM&ES policy framework.

5.6.7 Office of the Public Service Commission (OPSC)

Section 196(4)(b) of the Constitution of the Republic of South Africa, 1996 provides one of the functions and powers of the OPSC as to investigate, monitor and evaluate the organisation, administration and personnel practices of the public service. It is also mandated to evaluate the success or otherwise of government programs ; and is obliged to promote measures that ensure

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effective and efficient performance within the public service, as well as promote values and principles of public administration throughout the public service (The Presidency, 2007:18). Engela and Ajam (2010:12) state that it utilises the Annual State Report as one of its key governance M&E instruments. The report assesses whether national and provincial departments adhere to the principles of public administration, as enshrined in the Constitution of the Republic of South Africa, 1996.

It derives its mandate from sections 195 and 196 of the Constitution, 1996. It has been tasked with investigating, monitoring, and evaluating the organisation and administration of the public service. This mandate also entails the evaluation of achievements, or lack thereof of government programs. It also has an obligation to promote measures that would ensure effective and efficient performance within public service and to promote values and principles of public administration as set out in the Constitution, throughout the public service (e.g. professional ethics, efficient, economic and effective use of resources, impartial, fair and equitable service provision, transparency and accountability).

5.6.8 Auditor-General

Section 20(1) (c) of the Public Audit Act, 2004 requires that the Auditor-General expresses an opinion or conclusion on reported information of the audited against pre-determine objectives. Provisions also exist in terms of the Local Government: Municipal Systems Act, 32 of 2000 and the Local government: Municipal Finance Management Act, 2003 at local level (The Presidency, 2007:19). According to Engela and Ajam (2010:13), since 2005/2006, it has provided management and audit reports on shortcomings in policies, systems, and procedures of government departments and agencies. The annual reports of government departments need to include, inter alia, audited financial statements and statements of program performance. Section 20(1) (c) of the Public Audit Act (25 of 2004) requires that it expresses an opinion or conclusion on “reported information of the auditee against pre-determined objectives”. Similar provisions exist in terms of the Local Government: Municipal Systems Act, 32 of 2000 and the Local Government: Municipal Finance Management Act, 56 of 2003 at local sphere.

5.6.9 Provincial Offices of the Premier

Section 125(1) vests the executive authority of a province in the Premier, who together with the provincial executive council, exercises this authority through the development and implementation of provincial policy, the implementation of national policies in concurrent function areas, and the coordination of the functions of the provincial departments. The Premier as the political head of the provincial government is also responsible for the implementation of Chapter 3 of the Constitution on cooperative government. The Office plays a critical leadership role in the development and implementation of Provincial Growth and Development Plan (PGDP). It also plays an essential role in

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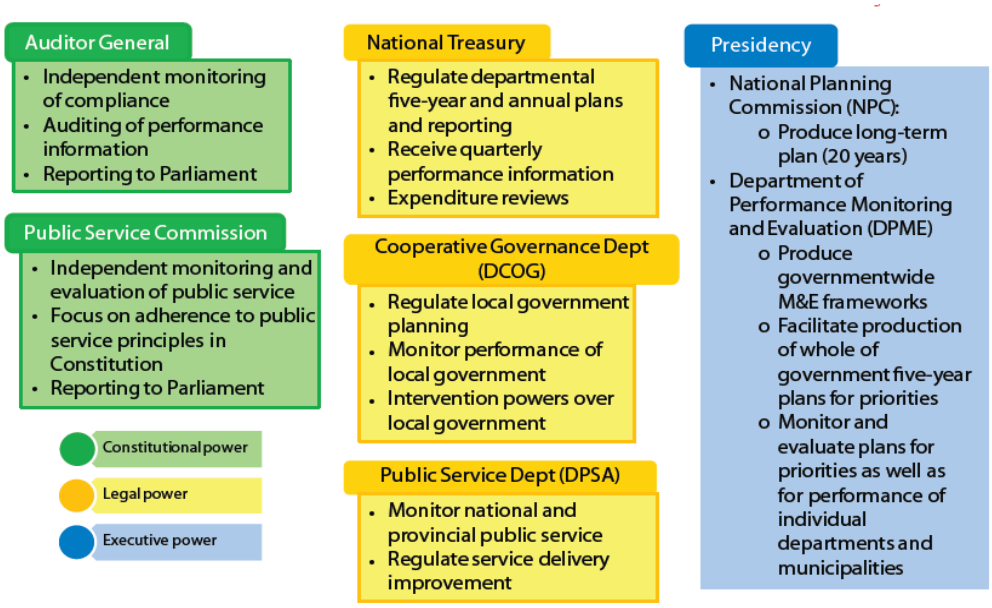
the development and implementation of provincial and national policies and PGDP, and the coordination of provincial departments (The Presidency, 2007:19). The Office, in support of provincial and national priorities and plans, provides consistent strategic leadership and coordination in policy formulation and review, planning and overseeing the planning and implantation of service delivery (The Presidency, 2008: 2). It further has a responsibility to monitor the provision of basic municipal service delivery to ensure progressive realisation of the socio-economic rights of citizens in the province (The Presidency, 2008: 23).

The figure below depicts a summary of main stakeholders in M&E in South Africa. Based on it, the Auditor General has Constitutional power, National Treasury has Legal power, and Presidency is having Executive power.

Figure 5.6: Main stakeholders in M&E in South Africa and their source of authority



Source: Goldman *et al*. (2012: 2)

The above section was dealing with different role players of the system. Then the section below presents legislative framework for M&E in the Republic of South Africa.

5.7 LEGISLATIVE FRAMEWORK FOR MONITORING AND EVALUATION IN SOUTH AFRICA

Hereunder is a brief presentation of the policies that provide the legislative framework for M&E in the South African public sector:

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5.7.1 Constitution of the Republic of South Africa, 1996

Section 152 of the Constitution of the Republic of South Africa, 1996 directs the local government to provide democratic and accountable government for local communities, to ensure the provision of services to communities in a sustainable manner, to promote a safe and healthy environment, and to encourage the involvement of communities and community organisation in the matters of the local government. In addition to that, Section 153 of the same Constitution further states that municipality must structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and participate in national and provincial development programs. Furthermore, the same Constitution considered monitoring and evaluation of provision of services to the communities so important that it specifically mandated the Public Service Commission to undertake all public sector evaluation, thus providing a model of how seriously monitoring and evaluation should be taken. Section 196 (4)(b) of the Constitution , 1996 provides in this respect that the powers and functions of the Public Service Commission are to investigate, monitor and evaluate the organisation, administration and personnel practices as well as proposing measures to ensure effective and efficient performance within the public service.

5.7.2 Local Government: Municipal Systems Act, 32 of 2000

The Local Government: Municipality Systems Act, 2000 provides that the national government has monitoring and oversight role to ensure the necessary levels of compatibility, uniformity and consistency. Furthermore, it states that, national government needs to develop an overall framework for a system of monitoring and evaluation oversight within other organs of the State, particularly provincial governments. The same Act further states that the Member of the Executive Council (MEC) for local government in a province must establish mechanisms, processes and procedures to: Monitor municipalities in the province to manage their own affairs, exercise their power and perform their functions; monitor the development of local capacity in the province; and assess the support needed by municipalities to strengthen their capacity to manage their own affairs, exercise their powers and perform their functions. Furthermore, the same Act stipulates that, every municipality is required to develop and implement Performance Management System (PMS) which must contain key performance indicators as a yardstick for measuring performance, including outcomes and impact with regard to municipality's development priorities and objectives; and measurable performance targets for each of the development priorities and objectives. In addition, the above-mentioned Act provides that regarding to each development priorities and objectives and against the key performance indicators and targets, a municipality must monitor performance, measure and review performance at least once a year.

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5.7.3 The South African Cabinet approval of Government Wide M&E System

According to Engela and Ajam (2010: 2) the South African Cabinet approved recommendations from the President's Office on an implementation plan to develop Government Wide Monitoring and Evaluation System (GWM&ES) in 2005. It was to include functions such as monitoring, evaluation, early warning, data verification, data collection, analysis, and reporting (Engela & Jam, 2010: 2). The role of monitoring and evaluation system in the policy cycle of planning, implementation, and monitoring was also established. According to the GWM&ES (2005: 6), the government's major challenge was to become more effective, hence they suggested that M&E processes can assist the public sector in evaluating its performance and identifying the factors which contribute to its service delivery outcomes. In addition, in 2011 the Presidency established a National Evaluation Policy Framework (NEPF) which provides the basis for a minimum system of evaluation across government. Its main purpose is to promote quality evaluations which can be used for learning to improve the effectiveness and impact of government, by reflecting on what is working and what is not working and revising interventions accordingly. It further seeks to ensure that credible and objective evidence from evaluation is used in planning, budgeting, organisational improvement, policy review, as well as on-going program and project management, to improve performance (The Presidency, 2011: iii).

5.7.4 South African Statistics Quality Assurance Framework (SASQAF)

According to Stats SA (2010: 1) the new South African government inherited a statistics void, at least as far as reliable information fits to be used in benchmarking and monitoring progress in service delivery was concerned. Furthermore, statistics gathered at the time had little value as a basis for informed decision-making, the development of policies, or the planning required for a massive program of social transformation. The new government needed to integrate and rationalise the production of national statistics by amalgamating the homeland statistical offices with the then Central Statistical Service (CSS). It was then transformed into Stats SA which was to be transformed due to fragmented decentralised system of statistical production inherited in 1994 (Stats SA: 2010:1). Stats SA has used its statutory leadership to develop the National Statistics System (NSS) as one of its strategies to align the use and production of statistics, particularly those collected within the various institutions and organisations of national, provincial and local government, and other organs of state. SASOAF has been developed to provide the framework and criteria used for evaluating and certifying statistics produced by government departments and other organs of state and, in some circumstances, by non-government institutions and organisations (Stats SA, 2010:2). Furthermore, Stats SA (2010:2) stipulates that, SASQAF draws distinction between official and national statistics. National statistics refer to those statistics used in the public domain but which Statistician -General (SG) has not certified as being official. Official statistics are those statistics that have been certified by the SG as being official in terms of Section 14 (7) (a) of the Statistics Act (Stats SA, 2010:2).

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5.7.5 National Treasury Framework for Managing Program Information, 2007

The National Treasury Framework for Managing Performance Information was published by the National Treasury in May 2007 which is applicable to all entities in the national, provincial and local spheres of government. This framework's main aims is to clarify definitions and standards for performance in support of regular audits of such information where appropriate; improve integrated structures, systems and processes required to manage performance information; define roles and responsibilities for managing performance information; and promote accountability and transparency by providing parliament, provincial legislatures, municipal councils and the public with timely, accessible and accurate performance information (National Treasury, 2007:1).

According to the Presidency (2014: 2-3), M&E has been developed in government as part of reforms to strengthens its systems and operation where the Department of Public Service and Administration introduced an employee Performance Management System; National Treasury introduced the use of output targets and performance reporting against these in departmental strategic plans, Annual Performance Plans (APPs), and annual report. The Auditor General followed by auditing reported performance against the predetermined objectives in the APPs, as part of the annual audit of departments which is included in the annual report of departments; and the 2011 National Evaluation Policy Framework produced by DPME.

The section below will deal with the success and challenges which South African government institution faces in their implementation of M&E.

5.8 CHALLENGES AND SUCCESS OF MONITORING AND EVALUATION IN SOUTH AFRICA

The DPME has undertaken a survey of national and provincial departments in 2012 to understand how M&E was used by department (Phillips, Goldman, Gasa, Akhalwaya, & Leon, 2014: 402). The following challenges were discovered by that survey from the most to the least:

- Problems not treated as an opportunity for learning and improvement.
- Senior management does not champion it and honesty about performance.
- It is regarded as the job of its department.
- It is seen as policing and a way of controlling staff.
- The unit has little influence in the department.
- Fear of admitting mistakes or problems.
- The hierarchy makes it difficult to openly and robustly discuss performance.
- Little respect for evidence-based decision making in the department.
- Resistance from officials to transparent decision-making in the department.
- Problems are concealed (DPME (2012) in Phillips *et al.*, 2014: 402).

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In addition, the Department of Water and Sanitation (2017: 12-13) also has identified the following as challenges of M&E in South Africa:

- Lack of baseline data and information impedes its value and impact.
- Inadequate understanding of and attention to M&E in project design and subsequently inadequate resource allocation and hierarchical organisation decision-making;
- Lack of commitment to monitoring by the project staff and implementing partners leads to delays in implementing monitoring systems and to lack of information use by project managers;
- Monitoring seen as an obligation imposed from outside, with project staff mechanically filling in forms for mangers and the project managers seeing monitoring only as a form of data collection in the process of writing reports for donors;
- Irrelevant and poor-quality information produced through monitoring at various programs stages may prevent the ability to evaluate whether the project has attained the deserted project outreach, effect and impact;
- Little or no attention to its needs and potentials of other stakeholders and other local cooperating institutions;
- Widespread lack of its integration and cooperation between project and project management with no clear, mutual agreed-upon guidelines;
- Its documents that do not address or resolve identified problems leaving a disjuncture between the program, its overall intent, and the need to effectively monitor progress;
- Over-ambitious monitoring systems, with excessive information required and daunting methods that serve to impede the ability to undertake it;
- Poor use of participatory and qualitative methods of it, with this often being an add-on function for technical staff who are busy with the day-to-day business of project implementation;
- Lack of accountability of staff for delivery means that its activities or outcomes may not actually result in directed actions to address issues rendering the it void; and
- Differentiation of its activities, with evaluation being contracted out. This leads to it not being an iterated system for improvement-orientated critical reflection.

The challenges above show that there is a need to plan for learning and adaptation in government departments. Goldman, Phillips, Engela, Akhalwaya, Gasa, Leon, Mohamed and Mketi. (2014: 374-375) identified some of the challenges which South African Government institutions encounter which are as follows: avoiding duplication of reporting; weak integration of planning system; limited use of budget analysis in the implementation plans; and no incorporation of monitoring as part of the management function; and M&E not seen as a key part of the strategic function in national and provincial spheres, essentially for planning and budgeting, tracking progress, learning, and improving implementation.

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According to Phillips, Goldman, Gasa, Akhalwaya and Leon (2014: 402), all managers need to view monitoring as one of their basic management functions, facilitating continuous improvement. Further, the same authors argue that evaluation must be seen as a strategic investment in strengthening what government does in directing future investment. They also point out that since 2009, a strong M&E system has been built in South Africa, building on its political support as a means of understanding what is happening in government and why and to see through the opaque glass of the bureaucracy. Furthermore, they contend that, the political desire for this has strengthened in the 2014 election, partly due to perceive value of the range of systems developed in the preceding four years. Furthermore, they point out that there has been a strong pressure for the system from Cabinet, from the ruling party, and a political champion in a Ministry established in the Presidency, and strong technical team has been developed in DPME which has helped to develop credibility for the new department, and meant that it is being given a strong mandate following the 2014 elections (Phillips *et al.,* 2014: 405).

On the other hand, Goldman *et al*. (2014: 373) highlight the following emerging successes of M&E in South Africa:

- There has been an increase on the strategic focus by government on achieving a limited number of outcomes;
- Introducing a whole-government planning which is linked to outcomes, inputs and activities to outputs and outcomes;
- Greater coordination between departments and spheres of government;
- Efficient use of the limited resources; and
- Emphasis on measuring results.

5.9 SUSTAINABILITY OF MONITORING AND EVALUATION IN SOUTH AFRICA

Kusek and Rist (2004: 151) contend that M&E should be regarded as a long-term effort, as opposed to an episodic effort for a short period or for the duration of a specific project, program or policy. Mackay (2007) refers to sticks, carrots and sermons as three types of incentives that may be used to implement and sustain its system. “Carrots provide positive encouragement and rewards for conducting it and utilizing the findings”. This is an encouragement for its unit to conduct and use its findings. “Sticks include prods or penalties for ministries or individual civil servants who fail to take performance and M&E seriously”. “Sermons include high level statements of endorsement and advocacy concerning its importance” (Mackay, 2007: 62). There are different ways in which sustainability of M&E is being addressed in South Africa. Some of those are outlined hereunder:

- Enhancing the demand for and use of its information, for example, by cabinet, by Directors, by Parliament, so key decision makers see the value;

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- Increasing responsiveness to politicians, so they see it as adding value to what they wish to achieve;
- Building commitment to DPME's approach by moving from directive style to a coordinating style, where DPME is a champion and shows leadership around it, but builds the involvement and commitment of partners;
- Strengthening the perceived value of DPME is providing to help departments achieve their objectives, to internalise the system, and to use it for improving performance, and the process ensuring that departments take the credit for success;
- Building a coalition for its support, for example, through a national Evaluation Technical Working Group, proactive work with National Treasury, joint study tours, as well as forums that strengthen its voice (for example, a National Forum and Provincial Forum);
- Strengthening capacity around the system, using learning events, exchanges, and training; and
- Looking to simplify systems, for example, to reduce duplication in reporting, so increasing the perceived added value that DPME brings (Phillips *et al.*, 2014: 404).

According to Phillips *et al.* (2014: 404), there are areas where further work needed to further promote sustainability and the effectiveness of the system going forward: Strengthening use of its systems for accountability functions, notably by parliament; continuing to improve the effectiveness of the systems and so their added value; developing political consensus on the importance of internal monitoring as part of a broader public service reform and management development process, and that supporting continuous improvement is a key task of a central body coordinating M&E, such as DPME; and increasing the consequences around the failures it identified, as well as celebrating successes, so it has greater impact on improving performance; and some feel that legislation is needed to back the system and ensure that it is followed.

However, the system cannot be effective without structures which provide its support. The Monitoring and Evaluation Framework in Support of Cooperative Governance (2010: 15) in this respect contend that, in addition to the existing structures provided for in legislation, other structures such as Forums will be used for its support. These structures are depicted in the figure below:

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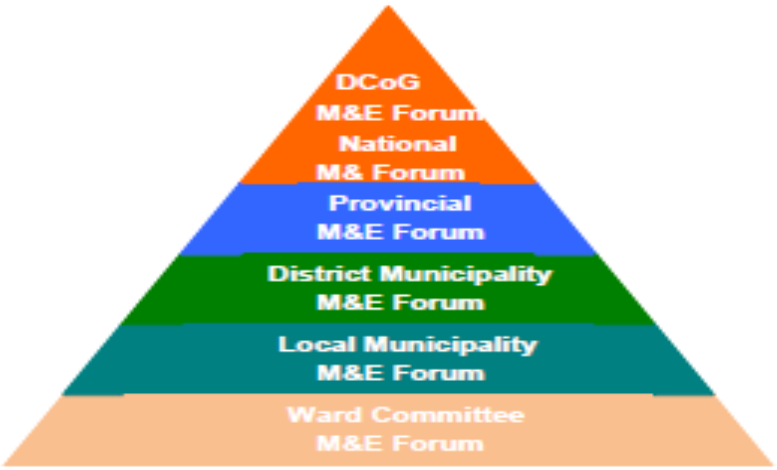
Figure 5.7: M&E Forums



Source: Monitoring and Evaluation Framework in Support of Cooperative Governance (2010: 16)

The function of each forum depicted in the figure above are explained below:

- **National local Government M&E Forum**- It will allow national sector departments, provinces (Offices of the Premiers, Provincial Departments COGTA), state owned entities and key stakeholders for example, the South African Local Government Association to participate in the implementation and monitoring of Local Government Turnaround Strategy (LGTAS). The national forum is a critical component in respect to ensuring enhanced coordination and the institutionalisation of monitoring, reporting and evaluation at a national level.
- **Provincial M&E Forum-** It will support the coordination of the implementation, monitoring and reporting of the Municipal Turnaround Strategy (MTAS). It will also ensure the participation of sector departments in the sharing of information on their plans. The Forum will also be used to validate information being submitted to the intergovernmental forum. The process of establishing the forum has to be led by the Offices of the Premier, supported by the provincial Departments responsible for local government. Representation will include sector Departments and District municipalities.
- **District M&E Forums**- At this level, it will support the implementation through knowledge sharing on experiences and information for continuous improvement. Including the coordination of information from local municipalities. The successful implementation lies not only in the identification of priorities, but in the coordination of implementation across and between the three spheres and sectors.

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- **Local M&E Forums**- These will improve participation of civil society as a vehicle to achieve and magnify their voice and to put additional pressure on government to achieve higher levels of performance (Monitoring and Evaluation Framework in Support of Cooperative Governance, 2010: 16).

The above discussion provides that each sphere of government should have its forums. The questions which may be asked are: do the local municipalities have forums? If so, who are the people in those forums? And what are their responsibilities? The next section will deal with M&E in local government.

5.10 MONITORING AND EVALUATION IN LOCAL GOVERNMENT

According to Mettler (2000: 1), local government is an autonomous sphere of government and its powers are derived from the Constitution and other Legislations. Ishmael (1996: 12) defines local government as that level of government which is commonly defined as decentralised, representative institution with general and specific powers devolved to it by a higher tier of government (central or provincial) within a geographical defined area. According to South African Local Government Association (SALGA) (2017) in Mello, 2018: 2), The Republic of South Africa is divided into 278 municipalities that constitute the local sphere of government (8 metropolitan municipalities, 44 districts and 226 local municipalities). Mello (2018) adds that these municipalities are classified into categories A (metropolitan), B (district) and C (local). Further, these municipalities differ in terms of their capacity to deliver municipal services. These municipalities are either urban (category A or semi urban or rural (mainly category B and C). Urban municipalities have the capacity to attract more qualified employees, whereas rural municipalities have a higher turnover of qualified employees (Mello, 2018 2). Mello (2018: 2) adds that the inability to retain qualified employees impacts negatively on the ability of municipality to retain essential skilled employees who are key to improving M&E services.

The establishment of these different municipalities is one the governments' attempts to bring government closer to the people. According to Mello (2018: 1), many municipalities in South Africa are not performing as expected because of a host of problems that include weaknesses in the systems. Therefore, each municipality should regard M&E as an integral component of their plan in order to perform as expected for the enhancement of the services which they provide to the communities.

Section 152 of the Constitution of the Republic of South Africa, 1996 stipulates that the objectives of local government are: To provide democratic and accountable government for local communities; to ensure the provision of services to communities in a sustainable manner; to promote social and economic development's; to promote safe and healthy environment; and to encourage the involvement of communities and community organisations in the matters of local government. In

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addition, Section 153 (a) and (b) of the Republic of South Africa Constitution, 1996 outlines clearly, the development duties of the municipality: Structure and manage its administrative as well as budgeting and planning processes, to give priority to the basic needs of the community and to promote the social and economic development of the community; and to Participate in national and development programs. Section 154 (1) of the same Constitution provides that National government and Provincial government must support and strengthen the capacity of municipalities to manage their affairs, exercise their powers and perform their functions. In addition, Section 139 (1) further provides for the intervention of provincial government in the affairs of the municipalities by stating that when a municipality cannot or does not fulfil an execution obligation, as set out by the Constitution and other legislation, the provincial executive may intervene by taking any appropriate steps to ensure fulfilment of that obligation. Therefore, both national and provincial governments are obliged by law to assist the local municipalities in conducting their constitutional obligation of providing better services to the people. It means the national and provincial government has a role to assist the municipality in the implementation of their infrastructure development agenda and assist them in monitoring and evaluation of those development projects.

Further, Section 5 of the Local Government: Municipal Systems Act, 32 of 2000 provides that municipalities must regularly disclose their activities to the public, and Section 11 of the same Act requires municipalities to monitor the impact of its programs, plans and policies. In addition, Section 38 and 41 of the same Act require municipalities to set targets to allow for the monitoring and review of performance based indicators which are linked to IDP of the municipality; and integrate and report on a set of general indicators that are prescribed by the Mister of local government. This implies that municipalities are obliged by the legislations of this country to monitor and evaluate their service delivery implementation and make information available about their performance to all its citizens.

Section 166 of the Local Government: Municipal Finance Management Act, 56 of 2003 further provides for the establishment of Audit committees. The audit committees are meant to be independent statutory committees with a responsibility to advise the municipal council, councillors, and the accounting officer of the municipality and the top management team. Their scope regarding the advisory roles include, amongst others, performance management and evaluation, risk management, good governance as well as matters pertaining to financial control and internal audits (Mello, 2018: 4). Therefore, it means that, the Audit committees are also expected to assist in the monitoring and evaluation of municipal activities. In addition, Section 79 of the same Act further provides for the establishment of Municipal Public Accounts Committees (MPACs). The terms of reference of MPAC are wide-ranging and include:

- Unforeseen and unavoidable expenditure.
- Unauthorised, irregular, fruitless and wasteful expenditure.

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- Quarterly report of the mayor.
- Monthly budget statements.
- Midyear budget and performance assessment.
- Submission and auditing of financial statements.
- Submission of annual reports.
- Oversight report on annual report.
- Issues raised by Auditor-General of South Africa in audit reports.
- Audit committee.
- Integrated development plans.
- Performance management plans.
- Monitoring of the budget (Mello, 2018: 4).

Based on the above, it also means that MPAC is another structure which is empowered to assist in M&E at the local government. The Presidency also drafted twelve outcomes which were based on the Medium-Term Strategic Framework (MTSF) (Presidency, 2010: 13). According to the Presidency (2014: 1), the MTSF was finalised in 2014 and outcomes 9 (nine) which focus on local government aim for a responsive, accountable, effective and efficient developmental local government system. The MSTF, according to the Presidency (2014: 7-13) plans to achieve outcome 9 (nine) by developing an M&E system that will cover the following actions:

- Establish integrated monitoring system for tracking the implementation of the pipeline of projects;
- Developing, monitoring and implementing a Development Planning Strategy to guide sector support to municipalities;
- Monitoring and reporting on the SDBIPs that are submitted in line with prescribed framework; and
- Monitor, assess and guide municipalities to comply with all the legislative requirements relating to municipal revenue, financial management and sustainability.

Based on the above discussion, municipalities are compelled by legislation to be efficient and effective and comply with legislation to monitor and evaluate their implementation of their development projects. They are also responsible for outcome 9 (nine) of the MSTF. Engela and Ajam (2010: 12) point out that the champion of the local government five-year reform agenda is COGTA, which consists of three main priorities, namely:

- Mainstreaming hands-on support for improving municipal governance, performance, and accountability in both crosscutting issues and five key performance areas;
- Addressing structural governance and public participation; and

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- Focusing on strengthening policy, regulatory, and fiscal environment and enforcement measures.

The DPME also developed the Municipal Assessment Tool which is heralded as an intervention to monitor and evaluate municipal performance within local government in South Africa. The Municipal Assessment Tool is aimed at providing: an integrated information base on the institutional performance of municipalities against key indicators to enable strategic leadership over local government sector; a comprehensive and robust evidence base for providing tailored support and/or intervention measures to municipalities in a coordinated and differentiated manner, and guidance to national and provincial departments by means of the performance information obtained through the assessments to enable them to better support municipalities identified areas of underperformance (Presidency, 2013: 1).

The results from those assessment, according to the DPME, should be used as a management tool for the Executive Mayor and Municipal Manager to reflect on the holistic performance of the municipality, and to take corrective steps to address areas of underperformance; a tool for coordinating the support and intervention programs of provincial departments of local governments and national departments and to tailor and integrate the support and intervention programs according to the specific performance gaps for each municipality; and nationally, as a tool providing critical integrated municipal level information to enable strategic leadership over the local government sector and guide local government policy (Presidency, 2012: 4).

5.10.1 Public participation

According to Reddy (1999: 13), the local government sphere is vital for democracy because it enables local people to participate in government matters that affect their well-being. Chaney (2016) argues that participation in government matters keeps the public abreast with the latest development happening in their municipality. Further, it is an avenue for active engagement in government affairs. Furthermore, it promotes a robust civil society because it provides community members and other local based stakeholders an opportunity to engage in civil society matters and activism aimed at community development (Chaney, 2016: 282).

Mokale and Schepeers (2006: 27) identified the following as benefits of public participation:

- It promotes a citizen-focused delivery of services because through continuous interaction with community, the municipality is aware of the needs and challenges faced by the community.
- It fosters a sense of direction with the community and highlights the most pressing community needs.

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- It brings out otherwise hidden talents and expertise from community members that the local municipality might never know existed had it not been for public participation.
- It helps with the identification of alternative solution because the participation process includes a wide range of people with a multiplicity of views and skills that the local municipality would not have known had it not engaged the community.
- It improves the municipality credibility if the municipality incorporates the community views.
- It promotes the community ownership of decisions and their outcomes because the community was part of the decision-making machinery.
- It gives the community a better understanding of projects and the objectives of the projects if the community was involved in the planning of the projects.
- It adds value to municipalities' decision because through wide consultation skills and wisdom from community members are utilised.

Based on the above discussion, it manifests that public participation accords community empowerment accommodating grassroots voices in the development of their communities and that can contribute towards the receiving of public services of high quality.

In addition, Naidu (2008: 86) points out that the active participation requires legitimate devolution of decision-making power to the grass roots community. That means public participation to be effective, decision-making authority should be escalated to the local levels of government to enable local communities to participate fully in local government affairs. Auriacombe and Silima (2013: 45) identify the following as the value of community participation in municipalities:

- It ensures that government actively addresses the real needs of communities in the most appropriate manner;
- It improves infrastructure and services to the community;
- It assists with building an informed and responsible community; and
- It permit municipalities to get buy-in from citizens they serve and develop partnership with stakeholders.

Ntshakala and Nzimande (2013: 114) regard community participation as the expectation that communities will be directly involved in decision-making. Madzivhandila and Asha (2012: 374) add by pointing out that, it is a vehicle which instils and promotes a culture of good governance; and enhances accountability and transparency in the local sphere of government. Ninh (2004: 11-19) puts it clearly that government agencies (implementers) and the community (receivers) should participate in its processes-not just the impartially evaluator. However, Government officials are reluctant to involve community members in it because they believe that they do not have the necessary skills. According

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to Save the Children (1995: 16) and O'Sullivan (2004: 25), public participation and stakeholder participation in the system and decision making:

- Improve the accuracy and usefulness of results; promote the feasibility and utilisation of monitoring and evaluation results;
- Enhances ownership of the project, program or policy;
- Expands understanding through different views; and
- Limits individual bias through multiple inputs.

Based on the above, public participation in the local sphere is an important way of bringing the local government and its people closer to each other. It promotes trust and collective ownership of successes and failures. It further provides them with the opportunity to learn from each other. In most instances it is up to the evaluator to assist stakeholders to articulate ideas and test their own paradigm within which they evaluate their world (Chen, 2005: 41). To ensure that stakeholders (especially beneficiaries) are involved throughout the project, institutions should adhere to the following steps. It may not always be possible to apply all of these steps; however every effort should be made to ensure stakeholders participate as much as is feasible:

Table 5.5: How to ensure stakeholder participation throughout a project

STEP	DETAILS
1. Before assessment	• Determine and clearly state assessment objectives • Inform the local community and local authorities well before the assessment takes place • Include both women and men in the project team • Make a list of vulnerable groups to be identified during assessment • Check what others have done in that community and get copies.
2. During assessment	• Introduce team members and their roles • Explain the time frame for assessment • Invite representatives of local people to participate • Create space for individuals or groups to speak openly • Hold separate discussions and interviews with different groups (i.e. local officials, community groups, men, women, and local staff). • Ask these groups for their opinions on needs and priorities. • Inform them of any decision taken. • Note: if it is not possible to consult all groups within the community at one time, state clearly which groups have been omitted on this occasion and return to meet them as soon as

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	possible. Write up findings, describing the methodology and its limitations. Use the analysis for future decision-making.
3. During project design	• Give local authorities and community, including the village committee and representatives of affected groups, the findings of the assessment. • Invite representatives of local people to participate in project design. • Enable the village committee to take part in project budgeting. • Check the project design with different groups of beneficiaries. • Design a feedback mechanism that is accessible and usable by all relevant stakeholders.
4. During implementation	• Invite local community, village committee, and local authorities to take part in developing criteria for selection of beneficiaries. • Announce the criteria and display them in a public place. • Invite the local community and village committee to participate in selecting beneficiaries. • Announce the beneficiaries and post the list in a public place. • Announce the feedback mechanism and encourage beneficiaries to provide feedback.
5. During distributions and other activities	• If recruiting additional staff, advertise openly and ensure this was accessible by the target community. • Form a project/activity committee comprising the village committee and government officials. • Consider how the planned activities will include the most vulnerable, such as disabled people, elderly people, and other poor or marginalized groups. • Give the local authority and local community a date and location for distribution or other activities in advance where and when safety allows. • List items for distribution and their cost and display this list in advance in public place. • Include people living a long way from the village or distribution point and consider providing transport costs. • Distribute first to groups who will face challenges with longer waiting times (e.g. pregnant or lactating women, elderly, disabled). • Ensure people know how and where to provide feedback and ca do so.
6. During monitoring	• Invite the village committee to take part in the monitoring process.

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	• Share findings with the village committee and communities.

Adapted from ECB (2007) in Altmann *et al*. (2016: 105-106)

The next section will deal with participative roles of different community stakeholders in M&E of infrastructure development projects at the local government level.

5.10.2 The role of traditional leaders

Traditional leadership is an institution governing a particular tribe according to customary law and has developed over many hundreds of years ago (Palmary, 2004: 12). According to Rugege (2003: 178), since the emergency of democracy in 1994, traditional leaders are focusing their energies on governance and service delivery issues. The Traditional Leadership and Governance Framework Act, 2003 (Act 41 of 2003) creates opportunities for these leaders to work together with municipalities in order to improve service delivery. This is relevant because they reside with their communities and are in a better position to understand the needs and concerns of their people. The participation of traditional leaders guarantees the legitimisation of the development projects by the traditional communities.

In addition, Sithole (2008) in Masuku and Ijeoma (2015: 19) believes that, they also have a role in leading, advising, participating, monitoring and evaluating the successes of any project or program that is aimed at developing rural people. Masuku and Ijeoma (2015: 18) concur that, they have a role in the process, however, they add that the municipality are not involving them. Further, Sharma (2010) in Masuku and Ijeoma (2015: 19) emphasises that they have a role in coordinating the district plans and monitor their implementation.

The Department of Cooperative Governance and Traditional Affairs (2003: 31) further explains that there is a renewed effort by government to focus on improving living conditions in rural areas in an integrated manner and to bring about sustainable development through the provision of water, electricity, clinics, roads, housing, telephones and land restitution. It further states that the institution of traditional leadership can play a key role in supporting government to improve the quality of life of rural people through promotion of service delivery, supporting social economic development and maintaining peace and harmony among community members. This implies that, the success of the government effort to bring the above developmental needs, would require traditional leadership to work in partnership with municipal councils. In addition, it provides for traditional leadership to play a role in the dissemination of government information relating to government policies and programs. Furthermore, it provides for traditional leadership to partner and commit to constructive dialogue for the benefit of rural communities: to assist in dedicating itself to work tirelessly to fast track housing delivery; assist in creating human settlements that give back dignity to traditional communities, house

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the homeless, ensuring that their homes are lifelong assets for them and their generations; accelerate the delivery of housing as a key strategy for poverty alleviation in rural areas; and to engage in removing obstacles which impede rapid delivery in rural areas.

It can be deduced from the above discussion that, for their subjects to receive services of high quality, traditional leaders need to monitor and evaluate the provision of those services. According to Stiftung (1997: 121), traditional leadership must be empowered to play a meaningful role in development. Therefore, when traditional leadership is not well informed, it will find it difficult to engage with development processes. In other words, traditional council must be represented on local councils and other forums which deal with provision of services, like the infrastructure development to their communities so that they receive information and participate actively in those development processes. This will enable community through traditional leaders to assess the performance of the municipality based on what was agreed upon in terms of original designed plans or priorities.

5.10.3 The role of ward councillors

The municipality as government sphere closest to the people, provides services to the communities through the ward councillor who is the politician closest to the communities. Clarke and Stewart (1996: 44-45) identified the following as some of the roles of ward councillors:

- They are elected representative acting on behalf of their electors in a geographical area.
- They ensure identification of priorities and resource allocation as priorities has to be defined and resource allocated.
- They ensure policy development to shape and guide service delivery.
- They also monitor and review projects.
- They as community leaders.
- They are strategic in matters of local government.

One of their roles as stipulated above, is to monitor projects. This means that they are one of the important stakeholders of M&E. In addition, Van der Waldt (2007: 5) stipulates that they should also ensure that the ways in which services are delivered, match the preferences of the community as to how these services should be delivered. In other words, it is their duty to represent the interest of the community they serve in the council and should promote the involvement of citizens in the design and delivery of municipal projects.

However, the ward councillor does not work alone, but works together with the ward committee. According to the White Paper on Local Government (1998: 64), these are area-based committees, whose boundaries coincide with the jurisdiction of the ward. They do not have original legislative and executive powers, however, they play an important role as consultants and advisors to the councils

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through ward councillors. In a ward committee, the diversity of interests is represented. As stipulated by Reddy and Sikhakane (2008: 681), it should comprise the councillor and persons representing women, youth, religious groups, sports and welfare, environment, education, community-based organisations, ratepayers associations, traditional leaders, the disabled, informal traders associations and community safety fora, and must not exceed 10 members. Therefore, it is its responsibility to keep the community informed of decisions, and report progress and achievement made by the council through their chairperson, who is the ward councillor. According to Department of Cooperative Governance and Traditional Affairs: Ward Committee Resource Book (2005: 18), they are an important way of reaching the broader community to assist them in accessing and understanding information of the municipality. That information include:

- Budget and related documents;
- The annual report;
- Performance agreements;
- Service delivery agreements;
- Partnership agreements; and
- Any other documents providing insight into the state of the municipality's financial affairs.

Further, according to the Local Government Municipal Structures Act, 117 of 1998, the objectives of a ward committee is to enhance participatory democracy in local government. They form a link between the community and the municipality through the ward councillor. For example, in a situation where a community is having a challenge with the quality of the infrastructure development in their area, the committee and the councillor should provide answers to the community because they are the ones who represent them in municipal council. This implies that, it is their responsibility to know exactly what is happening in any development activity within their wards. In other words, they have the responsibility to form part of the monitoring and evaluation activities so that they are able to detect signs of project failure at an early stage so that they advise the municipality on time before the community protest. According to Department of Cooperative Governance and Traditional Affairs: Ward Committee Resource Book of 2005, one of the functions of the councillor and ward committee is to receive queries and complaints from residents concerning municipal service delivery, communicate it to the council and provide feedback to the community on council's response. However, communities' members are complaining to these committees, but these committees shift responsibility and blame the municipality without even taking it to the council. They forget that they are part of the municipality and they are the legitimate structure of such municipality which is closer to the community.

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5.10.4 The role of civic structures

According to Department of Cooperative Governance and Traditional Affairs (1998: 11), The White Paper on Local Government aims to create local governments committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs, and to eventually improve their quality of live. Therefore, municipalities are expected to cooperate with community stakeholders to further democracy and participation in local issues to ensure that the community needs are met. Masango (2009: 128) contends that the public service delivery is enhanced when the members of the public participate in it, unlike when they are passive and await government to provide it for them without their involvement. According to Bekker (1996: 60), the success of a project is a result of active participation of community structures and municipal councillors and officials. Therefore, it is vital for the municipality to involve civic structures during all phases of the development project in order to instil a sense of ownership to the project and commitment to success and quality of that project.

However, in South Africa, there are different civic structures which represent the aspirations of their members and the community at large. South African National Civic Organisation (SANCO) is the most notable civil society movement that plays a pivotal role to influence the local, provincial and national government policies. It is easy for them because they are in alliance with the ruling African National Congress (ANC). Further, the two organisations have the same vision as contained in the freedom charter (SANCO Constitution, 2001). According to Reddy and Nzimakwe (2008: 669), municipalities are legally bound to involve communities and civic organisations in the formulation of municipal budgets, planning and development priorities. That means SANCO and other civic structures are legally allowed to participate to any government-initiated project which concerns the communities which they represent. It means they are the vanguard of the people aspirations of receiving quality infrastructure which will have an impact of providing them with better live.

The role of civil structures in M&E is emphasised by the Local Government: Municipal Systems regulations, 2001 which requires municipalities to establish a forum that will enhance community participation in the monitoring, measurement and review of the municipality's performance in relation to the key performance targets set by the municipality. According to this regulation, the municipality is obliged to hold regular meetings with established forums and part of its duties is to monitor the performance in relation to the key performance indicators and performance targets as set by the municipality. In addition, Local Government: Municipal Systems Act, 32 of 2000 states that municipality must involve local community in the development, implementation and review of the municipality's performance management system, and in particular, allows the community to participate in the setting of appropriate key performance indicators and performance targets for the

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municipality. The above statements imply that civic structures have a role to play in M&E of development project.

Further, according to Section 19(2) of the Local Government: Municipal Structures Act, 117 of 1998, the municipalities should be responsible and accountable and apply Batho Pele principles in their functioning. According to Batho Pele principles, community must be explained of the service standard which is the level and quality of public services they will receive so that they are aware of what to expect (Mwanda, 2010: 24). This means community will be able to enforce standards when development projects are implemented in their community. In other words, it is a way of empowering community to monitor and evaluate the implementation of projects so that they are able to detect any deviation from the initial service standard. This means, community must be afforded opportunity by the municipality to redress when standards are not met at the required time.

Further, Batho Pele principle of openness and transparency requires the municipality to have regular meetings with the civic structures and ordinary community members, for example, to tell them the progress of the infrastructure development projects, in that way also getting feedback from the community on what they see on the implementation of that project. It is also a way of extending M&E of development projects by the community members.

5.10.5 The role of Community Development Workers (CDW)

According to Mokoena and Moeti (2017: 1), Community Development Workers (CDWs) can be defined as participatory change agents who work in the communities where they live, and to whom they answer for their activities. Further, according to the above authors, they are also expected to facilitate community participation in the policymaking and implementation, and in-service delivery. In other words, they are expected to help communities to understand how they can participate in the plans for development in their communities and they help in the implementation of any development in wards which they are working. They were introduced in 2003 by the South African government being administered at the provincial sphere but operating in the municipality according to the geographical demarcation of their wards (Mokoena & Moeti, 2017: 1).

They are appointed public servants governed by the Public Service Act, 1994 (Act 103 of 1994) to:

- Regularly communicate government and other information to communities in an accessible way;
- Pass concerns to issues on to the service providers;
- Coordinate teams of volunteers in community project, coordinate teams employed on public works program, help communities develop and submit proposals for inclusion in IDP to municipalities, and other sphere of government or donors;

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- Coordinate inter-governmental programs and encourage integration;
- Maintain communication with Community Based Organisations;
- Promote the principle of Batho Pele and community participation;
- Inform communities about problems in the delivery of basic services;
- Help implement projects;
- Liaise with and advocate on behalf of communities with parastatals, NGOs and private donors;
- Monitor, evaluate and report on the impact of development projects;
- Helps communities deal with diseases (such as TB, HIV and AIDS) and intensify education and awareness of sexual transmitted diseases and other health matters;
- Help government achieve the people's Contract of better life for all; and act as a resourceful and dedicated public servant (DPSA, 2005: 23).

It is clear from the above responsibilities that they have a very important function of making the municipality deliver quality services to the people because they promote the principle of Batho Pele. However, this study is more interested in their monitoring and evaluation roles of development projects. What is more interesting, as stipulated in the above responsibilities, is that they monitor, evaluate and report back to the community as well as government structures. Therefore, during report back meetings, the community can raise their concerns with them, who in collaboration with the ward committee and ward councillor can raise it with the project implementers or government officials.

Tshishonga and Mafema (2010: 574) state that, CDWs program has also brought in a new category of professionalism in the local government sphere and would assist and fast-track service delivery. The Ministry of Public Service and Administration (DPSA) (2007) summarises their roles as follows:

- To assist in the smooth delivery of services by identifying and removing obstacles;
- To strengthen the social contact between government and communities;
- To link communities with government services;
- To pass on communities' concerns and problems to government structures;
- To support and nurture the increased exchange of information; and
- To improve government-community networks.

From the above roles, it shows that they should be the major supporting engine for community participation in local governments. They must be aware of the concerns of the community they are working with so that they pass it to the relevant government structure. Wherever there is an obstacle in the delivery of a particular service, it means they have to help in removing that obstacle. For an example, in a situation where an infrastructure development project is not implemented as per the project indicators, they should immediately escalate it to the relevant authority. Located in a municipal

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structure, they are expected to work closely with all stakeholders (mayors, councillors, ward committees and officials) in local government (DPSA, 2005: 19).

Further, Local governments are mandated by the Municipal System Act, 32 of 2000 to establish development forums. In these forums, CDWs are required to attend monthly meetings where they have the opportunity to report their work to the NGOs and other provincial and national departments that are involved in local communities (DPSA, 2005: 28). The argument here is that, they have a platform where they are able to report their observations and concerns of the people about the implementation of infrastructure development projects in the communities they work. This implies that they are obliged to do monitoring and evaluation of delivery of development public services because they have to report to the development forums about the progress of any development intervention in their area of operation. Better communication through their intervention will therefore deepen democracy and allow the people to influence government service delivery (DPSA, 2005: 13). Based on the above discussion, they have a major role to play in the M&E processes, and they also have a role to communicate their findings to the community as they have a role to promote community participation.

5.11 MONITORING AND EVALUATION IN VHEMBE DISTRICT MUNICIPALITY

Vhembe District Municipality is a category C. municipality established in the year 2000 in terms of Local Government Municipal Structures Act, 117 of 1998. It is a municipality with a Mayoral Executive System which allows for the exercise of executive authority through an executive mayor in whom the executive leadership of the municipality is vested and who is assisted by mayoral committee. Further, it consists of four municipalities: Thulamela, Makhado, Musina and Collins Chabane which are category B executive municipalities (VDM: IDP, 2017: 1). The composition of Councillors in the district is indicated in table 5:6 below.

Table 5.6: Councillors in VDM

Councillors and traditional leaders	Thulamela	Makhado	Collins Chabane	Musina	VDM
Directly elected	41	38	36	12	24
Proportional Representative	40	37	35	12	35
Traditional leaders	07	10	-	05	11

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Total	88	75	71	29	70

Source: VDM: IDP (2017)

The powers and function of VDM are assigned by Section 84(1) of the Local Government: Municipal Structures Act, 117 of 1998. They are:

- Integrated development planning for the district;
- Supply of bulk electricity;
- Supply of bulk water;
- Bulk sewerage purification;
- Municipal roads;
- Regulation of passenger transport services;
- Municipal airports;
- Municipal health services;
- Fire-fighting services;
- Fresh produce markets and abattoirs;
- Establishing and managing cemeteries and crematoria;
- Promotion of local tourism;
- Municipal public works;
- Receiving, allocation and distribution of grants; and
- Imposing and collecting of taxes and duties.

From the listed powers and functions, it is clear that, VDM has a huge challenge of providing various services to the communities. It is also clear that the District municipality needs to have a proper plan for the provision of those services. VDM, among other measures, is having the following measures which are discussed in the section below to monitor and evaluate their performance when delivering the above-mentioned services.

5.12 VHEMBE DISTRICT MUNICIPALITY MONITORING AND EVALUATION FRAMEWORK

Vhembe District Municipality (VDM) has Performance Management Systems Framework which is regarded as a conscious commitment to translate strategy into action and drives performance improvements. It is also a commitment to deliver quality services within the context of limited resources, and also consistently report on municipal performance (VDM: IDP, 2017: 344). In addition, the Performance Management Systems Framework describes and represents how the municipality's cycle and processes of performance planning, monitoring, measurement, review, reporting and improvement will be conducted, organised and managed, including determining the roles of different role-players. Further, the Performance Management Systems Framework stipulates that while

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ensuring accountability is maximized, the performance management system must also provide a mechanism for learning and improvement. It should allow for the municipality to know which approaches are having the desired impact and enable the municipality to improve delivery. And lastly, it should form the basis for monitoring, evaluation and improving IDP implementation (VDM IDP, 2017: 344).

Vhembe District Municipality has different platforms for public Participation programs:

- Izimbizo.
- Executive Mayor's Traditional leader's engagement program.
- IDP meetings.
- Community Liaison programs
- Service awareness campaigns (Vhembe District Municipality Report, 2018: 14).

During Imbizo, community members can raise their concerns about any matter concerning the municipal service in their area. The municipality takes the government to the people. However, these participative programs are held during the week working hours where many people will be at work. Service delivery standards are approved and reviewed on an annual basis in line with IDP process. Projects that are implemented are sampled and visited checking if they are adding value to the communities (VDM: IDP, 2017: 162). This affirms that monitoring and evaluation of projects is conducted at VDM. However, it also indicates that not all the projects are being monitored and evaluated because they sample projects to be visited.

According to the Limpopo Provincial Government M&E Framework, processes of municipalities should align to provincial monitoring processes to ensure cohesion (Limpopo province, 2011: 93). That means each district municipality in Limpopo is expected to establish its framework which will be in cohesion with that of the provincial government. To improve the effectiveness and efficient operations of municipalities, Local Government Turn Around Strategy proposes that Provinces should improve their support and oversight responsibilities over Local Government. The practitioners from district municipalities should also attend the Provincial forum. In terms of the municipalities within Limpopo Province, the proposal is that district municipalities create a similar system to the Provincial department structures, Performance Management Unit within the office of the Municipal Manager. These units have been created at VDM (see VDM: IDP, 2017: 133). This Performance management Unit is to be sub- divided in the planning and M&E divisions (Limpopo Province, 2011: 95).

The role of and responsibilities of these divisions in district municipalities, including VDM as outlined in the Limpopo Provincial Government framework, inter alia include:

- Coordinate and manage all activities within the district municipality;

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- Capacitate employees on departmental level and to feed actual data into the monitoring system;
- Use this captured data to compile a monthly report-to be consolidated on a quarterly basis and presented to the Municipal manager as per the Local Government: Municipal Finance Management Act, 56 of 2003 (MFMA);
- A mid-year and annual performance report shall be presented to the COGTA that shall feed the Municipal Annual Report that needs to be submitted to the National Treasury;
- Identification of priorities and programs that link back to the SDBIP and IDP;
- Make recommendations regarding achieving of targets;
- Analyse and consolidate comments to send to relevant Provincial Departments; and
- Compile a plan upon which progress towards the achievement of targets can be measured (Limpopo Province, 2011: 95).

5.12.1 Vhembe District Municipality Service Delivery Budget Implementation Plan

The Service Delivery Budget Implementation Plan (SDBIP) is one of the tools that municipalities use to implement and manage service delivery. It can be viewed as a 'contract' between council and community on what the municipality will deliver in the coming year, and lays the basis for measuring performance and progress against end-of-year targets in service delivery and budget implementation (National Treasury, 2006: 77).

According to the Municipal Budget and Reporting Regulations (2009: 430), the municipal manager must in accordance with Section 21 of the Local Government: Municipal Systems Act, 32 of 2000 makes public the approved service delivery and budget implementation plan within ten (10) working days after the mayor has approved the plan. The Local Government: Municipal Systems Act, 32 of 2000 further stipulates that the Municipal council or committee of council must not exclude the public (including media) when considering draft laws, a budget, IDP, draft performance management system, decisions on service delivery agreement and other matters prescribed by the regulation.

Service Delivery and Budget Implementation Plan (SDBIP) in VDM is compiled in line with IDP and budget on an annual basis. The SDBIP is approved by the Executive Mayor in line with legislation and it forms the basis for performance management and reporting. Further, quarterly performance review meetings are conducted to measure the performance of the municipality based on the SDBIP. Furthermore, quarterly organisational reports are compiled, and an annual report is produced for submission to Treasury and Auditor General. Quarterly organisational performance reports are issued regularly. This Annual report is tabled to council for approval. The Municipal Public Accounts Committee (MPAC) is appointed to produce an oversight report on the annual report (VDM: IDP, 2017: 161).

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Based on the above explanation, quarterly performance report is compiled and produced for submission to the Treasury and Auditor-General which is a good practise. These reports are also tabled to the council for approval. Further, an important committee which deals specifically with monetary issues also has an oversight role on the performance annual report.

5.12.2 Monthly financial Reports

Vhembe District Municipality is required by Section 71 of Municipal Finance Management (MFMA) Act 56 of 2003 to submit, on monthly basis, information regarding actual expenditure and revenue collection. As such, these reports capture information regarding: Actual revenue by source; Actual borrowings; Actual capital and operational expenditure by vote; Allocations received; Actual expenditure on allocations; and Explanations for materials variations (The Presidency, 2008: 22).

Further, according to The Role of Premiers' Office in Government-Wide Monitoring and evaluation: A good Practice guide (2008: 22), the actual expenditure and revenue must be compared with the amounts projected in the municipal budget. This provides stakeholders with relevant information to monitor the municipal expenditure. In this respect, VDM budget policy requires that;

- The Accounting officer with the assistance of the chief financial officer must, not later than ten working days after the end of each calendar month, submit to the Executive mayor and Provincial and National Treasury, a report in the prescribed format on the state of the municipality's budget for such calendar month, as well as on the state of the budget cumulatively for the financial year to date.
- The report to the National Treasury must be both in electronic format and in a signed document.

5.12.3 Mayor's quarterly reports

Section 52 of the MFMA provides that the mayor must, on quarterly basis submit a report to the council regarding the municipal financial affairs and the implementation of the budget. This report must provide both financial and non-financial information monitoring. In this respect, VDM budget policy provides that the Executive mayor must submit to Council within thirty days of the end of each quarter a report on the implementation of the budget and the financial state of the municipality.

5.12.4 Mid-year Performance Assessments reports

This report assesses the performance of the municipality for the first half of the financial year, taking into account the section 71 monthly reports, the annual report and the municipal service delivery performance. In this respect, VDM budget policy requires:

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- The Accounting officer to assess the budgetary performance of the municipality for the first half of the financial year, taking into account all the monthly budget reports for the first six months, the service delivery performance of the municipality as against the service delivery targets and performance indicators which were set in the service delivery and budget implementation plan;
- The Accounting officer must then submit a report on such assessment to the Executive mayor by 25 January each year and to Council, Provincial Treasurer and National Treasurer by 31 January each year; and
- The Accounting officer may in such report make recommendations after considering the recommendation of the Chief Financial Officer for adjusting the annual budget and for revising the projections of revenues and expenses set out in the service delivery and budget implementation plan.

5.12.5 Annual Reports

According to The Role of Premiers' Office in Government-Wide Monitoring and evaluation: A Good Practice guide (2008: 22), the municipality's annual report provides information regarding the activities of the municipality over the course of the financial year. This report assesses actual municipal performance against the budget and non- financial targets as set at the beginning of the year.

5.13 CONCLUSION

This chapter presented M&E in South African context. It has presented the brief evolution in South Africa, the establishment of GWM&E system, the establishment of DPME, and M&E in local municipalities in South Africa. It presented the sequence of events of the establishment of M&E in South Africa from 2004 to 2009. The significant growth in the system has been observed in the public sector since 2004, when the need of it in strengthening governance was first raised as a priority for the country in the State of the Nation Address by the former President, Thabo Mbeki. Since then, a number of legislative and policy mandates have been defined in order to set the parameters for the implementation of the system. In 2009 a new Ministry of Performance Monitoring and Evaluation was formed. It was presented that the system needs to be sustainable. This can be achieved by enhancing demand for and use of information by key stakeholders in the institution. The role of ward councillors, civic structures, community development workers, and traditional leaders were discussed. It was discussed that these structures have a role in monitoring and evaluation of infrastructure development projects. Therefore, municipality should involve them from the beginning to the end of development projects. This will promote the community ownership of decisions and their outcomes. It was also presented that the system needs to be sustainable. This can be achieved by enhancing demand for and use of information by key stakeholders in the institution. The district needs to have a proper plan

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for the provision of quality services to its citizens. It was established in this chapter that South African M&E system has some challenges which still need to be improved for the enhancement of quality service delivery. it was explained that monitoring is seen as an obligation imposed from outside, with project staff mechanically filling in forms for managers, and projects managers seeing it only as a form of data collection in the process of writing reports. After its discussion in South African context, the next chapter will deal with its international practices.

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CHAPTER 6

INTERNATIONAL PRACTICES OF MONITORING AND EVALUATION

6.1 INTRODUCTION

Each country has its own way of monitoring and evaluating its programs/projects performance. This chapter will present a brief discussion of M&E of six countries within the borders of Africa and six countries outside African boarders. These countries have been chosen randomly without looking at any specific characteristics. The following African countries have been chosen: Benin, Ghana, Burundi, Kenya, Senegal and Uganda. Countries outside Africa chosen in this study are Chile, Canada, Australia, United States of America, Colombia and United Kingdom.

6.2 MONITORING AND EVALUATION OF SELECTED COUNTRIES WITHIN AFRICAN BOARDERS

Monitoring and evaluation systems of the following African countries will be discussed in this section: Benin, Ghana, Burundi, Kenya, Senegal and Uganda.

6.2.1 Benin

Benin has two levels of government, with 20 national departments (such as Ministry of Planning and Development) and 77 local governments and/or municipalities. Historically, public policies and programs in Benin have not been evidence-based and there has been no culture of accountability except to fulfil conditionalities imposed by development partners. This has resulted in policies, programs and projects that have either not been successful or their effectiveness has not been assessed (Goldman *et al.*, 2018: 3).

To improve government performance, in 2007 Benin initiated a process of evaluation of public programs under the aegis of the Presidency. In 2008, a Bureau of Public Policies Evaluation (BEPP) was established (now the Bureau of Public Policies Evaluation and Government Action Analysis BEPPAAG), hosted by the General Secretariat of the Presidency. Its role is to establish and lead NES and also to ensure that evaluation becomes a strategic management tool for development and commission evaluations whether demanded by donors, national government or by local government. BEPPAAG had only four as February 2017, so its capacity is limited. In addition, M&E Units exist in both national departments and municipalities (Goldman *et al.*, 2018: 3).

An institutional framework has been established in Benin defining the mechanisms for conducting evaluations including guidance on selecting evaluations and structures, engagement of stakeholders, dissemination of results and the monitoring of implementation of recommendations. To assist with

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impartialities, independent service providers undertake the evaluations, whether universities or consulting companies. A steering committee was established to support the evaluation from terms of reference (TOR) to report. To ensure quality of evaluations, a national evaluation guideline was finalised in April 2016 (Goldman *et al.*, 2018: 3).

In terms of capacity, a national evaluation board (NEB) has been created to promote capacity building and evaluation practice. Biennial capacity building events include the Benin Evaluation days in 2010, 2012, 2014, and 2016, which brought together national and local stakeholders with international evaluation experts from partner countries such as Uganda, South Africa and Canada, and from international bodies such as UNDP. These provided training during the evaluation days and over 20 staff in central, regional and local bodies have been trained in evaluation (Goldman *et al*., 2018: 3).

In addition, the NEB also promotes participation as it has nine members representing government bodies, universities and civil society, including Ministries of Planning and Development, Economy and Finance; Scientific Council of National Universities; Benin Network of the system and counter corruption associations. It advises the government on development of evaluation at national, departmental and municipal level. It is instrumental in ensuring the independence and institutionalisation of the evaluation processes. Parliament is not represented but has the power to request and receive evaluation reports (Goldman *et al*., 2018: 3).

The national system in Benin is organised around a chain of parties which carry out planning, programming, budgeting (PPBS). The power of the different bodies of the PPBS chain, as well as the way they operate, vary in terms of the area to which the system is applied (Clear, 2013: 7). Clear (2013: 7) points out that, the mechanism of Benin relies on the national statistics system for measurement and data. However, according to Clear, capacity building is needed for staff to keep up to date and to promote the adoption of new tools (Clear, 2013: 7).

The institutionalisation of public policy evaluation in Benin has included the development of National Evaluation Policy (NEP) for public policies which constitute good practices in the system. The following challenges for Benin system were noted by Clear (2013: 19):

- Unavailability of good quality statistical data.
- Poor reinforcement of capacity for the work.
- Lack of the legal mandate for the system.
- No linkages with the public.
- Inadequate planning of detailed activities.

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However, besides the challenges above, Benin has its strength for success which are: the availability of adequate capacity; a high level of political support; existence of the necessary structures; and clarification of roles (Clear, 2013: 19).

6.2.2 Ghana

Monitoring and Evaluation has become an integral part of the policy formulation and implementation process in Ghana, especially since the implementation of the GRPS I in 2003 (Republic of Ghana, 2010: 125). The output of the process in Ghana is used for:

- Informing national development planning;
- Supporting sector policy and program design;
- Informing the budget allocation process;
- Enhancing transparency and accountability in the management of national resources;
- Encouraging continuous improvement in policy management; and
- Policy dialogue within government and with civil society organisations and development partners (Republic of Ghana, 2010: 126).

The World Bank was requested by the Ghanaian government to undertake a survey of their current capacity in the public sector and made the following developmental recommendations: A Senior Minister in government should announce the government policy; an effective government wide M&E framework should be developed; Identify the system champion within government; enhancing the performance culture within the Medium Term Economic Framework; review the structure, functions and practices of the department in each sector; Provide mentoring to the various ministries; enhance skills and competencies through training; Support the establishment of a country evaluation forum; create an evaluation foundation; and provide support for civil society participation in performance measurement (World Bank, 2000: 13).The system in Ghana has in the past decade become an integral part of the policy formulation and implementation process. The output of the process is used for, among others, informing national development planning as well as policy dialogue within government and with civil society organisations and development partners (Clear, 2013: 10). The institutional arrangements for both sector and district processes have been designed to facilitate the active participation of stakeholders to ensure that policy recommendations are relevant and actual contribute to policy formulation and effective resource allocation (Clear, 2013: 10). Further, in order to strengthen capacity in sectors, regions and districts to respond to needs at a national, sector and district levels, guidelines have been developed to assist sectors and districts with developing its plans (Clear, 2013: 10).

The following challenges have been pointed by Clear (2013: 19):

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- Constitutional constraints and the principle of the separation of power.
- Financial and technical resources to strengthen capacity and motivate personnel to commit to performing their functions.
- Reconciliation of group interest and sectorial aspirations.
- Public institutions focusing on their core functions.

The opportunities for the Ghanaian system to develop are as follows: widening the system beyond the executive arm of government; activating the policy planning, monitoring and evaluation of department at the national level and its equivalent at the local level to perform their function; developing national consensus on communication model linked to central accepted theory of change; and linking it to national development planning at the level of public administration (Clear, 2013: 19). Callistus and Clinton (2016: 390) and Republic of Ghana (2010: 127) revealed challenges to implementing it in Ghana. The challenges are:

- Weak institutional capacity;
- Limited resources and budgetary allocations;
- Weak linkages between planning, budgeting and the system;
- Weak demand for and utilisation of results;
- Poor data quality;
- Non-compliance with planning and guidelines;
- Absence of a comprehensive national database for the system;
- The development of objectives that are not measurable and therefore cannot be used to evaluate project performance and achievement or to communicate project results;
- The development of PME objectives that are not consistent with the needs and values of intended beneficiaries; and
- Projects activities that do not deliver the desired outcome economically and do not have the desired impact.

Callistus and Clinton (2016: 394) recommended that stakeholders in Ghana involved in the system should undergo capacity building on strategies and new methods for its effectiveness to guarantee projects success as well as allocation of funds to it.

6.2.3 Burundi

According to UNDP (2015: 7), there is no national evaluation policy in Burundi. Further, there are no references to evaluation, monitoring or accountability on government websites. The Ministry of Good Governance is responsible for implementing the 2011-2015 National Strategy for Good Governance and fight against corruption. The Strategy, adopted by the Ministerial Council in 2011, identifies M&E

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mechanisms as essential to strengthening government performance. The Strategy sets up as a key priority action the institutionalization of planning, results-based management and periodic evaluation. The Burundian Institute of Statistics and Economic Studies is the central government agency responsible for collecting and analysing national data (UNDP, 2015: 7).

Monitoring and Evaluation is rooted at the 2025 Vision for the country, whereas in the past it was located in the Poverty reduction Strategy Papers (PRSPs). It is also reflected in the three year and annual implementation plans. The main actors in Burundi's strategy are the Ministries of Finance and Planning and the Offices of the President and Deputy President (Clear, 2013: 10). According to Clear (2013: 10), the monitoring system in Burundi is across sector and program plans, and there is regular and ongoing direct monitoring of local implementation through established performance indicators. It is argued by Clear (2013: 10) that the system in Burundi is still evolving, but good practices are emerging in the terrain of localised monitoring and in the synergies that are being established between different institutional structures within the system.

Based on Clear (2013: 19), Burundi is having the challenges in their M&E system as outlined below:

- The system management is fragmented in government.
- Capacity for the collection of statistics is limited.
- Lack of finances.
- The commitment of sector ministers and from services that have been decentralised.

Burundi has the following opportunities which can improve their system: having structures within the presidency; past volatility and now stability for new system; and all parties can be involved in the system (Clear, 2013: 19).

6.2.4 Kenya

Kenya has undertaken development planning since it gained independence from Britain in December 1963. However, due to the non-existence of an integrated system, execution of the development plans over the first four decades of independence was weak. Complaints of non-implementation, or non-completion, of highly ambitious projects were common. Information collection, analysing and reporting of results was undertaken in an ad hoc manner. Decision-making and feedback at the local level was seldom based on verifiable evidence in the absence of comprehensive system (Republic of Kenya, 2016: 3).

Efforts were made to establish individual project-and Program-Based M&E in the country in the 1980s and 1990s. Most development plans prepared during this period included some section on the system. However, most of these plans were prepared in response to donor demands, leading to very specific

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project and program evaluations. Because of the dominance of donor requirements, the reports produced were rarely shared with the intended project/program beneficiaries (Republic of Kenya, 2016: 3). Development of an integrated system in Kenya began in 2000 with the implementation of the Interim Poverty Reduction Strategy Paper (I-PRSP) 2000-2003. It was enhanced during the implementation of the Economic Recovery Strategy for Wealth and Employment Creation (ESRWEC), 2003-2007. The Investment Program for the ERSWEC recognised the important role of M&E in promoting accountability and enhancing good governance issues. This resulted in the development of the National Integrated Monitoring and Evaluation System (NIMES) in 2004; and the creation of the Monitoring and Evaluation Directorate in the Ministry of Planning and National Development. Most of the NIMES activities have been concentrated at the national level, with little emphasis on tracking subnational project/program interventions (Republic of Kenya, 2016: 3).

Historically, an integrated system in Kenya spans less than a decade although project and program-based M&E has featured in Kenya since the 1980s (Clear, 2013: 10). According to Clear (2013: 10), early attempts at GWM&E are associated with the Interim poverty Reduction paper produced by the IMF and World Bank in 2000 which was followed by the establishment of the national Integrated Monitoring and Evaluation System (NIMES), and the creation of the Monitoring and Evaluation Directorate.

Clear (2013) further points out that NIMES has a three-tier institutional structure for generating information in Kenya. At a national level is the M&E Directorate. The Directorate in Kenya has the responsibility to provide leadership and coordination by ensuring that two vital sources of information, namely, Annual Progress Report (APR) on the Medium Term Vision 2030 and the Annual Public Expenditure Review are produced satisfactory on time (Clear, 2013: 10). In 2010, the Kenya Constitution strengthened the basis for the system in the country. By establishing decentralised, the Constitution created a new layer of country-level government, to be supported by a well-functioning evaluation system (Machuka (2014) in UNDP, 2015: 13).

According to Clear (2013: 10), Kenya's system has had some influence on the budget process. Clear (2013) points out that the system in Kenya is drawn from line ministries and synthesised into Public Expenditure Review that is now an important input in achieving better value for the its public's taxes. Further, according to Clear (2013), these improvements are realised through extensive budget deliberations in which sector working groups and line ministries proposals, consider trade-offs and bid for budget allocations (Clear, 2013: 10).

Kenya's M&E system has its own shortfalls which are outlined hereunder:

- No legal mandate.

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- Lack of human and financial capacity.
- Lack of championship at the top.
- Lack of reconciliation evidence with reports.
- Cultural barriers to sharing of results.
- Non-confrontational culture (Clear, 2013: 19).

The above shortfalls should serve as a lesson to other countries including South Africa in order to have an effective system. In addition, there are the following lessons learned from Kenya:

- The system is spearheaded by the M&E Directorate (MED).
- In addition to the NIMES, and the other initiative by Kenya is the electronic reporting and online publication of all information on projects through the Electronic Project Monitoring Information System (e-ProMIS). The e-ProMIS enables the tracking of progress on implementation of various activities based on the funding allocated to determine funding levels for the subsequent financial year.
- Kenya also has Public Expenditure Tracking the flow of public resources by determining how much of the originally allocated resources reached the targeted (PSC, 2014: 13).

In order for Kenya's system to improve, Clear suggested the following as opportunities for improvement: creating a grading system for performance; introducing consequence management; linking M&E to budgeting, more focus on evaluation; leadership championing it at the top; and simple reliable and frequent assessment (Clear, 2013: 19).

The Kenyan government (Republic of Kenya, 2016: 27) is suggesting the following critical components for sustainability of M&E:

- Political leadership;
- Clear roles and responsibilities;
- Use of trustworthy and credible information;
- Accountability and transparency;
- Capacity building;
- Incentives; and
- Relevance.

The suggestion above are some of the lessons which other countries can utilise to help sustain and make their systems effective and efficient.

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6.2.5 Senegal

According to Clear (2013: 12), the 2001 Constitution of Senegal is the legal mechanism which set M&E in motion. In its preamble, the Constitution demands adherence to transparency in conducting and managing public business and to the principle of good governance. Further, the Constitutional demand for transparency was translated into series of related laws and decrees (Clear, 2013: 12). Planning, monitoring and evaluation functions in Senegal fall mainly under the Ministry of Economic affairs and Finance, which, in its organisational structure, provides for several bodies concerned with aspects of M&E function (Clear, 2013: 12).

The evaluation tools used in the project evaluation framework are essentially the results of method cost –benefit analysis. Medium-term sector –based expenditure frameworks are progressively being introduced into sector ministries. In addition, the completion of implementation of this approach will give rise to a results-based management system across the country. Further, performance contracts are starting to develop in some departments, with the objective of evaluating personnel rather than grading them (Clear, 2013: 12).

The types of evaluation carried out in Senegal include mid-term evaluation, followed by pre-evaluation, process evaluation and final evaluation. Impact and exante assessment are less frequent. An M&E in Senegal system requires reliable, quality data to be effective, and for this purpose, Senegal has set up the department for Forecasting and Economic Research and the National Agency for Statistics and Demography (Clear, 2013: 12). The Annual Report on the Absorption of External Resources has been recognised as good M&E practice for project and program implementation. This instrument has contributed to an improved performance culture through the issuing of financial reports on activities (Clear, 2013: 12).

The challenges which Senegal faces in their system are:

- Incoherencies of the system.
- Inadequate Institutional framework.
- Lack of Financing of the system.
- Lack of utilisation of evaluation methodologies.
- Incapacitated computer systems of ex-ante evaluations.
- Inadequate computer system for evaluation.
- Diffused manner in which evaluations are utilised (Clear, 2013: 20).

Senegal has the following opportunities for improvement as proposed by Clear (2013: 20): Affirmation of M&E in the constitution; existence of research institutions; reforms underway of number of institutions; and the system is demonstrating capacity (Clear, 2013: 20).

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6.2.6 Uganda

According to Goldman *et al.* (2018: 4), Uganda has a two-level government structure with 22 central government ministries and 124 agencies such as the National planning Agency, 115 district local governments and one city, Kampala. Service delivery is largely decentralised with most frontline services such as agriculture, education or health delivered through lower level local governments. The introduction of a National Integrated Monitoring and Evaluation Strategy (NIMES) in 2005 sought to strengthen performance assessment in the public sector (Office of the Prime Minister {OPM} 2006. After 2007, a key focus became achieving results through the efficient and effective measurement and analysis of their performance. Before 2010, the routine monitoring of spending and results was not well embedded across the public service; management information systems existed in few ministries; annual sector reviews covered less than one-third of the sectors; and the utilisation of data to strengthen performance and accountability was generally weak. There was little regular evaluation of public policies and programs, with the majority of evaluations commissioned and managed by the development partners (Goldman *et al.*, 2018: 4).

In terms of organisation, a Department of Monitoring and Evaluation was created in the OPM in 1998 with two staff, rising to 15 by 2011, and upgraded to a Directorate headed by a Director with 25 staff in three departments and one division. The Directorate of M&E promotes efficiency and effectiveness in the wider public service by keeping track of performance for all government policies, projects and programs in local governments; and government ministries, departments, agencies and other public institutions that draw resources from government budget; and provide information that will guide strategic decision-making. It is responsible for coordinating the system across government. A government Evaluation Facility was established in OPM in 2013 to design, conduct, commission and disseminate evaluations on public policies and major public investments, and secondly to oversee improvements in the quality and utility of evaluations conducted across government at a decentralised level (Goldman *et al.*, 2018: 4).

The evaluation policy was approved in 2012/2013, with a government evaluation agenda or plan including eight evaluations. An evaluation plan was developed in 2013/2014, along with the first evaluations through the facility. The main actors include Office of the President, Office of the Prime minister, Ministry of Finance, National Planning Authority, Auditor General, Ministry of Local Government, Ministry of Public Service and local governments. Evaluations in Uganda can be led by OPM, a sector ministry or agency. While the lead institution is responsible for the design, management and dissemination of evaluation, the evaluation is undertaken by independent external evaluators, some Ugandan and some international entities to ensure the integrity and independency of evaluation (Goldman *et al.*, 2018: 4),

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Schacter (2000: 11), provides that Uganda public administration reform is successful due to strong local leadership and ownership. Further, the same author explains that public servants' wages have been monitored and increased by reducing the staff levels in the public sector. Furthermore, corruption levels were monitored, and the Office of the Inspector General of Government was constitutionally empowered to investigate and prosecute corrupt political and administrative officials. In addition, it is pointed out that, in Uganda, public service delivery survey was undertaken to monitor and evaluate the citizens 'perceptions of the quality of service delivery (Schacter, 2000: 11). The Commonwealth Local Government Handbook (2007: 241) adds that that Uganda government-initiated decentralisation reform which included a revision of the public administration policies and practices.

According to Clear (2013: 10-11), Uganda's development of its system is closely woven with the need to demonstrate government performance and responsiveness to citizen's demands as an indicator of good governance. A motivating factor for raised interest in the system of Uganda was the need to measure the achievements of the country's premier planning framework, the Plan for the Eradication of Poverty, which was introduced in 1997 (Clear, 2013: 11).

Additionally, the system in Uganda is coordinated by a Unit in the Office of the Prime Minister (OPM). This office of OPM is mandated to review the performance of all ministries, departments and agencies against stipulated targets semi-annually and annually. Further, along the government M&E structure is a small but growing arm of evaluation practice by civil society, including national and international NGOs operating in Uganda (Clear, 2013: 11). A National integrated M&E system in the OPM was created to eliminate duplicity in indicators; relieve the data capturing burden of public servants; and to reduce and refocus the indicators on outputs, outcomes and impacts with set targets for each indicator, which also aims to improve government performance and accountability (Mackay, 2007: 46-47). These indicators focussed largely on financial indicators, outputs and processes, but failed to measure critical outcomes of these processes (Mackay, 2007: 42). The evaluation tools presently used by Uganda government include ministerial policy statement and budget framework papers, half-annual and annual cabinet retreats to review government performance, the community information system, the annual budget performance report and Barazas. The three major sources of data for M&E in the country include: program performance information, social, economic and demographic statistics and evaluations. Social, economic and demographic statistics are available from routine surveys and decentralised censuses (Lear, 2013: 11). The Baraza is a community participation for the system's approach in Uganda. It is arguably one of the most recent initiatives of the Government of Uganda that was initiated by the President and launched in 2009 by OPM. Further, Barazas are leading to improved and open accountability and sense of ownership of government programs by local communities (Clear, 2013: 11).

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The Ugandan system has its own shortcomings. These shortcomings are:

- Lack of political will and sustainability of the system.
- Inadequate Human resources and capacity gap.
- Failure to appreciate the system role.
- Lack of adequate finances (Clear, 2013: 20).

However, besides the shortcomings as alluded above, Uganda has the following opportunities for refining their M&E system as suggested by Clear (2013: 20): Approval of the M&E policy; strong political will and support; strong M&E and Technical Working Group; strong institutional arrangement; targeting setting, Barazas-citizen based monitoring; and increased demand for evaluations (Clear, 2013: 20). Furthermore, in Uganda, the Office of the Prime Minister (OPM) oversees the coordination and implementation of various M&E initiatives across government. The following are some of the lessons learned from Uganda:

- There is a monitoring database for all projects in the country, which tracks project procurement, implementation timeliness, budgets, contract management and key outputs. The database strengthens parliamentary oversight role because without reliable information oversight is weakened;
- There is National Integrated M&E system (NIMES) to ensure that sound evidence-based data and information is available to inform decision making in the national policy frameworks and effective use of public resources, it enhances capacity across government;
- There is a unique community- based program known as Baraza which is conducted twice a year across 68 districts. This initiative provides an opportunity for the communities to hold government leaders accountable; and
- The OPM produces the Government Half-Annual report and Annual Performance reports and sectoral evaluations; for Parliament (PSC, 2014: 13).

6.3 MONITORING AND EVALUATION OF SELECTED COUNTRIES OUTSIDE AFRICAN CONTINENT

Monitoring and Evaluation systems for following countries will be discussed in this section: Chile, Canada, Australia, United States of America, Colombia and United Kingdom.

6.3.1 Chile

The Chilean national government had to measure the performance of public programs and the effectiveness of government policies and determine how to better monitor the use of public resources (Laguna, 2011: 1). Laguna (2011: 1) further points out that in response to those challenges, a set of

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reform initiatives were implemented during the 1990's including the first generation of some of the tools that would later become the 2000-2010 M&E system. In Chile, M&E developed incrementally and is institutionalised around two systems. National Budget Bureau, which is located in the Ministry of Finance, created the Management Control System. The Ministry General Secretariat of the Presidency established the Government Program Monitoring system. The two systems coordinate with each other but remain separate systems (Zaltsman, 2006: 2).

The Chilean system was founded on two components: indicators and evaluations. The primary functions of DIPRES with regard to indicators include:

- Technical support to public services in their development;
- Their review, with assistance from DIPRES's specialists on sector-based budgets;
- Their presentation in the budget preparation stage;
- The technical construction of targets and their requirements level;
- The evaluation of targets compliance; the preparation of documents to report and disseminate indicators, their targets and their compliance; and
- The incorporation of improvements into the tool and its implementation processes (Guzmán, Irarrázaval & de Los Ríos, 2014: 12).

According to Krause (2010: 4), Chile evaluations are grounded in political and economic realities. A key-defining feature of all evaluations conducted in the Chilean government was the central role assigned to external experts, who were selected through public tendering system. However, it is the government which commissions evaluations, but their implementations rely on a network of the central expects (Guzmán, Irarrázaval & de Los Ríos, 2014: 12). Krause (2010) further explains that all Chilean evaluation recommendations are monitored by the Chilean budget office and revisited annually during budget negotiations (Krause, 2010: 3). Krause (2010) continues pointing out that the Performance indicators of the Chilean M&E system are developed by ministries and agencies.

Every year these agencies are required to prepare their strategic definitions based on information that was provided during previous year. They also consider the annual priorities as determined by the Ministry Secretary General of the Presidency as well as the budgetary priorities defined by National Budget Bureau in the annual budget law proposal submitted to Congress. Strategic definitions go hand in hand with performance indicators which are quantitative measurements reflecting targets to be achieved annually by each institution in the provision of public services and goods. Institutions prepare their performance indicators based on those submitted in previous years to facilitate comparisons across time and thus provide information about institutional performance. Indicators are designed by each institution, but according to the format and internationally accepted quality criteria as determined by National Budget Bureau. These indicators can be process-oriented; product-

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oriented or results-oriented and are required to measure effectiveness, efficiency, economy, or quality of service factors. Institutions are required to notify National Budget Bureau about the means used to verify the validity of information used. Performance indicators are then included in the Budget Law proposal submitted to Congress (Laguna, 2011: 2).

Chile impact evaluations were started to determine how public programs ultimately affect their beneficiaries in 2001. These evaluations usually take 18 months to implement based on a combination of qualitative and quantitative information. Comprehensive spending evaluations were introduced in 2001 and these attempted to evaluate all institutions that interact in each policy sector. Evaluation of new programs was introduced in 2009 and this seeks to provide relevant baselines to more effectively evaluate the future performance of new programs. These evaluations include the selection of a control group from the beginning and are planned to cover an evaluation period of between two and three years in total (Laguna, 2011: 4). The Minister of Finance considers the recommendations made by the evaluators it has commissioned, it discusses them with evaluated organisations and formally agrees on changes to the programs. In effect, the Minister of Finance imposes these agreements known as formal commitments on the organisations concerned. It is unique for Minister of Finance to systematically impose management changes on ministries and agencies. The Chilean Minister of Finance can do this because of its influential role within the government (Mackay, 2007: 27).

The findings and recommendations obtained through the various evaluations are sent to Congress and are made publicly available through National Budget Bureau's web site. Within central government, evaluations results are discussed between the ministry or agency involved and National Budget Bureau to determine whether the program concerned requires minor adjustments, modifications in its design or management system, a substantial design, an institutional relocation, or termination. Evaluation institutions and National Budget Bureau then develop work plans, which establish a set of commitments to be implemented during the following two or three years. Institutions report progress in their comprehensive management report and to National budget bureau which then include the relevant information in the Budget Law proposal submitted to Congress (Laguna, 2011: 7).

There are three stakeholders involved with indicators in Chilean government:

- **Public Service:** participate directly in formulating performance indicators and targets. Each Public Service must present these elements, together with its budget proposal, to DIPRES, and they carry out the final analysis and selection of the indicators jointly. Each public service must report on their compliance with established targets at the end of each year and when requested must present background information on the means used to verify what has been reported;

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- **DIPRES**: analyses proposals for indicators, taking technical requirements into consideration and examining the degree of consistency between proposed targets and allocated resources; makes comments that are discussed with the Public Services and incorporated into proposal; prepares reports to be presented to Congress; implements changes; registers the changes occurring during the year due to external factors; follows up on compliance with targets; and prepares reports on its work to send to authorities in ministries and Public Services, National Congress and the general public through its website; and
- **Congress**: Through the Special Joint Committee and Budget Subcommittees receives reports on the formulation of indicators and targets and is informed of compliance with targets at the year's end (Guzmán, Irarrázaval & de Los Ríos, 2014: 14).

The most successful stories of Chilean government's system for the 1990-2010 period, as identified by Guzmán, Irarrázaval and de Los Ríos (2014: 136) are:

- **Political will and credibility of the institution**: the system benefited from a reasonable amount of support from authorities and Congress. The evaluation instrument was established through formal agreements in the late 1990s and then consolidated, with new processes and relations generated between the Executive and Legislative Branches.
- **Technical abilities**: in the early stage abilities were at a basic level, but they were developed over time. Within the government, workshops were held and technical materials and assistance were made available in the workplace; the system encouraged the market to offer training opportunities in higher education centres.
- **Diversity of instruments and methodological alternatives**: the instruments and their methodology generate different types of information that require different technical abilities, resources and implementation time. This has made it possible to combine instruments and methodologies with available resources to respond to different types of demands.
- **Gradual pace**: different instruments have degrees of complexity, ranges of areas covered, and operational requirements. They were phased over time, and new capabilities generated to meet their requirements, thereby facilitating sustainability.
- **Institutional design**: The Ministry of Finance, through DIPRES, played an important role in providing direction and coordination. The system's design also included other stakeholders such as Public Services and in the inter-ministerial committees.

The success stories of the Chilean government, as alluded to above, did not end in the 1990 to 2010 period. Other good stories of the system were evident between 2010 and 2014. According to Guzman, Irarrázaval and de Los Ríos (2014: 37), these success factors are: consolidation of DIPRES system; new actors having been incorporated to the system; and a monitoring system closer to the centre of

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government. There are good lessons to be learnt from the Chilean system which can be used by other countries to improve their systems. Some of these lessons are:

- Implementation of evaluation should be done gradually;
- The process of introducing new mechanisms and tools might not be linear;
- There must be clear strategic role for each actor in the system;
- It needs to be institutionalised and managed;
- The system needs pragmatic, flexible development;
- Unit of analysis of evaluation, methods, and topics must be defined;
- There should be mechanism for following up on recommendations;
- Caution is required in the construction, selection, and use of indicators;
- It should be complementary and not regarded as separate aspects.
- The availability of information is critical for the development of the system and special attention be given to generating and collecting information as a regular work practice; and
- It should be integrated into decision-making processes and improve policy design. (Guzman, Irarrázaval & de Los Ríos, 2014: 46).

6.3.2 Canada

Evaluation in public sector management in Canada dates back to 1969, with the initiation of formalised and centrally evaluation practice. The centrally led approach was replaced in 1977 with the first government wide evaluation policy that established the model upon which the practice of evaluation still functions in the government (Lahey, 2010: 9; Lahey, 2011:1; Stolyarenko, 2014: 4)). The introduction of evaluation was inspired by the notion of letting the managers manage; that is. Allowing deputy ministers of federal government departments to assume greater responsibility and be accountable for the performance of their programs and the prudent use of public funds (Lahey, 2011: 1).

The structure of the Canadian system is characterised by three defining principles. These principles are discussed below:

- Internal evaluation units in most federal departments, with central leadership: the Canadian system distinguishes itself from many other countries by its department delivery-central leadership structure, where rule setting is done by the central agency (The Treasury Board Secretariat) and evaluations are conducted by internal evaluation units established in each federal department.
- An emphasis on both monitoring and evaluation as tools of performance measurement: The Canadian system relies on both ongoing performance monitoring and conduct of planned

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evaluations, as tools to measure program and policy performance. Both are recognised as key tools to support good governance, accountability, and results-based management.

- A well-defined foundation setting the rule and expectations for performance measurement and evaluation-policy standards, and guidelines: The requirements and standards of practice for both monitoring and evaluation have been built into administrative policies of government, developed by the central agency, and rolled out for all government departments and agencies (Lahey, 2011: 2).

The intent of M&E in the Canadian system is to provide results and information that will fulfil a variety of needs and serve users at different levels throughout the system, that is, at an operational or program level, at an individual department level, at a government level, and in the legislative context (Lahey, 2011: 4; Stolyarenko, 2014: 10)). The system in Canada is also used for informing decision making with M&E information and reporting and accountability to Parliament (Lahey, 2011: 4).

Performance measurement, monitoring, and evaluation have long been part of the infrastructure within federal government in Canada. With more than 30 years of formalised evaluation experience in most large federal departments and agencies, many lessons can be gained, not the least of which is the recognition that the system is not static. The Canadian government has a formalised evaluation policy, standards, and guidelines; and these have been modified on three occasions over the past three decades (Stolyarenko; 2014: 4)).

The lessons learned from the Canadian system are as follows:

- Each department has in place a senior-level departmental evaluation committee that plays a variety of role regarding evaluation planning, conduct, and follow-up.
- Willingness to learn and adjust.
- Ongoing commitment to capacity building.
- Transparency of the system.
- Desire to strengthen good governance and accountability.
- Ongoing performance monitoring and the conduction of periodic evaluation.
- Incentives to promote and help drive the system.
- Has strong oversight mechanisms to reinforce credibility and provide quality control (Stolyarenko, 2014: 4).

6.3.3 Australia

According to Mackay (2011: v), there has long been a keen interest from countries around the world in Australia's experience in creating an evaluation system to support evidence-based decision making

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and performance –based budgeting. Australian's experience lasted from 1987 to 1997, and during that time it was used to systematically evaluate all government programs every three to five years, and these evaluation findings were used heavily by officials, ministers and the Cabinet in the annual budget process. The uses of these findings included the policy advice prepared by departments including the preparation of ministers 'new policy proposals and departments 'saving options submitted to the Cabinet for its consideration. These findings were highly influential on the Cabinet's ultimate policy decisions. These evaluations findings were also used widely within line departments in support of their ongoing management (Mackay, 2011: v).

Mackay (2007: 2) points out that the Australian government advocated the principle of program management and budgeting, with a focus on the efficiency and effectiveness of government programs. This was done through sound management practices, the collection of performance information, and the regular conduct of program evaluation. Guidance material on these principles was published by the Department of Finance (DoF) and the then Public Service Board, another central agency. Central departments in Australia also participated in program effectiveness reviews and joint management reviews of programs (Mackay, 2011: 2). The DoF estimated that by 1994, almost 80 percent of new spending proposals relied on evaluations findings, usually to a significant degree. The Australian National Audit Office found that line departments also used this information intensively, particularly to help themselves improve their operational efficiency (Mackay, 2007: 12). According to Mackay (2004) in Babbie (2011: 155), the role of Department of Finance was diminished considerably (to provide the MTEF, policy priority driving budgeting and guidelines on budgeting and program management), departments were largely left to pursue their own approaches and the emphasis shifted to the collection of performance indicators rather than evaluation. The devolved/decentralised approach is regarded as having reduced the quality and availability of crucial information required for planning and budgeting by central agencies such as the Department of Finance and Administration and other ministries.

The Australian system had the following challenges, as identified by Mackay (2011):

- Not knowing how to build demand for performance information and evaluation in support of more informed public debate and government decision making?
- Not knowing how to ensure a sufficient supply of evaluation skills to enable the regular evaluation of government programs?
- Failure to change perceptions that evaluation is more a fault-finding threat to line departments and to public servants, rather than an opportunity to improve program performance?
- Not knowing how to ensure a strategic approach to departments' evaluations, so that the right programs are evaluated rigorously?

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- Not knowing how to ensure that DoF budget analysts-i.e., the DoF officers who advise the Cabinet on new policy proposals and savings options-become fully familiar with department 'evaluations, and that they view it as a core part of their work, rather than as a 'politically correct distraction'? (Mackay, 2011: 26).

A strong feature of performance monitoring and reporting in Australia was the annual reports on government service delivery (Mackay, 2011: 24). A bottom-line issue of evaluation in Australia was the extent to which evaluations results are used. If their use is poor, then there really is little point in conducting evaluation. There is a clear evidence that evaluations were used intensively in the budget process. They provide a substantial contribution to the development of policy options and their consideration by the Cabinet of Australia (Mackay, 2011: 9). The quality of evaluation reports is a much more difficult dimension to measure. The national audit office consistently argued that departments should set up central oversight procedures to achieve quality assurance of evaluations conducted by line areas within departments (Mackay, 2011: 8). There is certainly evidence from those few departments in Australia which followed this approach that it is an effective means of making available needed evaluation skills and expertise, and of ensuring evaluation quality. But most departments chose to rely on program managers and their staff for the actual conduct of evaluations. This devolutionary approach helped ensure that the evaluations drew on the program expertise of staff, and that there was a high level of ownership of the evaluation findings (Mackay, 2011: 8).

According to Keating and Holmes (1990) in Mackay (2011: 3), the Australian DoF concluded that 'letting the managers manage' was insufficient; it was judged necessary to 'make the managers manage' and to make departments plan and conduct evaluations. , in late 1988 the Minister for Finance secured the Cabinet agreement to a formal evaluation strategy whose underlying principle was that 'the primary responsibility for determining evaluation priorities, preparation of evaluation plans and conduct of evaluations rests with line managers'. The evaluation strategy to which the Cabinet greed had four formal requirements for department:

- That every program be evaluated every three to five years;
- That each portfolio prepares annual portfolio evaluation plan, with a three-year forward coverage, and submit it to DoF, and these plans were to comprise major program evaluations with substantial resource or policy implications;
- The minister's new policy proposals include a statement of proposed arrangements for future evaluation; and
- That completed evaluation reports should normally be published, unless there existed important policy sensitivity, national security or commercial-in confidence considerations, and that the budget documentations which departments table in parliament each year should also report major evaluation findings (Mackay, 2011: 3).

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The Australian system has the following lessons for other countries:

- Intensively use of evaluations findings in the budget process provide a substantial contribution to the Cabinet development of policies.
- The use of evaluation by line managers in their ongoing operations and internal management can improve policy implementation.
- Substantial decline in the quantity and quality of evaluation can lead to the demise of the evaluation strategy of the country.
- Australian M&E system suffered from severe problems of implementation by departments and agencies because of lack of effective oversight by higher structures.
- The system's demise in Australia demonstrates that a principle-based approach that encourages M&E, but does not mandate it and does not monitor and to ensure compliance, is highly unlikely to work (Mackay, 2011).

6.3.4 United States of America

According to Wholey and Hatry (1992: 607), the United States of America (USA) discipline of public administration and related fields have for about 22 years, called for formalisation of PME in government projects. They further state that the National Academy of Public Administration strongly recommended that units of government at all levels make a concerted effort to encourage agency heads and program managers to monitor projects quality and outcomes, as part of an overall system aimed at improving the performance and credibility of major projects/programs. In 1991, after a yearlong consultation process, the National Academy of Public Administration adopted a resolution encouraging public agencies at all levels of government to develop procedures for monitoring and reporting on the quality and outcomes of their program/projects (Wholey & Hatry, 1992: 607).

In his inaugural address on January 20, 2009, the former President, Obama inspired his administration's efforts to improve government performance with these words: "The question we ask today, is not whether our government is too big or too small, but whether it works- whether it helps families find jobs at a decent wage, care they can afford and a retirement that is dignified. Where the answer is yes, we intend to move forward. Where the answer is no, programs will end. And those of us who manage the public's dollars will held to account- to spend wisely, reform bad habits, and do our business in the light of the day-because only then can we restore the vital trust between people and their government" (Mark & Pfeiffer, 2011: 7).

According to Mark and Pfeiffer (2011: 7), under a new president (Obama), the United States (US) government long history of concern with accountability and oversight continues and evolves in the new direction. The Obama administration showed increased interest in outcomes-based performance

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M&E. Important new legislation, special attention by the administrations of Presidents Bill Clinton and George W. Bush, greater emphasis on transparency and results, and the introduction of initiatives such as the Program Assessment Rating Tool all have brought performance measurement more prominence. Those developments built on older and well-established traditions and institutions of oversight, assessment, and review, such as the US. Government Accountability Office (GAO), a lively non-profit sector keeping watch on government programs, growing reservoir of performance management experience at state and local levels, and a Congress with a strong oversight role (Mark & Pfeiffer, 2011: 7). Performance Monitoring and Evaluation (PME) has been used by many local and state agencies in US. Local governments such as those in Charlotte, Dayton, New York City, Savannah, and Sunnyvale have been monitoring the quality and outcomes of their local services for many years. Through such techniques as regular surveys of business, local government, and travel customers, Minnesota's Department of Trade and Economic Development has been monitoring the performance of its major programs since 1989 [i.e. export promotion, financial assistance to businesses, small business assistance, and assistance to communities] and even longer for the performance of its tourism promotion services (Wholey & Hatry, 1992: 606).

Further, a number of states and local governments have developed PME systems in program areas such as economic development, elementary and secondary education, higher education, hospital care, mass transportation, police and fire services, public assistance, public health, road maintenance, and solid –waste collection. As an example, federal level PME includes aid to families with dependent children and food stamp program quality control; monitoring of progress in child support enforcement; efforts to measure progress toward the national goals for education, health care financing administration monitoring of Medicare patient outcomes; department of justice's monitoring of reported crime rates, crime clearance rates, and victimisation rates; department of labour monitoring of performance in employment and training (Hatry, fountain, Sullivan & Kremer (1990) in Maepa, 2014: 122).

ExpectMore.gov, developed by the United States Office of Management and Budget (OMB) and Federal program to enable improvement. Since 2002, the United States has created the Program Assessment Tool (PART). This program was created to build on earlier efforts to measure government performance (Mackay, 2007: 13). PART assesses: the clarity of program objectives and design; quality of the strategic planning and extent of focus on program targets; effectiveness of program management; and actual program results achieved (Mackay, 2007: 12-13). PART ratings are required to be used by departments in their annual budget funding requests to OMB. The requests must highlight the PART ratings, the recommendations for improvements in program performance, and performance targets. OMB, in turn, also uses the PART ratings as one input when it prepares the administration's funding requests to the Congress (Mackay, 2007: 12-13).

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Lessons learned from the United States' system:

- Focus on a few key issues;
- Leadership with right message is essential to success;
- A central coordinating unit helps keep the entire effort on track;
- High level, performance-focused mechanisms like the Performance Improvement Council can be an effective means to inform members about and encourage them to adopt best practices and to engage in useful information sharing and problem solving;
- Train managers and staff how to analyse and use the data effectively early in the implementation process. In developing performance management systems, the early phases need significant effort to define goals and objectives and identify performance indicators by which progress can be measured and tracked;
- Plans for program evaluation need to be built into program design at the beginning. Managers need to be trained in the design and use of evaluations and to learn the importance of incorporating plans for their conduct at the outset of program and managerial priorities and information design, as well as to assess program impacts after implementation.
- Keep it simple. Avoid requirements to collect and report too many indicators. Otherwise, the whole effort can become a burdensome compliance exercise rather than an effective management tool;
- Creatively but carefully considered and managed, the use of technology can be very helpful in collecting and analysing data and in communicating with stakeholders and others;
- Performance communications must be designed to inspire confidence in the results; and
- To legislate or not to legislate? A balance should be sought between legislating the right things and making the framework too prescriptive and burdensome (Mark & Pfeiffer, 2011:34-36).

6.3.5 Colombia

During the past two decades Colombia has been developing and improving its National Results-Based Management and Evaluation System (SINERGIA). The development of this system has been a focal point in Colombia's state reform towards performance-based management, particularly at the central administration. Columbia has achieved a high level of development and customization and held up as an example of best practices by multilateral organisations, donor agencies, and other government (Plato, 2009: VI).

The objectives of M&E in Columbia are as follows:

- To improve the effectiveness and impact of government policies, programs, and public institutions;

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- To help improve the efficiency and transparency of the planning and allocations of public resources;
- To stimulate transparency in public management, oversight by citizens-that is, social control (Mackay, 2007: 111).

The origin of Colombia's National Results-Based Management and Evaluation System (SINERGIA) dates to the early 1990s (Mackay, 2007: 129). The system was initially a strategic response to the need for results-based M&E in national planning, but it subsequently gained political and legal endorsement because of two major issues in the national debate. The first was the deteriorating credibility of public institutions in people's views, which was primarily a result of these institutions not being able to deliver results for the most important social priorities. The second issue had to do with high-profile cases of inefficiency and corruption in several investment projects, which indicated a need to improve transparency and accountability in government initiative (Plato, 2009: 2).

In its first stage, SINERGIA introduced a self-evaluation approach based on adaptations of the logical framework's methodology- from the program to the sector and agency levels-primarily using monitoring information. This methodology was called the *Plan Indicativo*, and it helped to organise the management of sectors and agencies, in line with broader strategic government policies. In the Plan Indicativo each sector and agency identified its objectives, activities, targets, and performance indicators, strategic plans, and the final objectives of National Development Plan (NDP). To complement this self-evaluation, SINERGIA also introduced "strategic evaluations" in pilot agencies. Other instruments implemented included efficiency agreements, performance contracts, and commitment policy documents approved by the National Council for Economic and Social Policy (Plato, 2009: 5).

The instrumental and methodological changes introduced in the second stage of SINERGIA (2002-2006) sought to provide answers for different problems, although they were not necessarily successful in all cases. The starting point was the change from self-evaluation approach to one of external evaluations, performed or contracted by SINERGIA (Plato, 2009: 10). The most powerful mechanisms for developing and consolidating the second stage of the M&E system has been the periodic progress review meetings held by the President with his ministers. These meetings are also attended by the deputy ministers who are sometimes supported by the technical managers. SINERGIA staff members participate in all meetings and provide technical assistance (Plato, 2009: 14).

SINERGIA found a way to improve the development of evaluation capacities in the country. Contract agreements involving joint efforts and alliances among highly qualified international evaluators, national research centres, firms, or universities were given higher scores in the procurement process. Knowledge-and technology-transfer processes were thus established, and in less than three years

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there were already Colombian firms capable of carrying out top-quality evaluations on their own (Plato, 2009: 19).

The Columbian President's Office plays important role in M&E. Plato (2009: 26) points out that active role of the President's Office brings SINERGIA both advantages and disadvantages. The advantages are that, the information it produces is used automatically by all government entities for managerial and accountability purposes. Reports to Congress, press releases, periodic reports, administrative controls, council of ministers, and town hall meetings all extensively use data provided by the system. The disadvantages stem from mistrust in some sectors, and the fact that the President's Office is indirectly involved with evaluations when, in the opinions of many people, it has an obvious political interest in defending the government programs. The credibility of its information has been questioned on several occasions in public debates and in the media. It has also been suggested by critics that the government selectively presents the performance information (Plato, 2009: 26).

There are many lessons which can be learned from the Colombian system. Some of the lessons are described below:

- Setting up and consolidating a whole-of-government system is not just a technical or policy initiative because, in actuality, it is an ongoing public sector reform, which involves all administrative areas, sets out change public officials behaviours, and has to be in line with the broadest political objectives;
- Given the long-term effort and change in "culture" that a national system entails, regulations can provide a firm basis for ensuring that the system will induce through changes in government administrations. Such regulations need to decrease or circumvent resistance from defenders of the *status qua,* while protecting the progress already achieved.
- The principal assets that a system boasts are a technically sound design, based on a diagnosis of the initial results framework, and robust methodologies for drawing up indicators, goals, and baselines for performance. Information quality, and hence credibility, depend on these things. Achieving them requires skills and ability to combine local and international experiences;
- Identifying indicators based on variables that are relevant to the President, citizens, and decision makers is a central aspect, so that a balance can be assured between the supply and demand of performance information. Simplifying the indicators base and concentrating it on the upper end of the implementation chain (outputs, outcomes, and impacts) is a prerequisite for this balance;
- Computer systems should be viewed as system tools rather than as the system itself. These information instruments should be adapted to system needs, rather than it being adapted to the tools;

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- A coordinating body with a strong technical capability and influence is a necessary condition but is not enough by itself to ensure that progress will be made with institutionalisation. Bringing numerous players and agendas into line, reacting to changing circumstances, and taking advantage of new opportunities to develop the system requires management to develop a sense of opportunity, and strategic vision, not to mention support from entities with sufficient rank and political power, such as the Presidents' Office or Congress;
- If continuity is to be achieved during the process of implementing a national system, an evaluation policy or strategy with clear objectives and well-defined components content, both within and outside the government;
- Although problems can be caused by strong planning and budget framework existing side-by-side, with investment and operation budgets functionality separate, such problems are not insurmountable obstacles to implementing the system. This has shown by the experiences gained from the pilot programs Medellin and Pasto;
- Basic steps like defining program classification of the budget and results-based budget presentational exercises can be influential when it comes to promoting a greater results orientation in expenditure. Such steps are important because they establish foundations for future and more complex results-based management endeavours;
- The development of evaluation capacities is prerequisite. Intervention of authorities is needed to increase the supply of qualified evaluators, either directly (through training programs) or indirectly (through contracting incentives);
- The demand for information is the main driving force behind a system. Such information, however, does not occur on its own. Demand should be stimulated by generating a supply of usable performance information and ensuring that it reaches key users. The market for information is imperfect, and public intervention is therefore needed/
- If the general public is to be a key user of the system's performance information, government actions should be taken to increase citizens' knowledge of the system, with the aim of meeting and sustaining results information demand;
- The credibility of a system is built around the quality of its products, and not necessary on its independence. The latter is necessary on its advanced stages of the consolidation process, but the fact that feedback on administration requires active participation by government agencies should be taken into consideration;
- Revolving the importance of accountability to Congress by producing annual results reports, based on information, requires the use of simple formats and direct language, as well as communication and dissemination strategies;

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- Establishing pilot systems programs is an effective strategy for reducing the risks of progressing too quickly (e.g., inability to assimilate) or minimising the costs of too slow an implementation (e.g., loss of interest); and
- Although the budget model is the most widely promoted in public management, it is not suitable in all cases. Colombia offers the example of an alternative model, one that is planning-driven (Plato, 2009: 35-36).

6.3.6 United Kingdom

According to Mackay (2007: 12), the United Kingdom's system is based on Public Agreements, stating the department's overall goal; the priority objectives; and key performance targets (110 mostly outcome targets for government in total) between the Treasury and the 18 main department, including the Department for Communities and Local Government. They are focused on the priority areas of education, health, transport, and criminal justice. The targets are mainly expressed in terms of the outcomes (rather than outputs) to be achieved. The Department's Strategic Objectives reflect the contributions that Communities and Local Government will make to the Public Service Agreement set, both for those on which are led by other government departments (Department of Communities and Local Government (2009) in Babbie, 2011: 161).

Mackay (2007: 12) further states that departments report twice a year on conducted evaluations as an input to budget decisions. Spending priorities, expenditure ceilings, and the related performance targets are established in a system of three-year spending reviews. The United Kingdom national audit office reports that departments also use the performance information from the public sector agreements for their internal planning and accountability; less use is made of this information for ongoing management (Mackay, 2007: 12).

Lessons learned from the United Kingdom M&E system are as follows:

- United Kingdom has successfully created a comprehensive performance monitoring system that embraces everything from central government ministries down to front-line services. This system has become increasingly ubiquitous and sophisticated over time;
- The system has become increasingly outcome focussed over time, although at various levels it still includes large elements of output, process and even input monitoring;
- The system has largely been a top-down imposed one which lowers tier organisations are mandated, either legally or administratively-to produce performance reporting data;
- The actual formulation of performance measures, and their monitoring, has however often been delegated by executive government to third-party audit and inspection bodies, at least for lower tiers of government and public services (but not central government itself);

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- The system has contributed to substantial improvements in actual performance in a wide range of policy areas, especially large volume services like health, education and criminal justice. Improvements in service delivery have been most marked, although there is something of an attribution problem in that this has occurred during a period of rising resources;
- However, there have been significant cases of perverse outcomes and gaming of performance monitoring system by those being monitored. This problem is also linked to significant data quality problems in some areas where some distortion has occurred, as highlighted by various academics and audit studies. This problem has been, however, somewhat exaggerated by some academic, interest group and media critics of the system. In most cases, the benefits of performance monitoring appear to have outweighed the dysfunctional aspects;
- Problems of changing political priorities and timescales have also caused some dysfunstionality problems with performance monitoring. Instability in what is measured, over what periods, as well as how the results are audited and published, has created some significant public mistrust in performance data;
- Parliament has particularly found it difficult to adapt itself to the changing performance policies, and especially the opportunity to develop its scrutiny role to embrace and effectively use performance monitoring data- although change is taking place, albeit very slowly; and
- It is unclear what the popular impact of these policies has been. There certainly does not appear to be any evidence of a simple or direct link between actual performance and things like trust in government and satisfaction rates with public services. It has been speculated that this may be because the changes to performance levels in developed societies like United Kingdom are relatively minor compared to the possible performance improvements in emerging societies, where a much more significant impact might be possible (Talbot, 2010: 29-30).

6.4 CONCLUSION

This chapter specifically focused on M&E of different selected countries from Africa and those outside the African continent. It dealt with their M&E practices. According to Naidoo (2007: 59), it is not enough simply to identify best practices of other organisations. Naidoo continues to state that, these practices need to be mobilised, adapted and improved overtime to the own specific situations of the organisations, involving creativity and innovation in applying the best practices from elsewhere. On the other hand, Hague (2001: 3) asserts that the realities opportunities and constraints facing any country will in many ways be unique. This implies that, countries have the right to adopt best practices from other countries in order to strengthen their systems, however, it should not be cut and paste because the capacity, conditions and situations of their countries are unique. So it is also important for countries to have strong political will for the improvement of their system. Six African countries

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were discussed. That is Benin, Ghana, Burundi, Kenya, Senegal and Uganda. The most common challenges in these countries were lack of capacity and political willingness to use data gathered in their decision making. It was also established that financing of the system was a problem. Therefore, it is not surprising when they lack resources for the implementation of their systems in their respective countries. However, there is also a good story to tell. One of the positives is that these countries have taken a step forward by establishing systems for measuring results in their respective countries although, need to be improved. This is a way of improving accountability and transparency for improvement of performances of their governments. Six countries outside the boarders of Africa were also discussed. These countries are Chile, Canada, Australia, United States of America, Columbia, and United Kingdom. They were selected randomly without looking at any characteristic. It was established in this chapter that these countries have capacity and willingness of using data for decision making unlike in the selected African countries discussed. It was also established that their systems contributed immensely to the improvement of their government performances. However, not everything is good about their systems, they also have their own respective countries challenges. But there are lessons to be learned by African countries for the improvement of their systems. The next chapter will deal with research methodology used in this study.

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CHAPTER 7

RESEARCH METHODOLOGY

7.1 INTRODUCTION

This chapter focused on the research method followed during the study. It included aspects such as research methodology, study area, population of the study, sampling, data collection process, data analysis and ethical consideration.

7.2 RESEARCH METHODOLOGY

Welman and Kruger (2001: 55) assert that research involves the application of various methods and techniques in order to create scientifically obtained knowledge by using objective methods and procedures. Kothari (2004: 8), points out that research methodology is a way to systematically solve the research problem. The study used a mixed method where qualitative method and quantitative methods were used. However, this study weighed heavily towards qualitative methodology.

7.2.1 Mixed method

Du Plessis and Majam (2010: 456) define mixed method research as the systematic combination of qualitative and quantitative methods in research or evaluation (Du Plessis & Majam, 2010: 456). According to Teddlie and Tashakkori (2003) in Du Plessis and Majam (2010: 459), mixed method involves qualitative and quantitative projects being mixed in more than one stage of the study (questions, research methods, data collection and data analysis, as well as the interpretation or inference). Mixed research method was chosen because it incorporates techniques from qualitative and quantitative which increase the scope and range of the research in order to address the research problem and the related research questions. The use of mixed methodology allowed the researcher to have a deeper understanding of the phenomenon under study.

7.2.2 Qualitative methodology

Qualitative methodology is defined by Brynard and Hanekom (2006: 37) as research that produces descriptive data; generally the participant's own written or spoken words pertaining to their experience or perception are solicited. Qualitative methodology is as an inquiry in which researchers collect data in face-to-face situations by interacting with selected persons in their settings (McMillan & Schumacher, 2001: 395). Qualitative method was used because it provides in-depth perspective of participants about the significance of M&E in enhancing development projects in VDM, South Africa.

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7.2.3 Quantitative methodology

Leedy and Ormrod (2010: 94) point out that quantitative research involves looking at amounts, or quantities, of one or more variables of interest where the researcher typically tries to measure variables in some way, perhaps by using commonly accepted measures of the physical world or commonly designed measures of psychological characteristics or behaviours (e.g., tests, questionnaires, rating scales). Quantitative methodology was used because the researcher wanted to seek explanations and predictions about the role of M&E as a strategy for the enhancement of infrastructure development projects in VDM, South Africa that was generalised to other persons and places, and for the researcher to reach a large number of respondents.

7.3 STUDY AREA

This study was carried out at VDM. The VDM is a Category C municipality, established in the year 2000 in terms of Local Government: Municipal Structures Act No. 117 of 1998. It is a municipality with a Mayoral Executive System contemplated in section 3(b) of the Northern Province Determination of Types of Municipality Act, 2000.The VDM consists of four local municipalities: Thulamela, Makhado, and Collins Chabane which are Category B executive municipality and Musina Category B plenary. The VDM is in the northern part of Limpopo Province and shares boarders with Capricon and Mopani District municipalities in the eastern and western direction respectively. The sharing of boarders extends to Zimbabwe and Botswana in the North West and Mozambique in the East-South through the Kruger National Park respectively. The VDM covers 21 407 square kilometres of land with total population of 1 294 722 people according to Stats South Africa, 2011. The jurisdiction of VDM is predominately rural with critical basic services backlog. Hereunder is an overview of local municipalities under VDM.

7.3.1 Makhado Local Municipality

Makhado local municipality is a category B municipality established in terms of Local Government: Municipal Structures Act, 117 of 1998. It is one of the local municipalities in VDM. The municipality is located in the northern parts of Limpopo Province approximately 100 KM from the Zimbabwean boarder. It has approximately 416 728 people residing within it. It is made of 4 formal towns, namely, Louis Trichardt, Vleifontein, Waterval and Dzanani with more than 200 villages. The administrative office is situated in Louis Trichardt town with two supporting regional administrative offices in Dzanani, and Waterval. It has 38 wards councillors and 37 proportional representatives' councillors. There are also 14 traditional leaders who are ex-officio members of the municipal council and 10 who are members of the executive committee (Makhado local municipality IDP, 2019/2020).

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7.3.2 Musina Local Municipality

Musina local municipality is established as a category B executive council in terms of Local Government: municipal Structures Act, 117 of 1998. It is one of the four local municipalities in VDM. It is bounded by Makhado local municipality to the south and Thulamela local municipality to the east. It is also bounded in the south-west by Blouberg local municipality which falls within the Capricon District Municipality. It is located in the very north of Limpopo Province, bordering Mozambique, Botswana and Zimbabwe. The political leadership of the municipality is vested in the Municipal Council of 24 councillors of whom 12 are ward or directly elected councillors, 12 Proportional Representatives (PR), and 5 traditional leaders representative. It covers an area of approximately 1 129 740.773 hectors (Musina local municipality IDP, 2019/2020).

7.3.3 Thulamela Local Municipality

Thulamela municipality is a Category B. municipality established in terms of Local Government: Municipal Structures Act, 117 of 1998. It is one of the four local municipalities comprising Vhembe District Municipality. It is the eastern most local municipality in Vhembe district. Collins Chabane municipality forms the boundary in the east while sharing the borders with Musina local municipality. Its area covers a vast track of lands mainly tribal, Thohoyandou is its political, administrative and commercial centre. In terms of population, it is the second largest of all the local municipalities in Limpopo Province. The political leadership of the municipality is vested in the Municipal Council of 81 councillors of whom 41 are ward or directly elected councillors, 40 Proportional Representatives (PR), representing political parties on the strength of their performance in Local Government elections (Thulamela Municipality IDP, 2019/2020).

7.3.4 Collins Chabane Local Municipality

Collins Chabane local municipality is one of the four municipalities that constitute VDM. It is a category B municipality established in terms of Local Government: Municipal Structures Act, 117 of 1998. It is formed by the amalgamation of portions of Thulamela local municipality and Makhado local municipality and came into effect in 2016. It has a population of approximately 347 974 people. Its area includes 174 villages and 36 wards. It is surrounded by Greater Giyani municipality in the south, Makhado local municipalities on west, and Thulamela local municipality on north. To the south-east, its borders extend to Mozambique and on the north-east is Zimbabwe through the Kruger National Park on the east. Malamulele is its political, administrative and commercial centre (Collins Chabane local municipality IDP, 2019/2020).

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Figure 7.1: Vhembe District Municipality Map

Source: https://municipalities.co.za/img/maps/vhembe_district_municipality.png?1519286746

7.4 POPULATION OF THE STUDY

MacMillan and Schumacher (2001: 169) define population as a group of elements or cases, whether individuals, objects and events, that conform to specific criteria and to which we generalise the results of research. According to Fox and Bayat (2007: 51), population is a full set of cases from which samples are drawn.

The population of this study comprised the following members from VDM: M&E unit officials, senior traditional leaders, South African National Civic Organisation (SANCO) members, projects managers, performance management unit officials, ward councillors, Community Development Workers (CDW) and municipal managers.

7.5 SAMPLING

Sampling is the technique by which a sample is drawn from the population (Bless & Higson-Smith, 2000: 156). Bless and Higson-Smith define sample as a group of elements drawn from the population, which is representative of the population, and which is studied in order to acquire some knowledge about the population.

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7.5.1 Sampling method and sample size

The selection of participants was done by means of stratified purposive sampling for quantitative methodology and purposeful sampling for qualitative methodology. Stratified purposive sampling has a characteristic of probability sampling, whereas a small number of cases typically generated through it is characteristic of purposive sampling. In this technique, the researcher first divides the group of interest into strata and then select a small number of cases to study intensively within each stratum based on purposive sampling technique (Teddie & Yu, 2007: 90). Kothari (2004:15) defines purposive sampling as sampling which involves purposive or deliberate selection of particular units of universe for constituting a sample which represents the universe. Purposive sampling was used deliberately to identify information- rich participants because they were likely to be knowledgeable and informative about the phenomena being investigated. The following participants were interviewed: In VDM, there are two units working with monitoring and evaluation, namely: performance management unit and M&E unit. There is 1 manager responsible for performance management unit who was interviewed; 1 manager for M&E unit was interviewed. And lastly, 1 VDM manager and 4 local municipal managers under VDM was also interviewed.

The following participants were given questionnaires: 20 top executives of the four Vhembe district SANCO sub-regional structures members because they represented their sub-regional SANCO branches, 5 top executive Vhembe district SANCO regional structure members because they represented the whole SANCO branches of Vhembe district. 14 senior traditional leaders who are members of House of traditional leaders. 7 project managers of performance management unit because they are responsible for the monitoring and evaluation of development project, 2 members of M&E unit because they are also responsible with the monitoring and evaluation of development projects, 43 ward councillors who are responsible for the wards where the tribal offices of senior traditional leaders are situated and 43 community development workers who are working in the wards where the tribal offices for senior traditional leaders are situated. The table below shows the sample size of the study:

Table 7.1: Sample size of study

STRUCTURE	STUDY SAMPLE
Ward councillors	43
Community Development Workers (CDW)	43
Senior traditional leaders	14
SANCO sub regional structures members	20
SANCO regional structure members	5

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M&E unit manager	1
M&E unit staff members	2
Project management unit manager	1
Performance management unit project managers	7
VDM manager	1
Municipal managers of all VDM local municipalities	4
TOTAL	141

7.6 DATA COLLECTION PROCESS

Kombo and Tromp (2006: 99) define data collection as the gathering of information to serve or prove some facts. According to Polit and Beck (2004: 716), data collection is the gathering of information needed to address a research problem. Data collection was done concurrently. In a concurrent triangulation approach, the researcher collects both quantitative and qualitative data concurrently and then compares the two databases to determine if there is convergence, differences, or some combination. The mixing during this approach, found in an interpretation or discussion section, merge the data or integrate or compare the results of two databases side by side in a discussion (Creswell, 2008: 213).

Both primary and secondary data were used in this study. Primary data was gathered through open-ended interviews and structured questionnaires. Secondary data was obtained from, government publications, research publications and report. Additional secondary data was obtained from books, journals, pieces of legislation print media, conference papers and internet.

7.6.1 Interviews

According to MacMillan and Schumacher (2006: 350) interviews are response questions to obtain data from participants about how they conceive and give meaning to their world and how they explain events in their lives. Nieuwenhuis (2007: 87) defines interview as a two-way conversation in which the researcher seeks answers from the participants by asking them questions about the phenomena under investigation (for example, the participants' beliefs, ideas, views, opinions, and behaviours).

According to Nieuwenhuis (2012: 87), there are three types of interviews.

- A **structured interview** which contains predetermined questions from which an interviewer is not allowed to deviate.

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- **Semi-structured interview** which contains a set of predetermined questions however an interviewer can probe and seek clarification. Thus, semi structured interview allows the researcher to explore the responses provided by the participant by posing supplementary questions.
- In an **open-ended interview** there are no questions prepared in advance, the researcher poses questions to the participant with the aim of exploring his/her views attitudes and beliefs about the phenomena under scrutiny.

Semi-structured interviews were used to collect data because they provided the interviewer an opportunity to probe and they also allowed the interviewer to ask further questions for clarity. Appointments were done with the respondents in advance. Interview was chosen because it provides an opportunity to collect in-depth information and also provides explanations on questions misunderstood, and the researcher is able to see the research topic from the perspective of the interviewees, and to understand why they have a particular view.

7.6.2 Questionnaires

Polit and Beck (2004: 729) define questionnaire as an instrument for gathering self-report information from respondents through self-administration of questions in a paper-and-pencil format. According to Monette *et al.* (2011: 164) questionnaire is a way to collect data in a survey research that contains recorded questions that people respond directly on the questionnaire form itself, without the aid of an interviewer. Structured questionnaires were used to collect data from respondents. Appointment was done with the respondent. Questionnaire was used because it saves time and the researcher is able to reach a large number of respondents, and questionnaire offers greater anonymity because there is no face-to-face interaction between respondents and the interviewer, and it allows respondents some time to think about their answers. Below are guidelines of constructing an ideal questionnaire as proposed by Neuman (2014: 322-323):

- Avoid unclear language such as jargon, acronyms, abbreviations and slang.
- Desist from emotional language, vagueness and ambiguity.
- Desist from leading and double-barrelled questions.
- Avoid questions that are beyond a respondent capability.

The researcher was guided by the above guidelines in preparing questionnaires that were distributed to all VDM officials, ward councillors, community development workers, South African National Civic Organisation Members and senior traditional leaders.

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7.7 DATA ANALYSIS

Data analysis is defined by Nieuwenhuis (2007: 101) as a process of looking at data from different angles with a view to identifying keys in the text that will help us understand and interpret the raw data. According to Burns and Grove (2003: 47), data analysis is a mechanism for reducing and organising data to produce findings that require interpretation by the researcher. Narrative analysis and descriptive statistics analysis of data were used in this study.

7.7.1 Descriptive Statistics

According to White (2005: 15), descriptive statistics are used when analysing quantitative data. The data obtained during the research process through questionnaire was systematically reorganised into an easy readable format using computer programs. Thereafter, data collected through structured questionnaire was analysed using International Business Machinery-Statistical Product and Service Solutions (IDM- SPSS) version 25.0. Graphical tables which explain the frequencies and percentages were given, followed by a discussion.

7.7.2 Narrative Analysis

Maree (2007: 102) defines narrative analysis as a variety of procedures for interpreting the narrative generated in research. According to Grbich (2007: 124), the word narrative is associated with terms such as “tale or story especially a story in the first person. Narrative data analysis focuses on stories told to participants. The story aspect is seen as a complete entity with a beginning, middle and end. For this study, data collected through open-ended interviews was analysed using thematic- narrative analysis. The following steps suggested by Creswell (2005: 334) were used for qualitative data analysis.

- **Phase 1: Planning for Recording Data**

The researcher planned for the recording of data in a systematic manner appropriate to the setting of participants or both and facilitated analysis before collecting information.

- **Phase 2: Data Collection and Preliminary Analysis**

Data was analysed after being collected by the researcher and recorded. The first one involved data analysis at the research site during collection of data. The second one involved data analysis away from the site. Data collection and analysis was undertaken hand in hand in order to build a coherent interpretation of data.

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Phase 3: Managing or Organising Data

The researcher organised data into file folders in order to analyse it well and in order. Data was organised and kept into file folders. The researcher labelled data properly with a notation system that made retrieval manageable. The data generated by qualitative methods are voluminous. Therefore, organising and analysing a mountain of narrative can seem like an impossible task.

- **Phase 4: Reading and Writing Memos**

The researcher read the data collected and check if it was organised and grouped information together. Reading the data once more forces the researcher to become familiar with the data in intimate ways. After organising and conversation of the data, researcher continued analysis getting feeling for the whole database. Reading once more through the data forces the researcher to become familiar with the data. People, event and quotes sift constantly through the researcher mind.

- **Phase 5: Generating Categories: Themes and Patterns**

The process of category generation involves noting regularities in the setting or chosen for the study. The researcher searches for those who have internal convergence and external divergence. The researcher broke the information down into a small manageable set or themes to write into final narrative.

- **Phase 6: Coding Data**

The data was presented analytically. The researcher then applied some coding scheme to those categories and then delinquently and thoroughly marked passages in the data using codes. The researcher selected the form which he applied when coding the data. The researcher used abbreviations or key words, colours coloured, dots or numbers. The researcher used abbreviations of key words, coloured dots and numbers.

- **Phase 7: Testing emergent Understanding**

As categories and themes are developed and coding gets underway, the researcher begins the process of evaluating the plausibility of his developing understanding and exploring them through enough data. Part of this phrase will be evaluating the data for their uselessness and centrality. This entails a search through the data during which the researcher challenges the understandings, searchers for negative instances of patterns and incorporates these into larger constructs as necessary.

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- **Phase 8: Searching for Alternative Explanations**

Alternative explanations always exist: the researcher must search to identify and describe them and then demonstrate why the explanation offered is the most plausible of all. The researcher discovers categories and patterns in the data also engages in critically challenging the very patterns that seem to be apparent. The researcher searches for other plausible explanations for those data and the linkages among them.

- **Phase 9: Representing and Visualising**

In the final phase of the report the researcher presents the data and packaging what will be found in the text, tabular or figure form. The hypothesis or propositions that specify the relationship between categories of information also represent information.

For this study, the researcher analysed data using the following steps: planning and recording data, reading and writing memos and representing and visualising. The researcher collected data and writing all information given by the respondents. After collecting data the researcher was read all the information collected from respondents to check if the data is organised and then grouped all information together. The researcher then presented data in a narrative form.

7.8 ETHICAL CONSIDERATION

Piper and Simons (2005: 35) describe ethical issues as an action of conducting research that benefits respondents or participants in positive ways, an ethical act of doing no harm to research respondents or participants. According to Polit and Beck (2004: 717), research ethics is a system of moral values that is concerned with the degree to which research procedures adhere to professional, legal and sociological obligations to the study participants. This section highlights the following ethical guidelines and how they were considered in this research: informed consent, confidentiality and anonymity, harm to respondents and privacy.

7.8.1 Informed consent

Informed consent is an ethical requirement which demands that respondents be allowed to choose to participate or not to participate in the research after receiving full information about the possible risks or benefits of participating (Urombo, 2000: 29; Makore- Rukuni, 2001: 33). The participant is free to decline to participate or withdraw from the study at any time. In this study, the researcher informed selected participants about the purpose of the study. The participants were given the freedom to choose to participate or not in the study.

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7.8.2 Confidentiality and anonymity

Confidentiality indicates the researcher's ethical obligation to keep the respondent's identity and responses private (Makore-Rukuni, 2001: 129; Neuman, 2000: 99). A respondent has the right to have his or her identity remain anonymous (David & Sutton, 2004: 19). Confidentiality and anonymity were achieved by not associating participants with any response. Anonymity was guaranteed through grouping data rather than presenting individual responses.

7.8.3 Harm to respondents

Researchers should not harm research respondents (Makore-Rukuni, 2001: 36; Urombo, 2000: 28). Harm to respondents may include embarrassment, irritation, anger, emotional stress, loss of self-esteem, sleep deprivation, negative labelling, invasion of privacy and damage to personal dignity (Urombo, 2000: 42). Respondents may experience the above psychological harm if they are asked to provide information on private and sensitive issues. Respondents were not exposed to the actions mentioned above. That is, the study will not psychologically harm the respondents. The information sought from the respondent' was private and sensitive. The respondents' responses were taken as given and one cannot link responses with a particular respondent.

7.8.4 Ensuring privacy

As already indicated under confidentiality and anonymity, it is the researcher's ethical obligation to keep the respondent's identity private (Neuman, 2000: 99; Makore-Rukuni, 2001: 129). Privacy was ensured through asking respondents not to mention their names during the recording of interviews. Privacy was ensured through grouping the respondents' responses.

7.8.5 Permission to conduct study

For the purpose of the study, the researcher obtained permission to conduct research from VDM. Ethical certificate from the supervisor was sought also before conducting the research. All the ethical letters are attached as annexes in this study.

7.9 CONCLUSION

This chapter described the research design and methodology that were used to conduct this study and they were discussed in detail. Mixed method was used which is a combination of qualitative and quantitative methods. Both methods were explained in detail. This chapter also provided a detailed description of the data analysis methods that were applied. Further, population and sampling method of this study were also discussed. Lastly, ethical issues in this study were also discussed.

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CHAPTER 8

DATA PRESENTATION, INTERPRETATION AND ANALYSIS

8.1 INTRODUCTION

This chapter focused on the presentation and discussion of the study findings. The data provided by the respondents was used to make inferences about the whole study. The discussion was based on the transcriptions and literature reviews. This was done to bolster the authenticity of it. It has been indicated in the previous chapter that it is underpinned by a mixed method design where quantitative and qualitative research methodology were used. The analysis of the data involves what has been seen, heard and read in order to use the data collected. This chapter will further discuss the analysis and interpretation of the collected data by discussing the sampled population responses as a way of providing an understanding of the nature of the findings on M&E as an infrastructure enhancement strategy. The sections below focused on reporting the empirical investigation by providing answers to the perceptions and understanding of the M&E as an infrastructure enhancement strategy. Data for this study was collected from Vhembe District Municipality officials, traditional leaders, South African National Civic Organisation members, ward councillors and community development workers. A total number of 141 respondents took part in this study and 10 of them were also interviewed and most of them were officials from Vhembe District Municipality together with senior managers of the local municipalities. Their responses to the questionnaires are presented in a graphical tabular form and are followed by a brief synthesis for the item and the responses for the interview items are presented in a narrative form and are followed by a brief synthesis of the findings of the item.

8.2 ANALYSIS OF DATA COLLECTED THROUGH QUESTIONNAIRES

This section presents the data that was collected through questionnaires and the information is presented in a graphic table with frequencies and percentages followed by a brief synthesis. The section consists of two sections, namely; Section A: Biographical details of the respondents; and Section B: Respondents responses from the questionnaires.

8.2.1 Section A: Biological details of respondents

This sub-section presents the biological details of the respondents who took part. The information is presented in graphic tables with frequencies and percentages followed by a synthesis of the findings. The biological details of the respondents are presented in relation to gender; age; position; and educational qualifications and it is presented as follows:

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Table 8.1: Gender of Respondents

	Gender of Respondents	Frequency	Percentage
1	Male	85	60.3%
2	Female	56	39.7%
	Total	**141**	**100%**

Table 8.1 presents the biological information of the respondents in terms of gender. A total 141 of respondents took part, of the 141 respondents, 85 (60.3%) were males whereas 56 (39.7%) were females. All targeted respondents managed to return the questionnaires, and all received questionnaires were analysed. From the above information, a conclusion can be drawn that majority of respondents who participated were males than females. Based on the number of women who took part in this study (56) compared to that of men who also took part (85) concludes that women are not yet there in taking leadership roles in communities development activities and work environment and thus effort need to be done to empower more women.

Table 8.2: Age of Respondents

	Responses	Frequency	Percentage
1	Less than 20 Years	0	0%
2	21 to 30 Years	2	1.4%
3	31 to 40 Years	30	21.3%
4	41 to 50 Years	49	34.7%
5	51 Years and Above	60	42.6%
	Total	**141**	**100%**

Table 8.2 above presents the biological information of the respondents in terms of age. Based on the information in the table above, majority of the respondents, 60 (42.6%) who took part were aged between 51 years and above years of age. 49 (34.7%) of the respondents were aged between 41 to 50 years and 30 (21.3%) were between 31 to 40 years. Few respondents at 2 (1.4%) were 21 to 30 years and the least at 0 (0%) were at the age less than 20 years. The data revealed that, the youth are less represented and thus suggests that they should be empowered to take active roles in

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development activities because the future of any country is in the hands of the youth who are also the future leaders.

Table 8.3: Position of Respondents

	Responses	Frequency	Percentage
1	Ward Councillor	43	30.5%
2	Community Development Worker	43	30.5%
3	Traditional Leader	14	10%
4	SANCO Sub Regional Structure Member	20	14.2%
5	SANCO Regional Structure Member	5	3.5%
6	VDM Monitoring and Evaluation Unit Manager	1	0.7%
7	VDM monitoring and Evaluation Staff Member	2	1.4%
8	VDM Project Management Unit Manager	1	0.7%
9	VDM Performance Management Unit Project Manager	7	5%
10	VDM Manager	1	0.7%
11	Local Municipality Manager	4	2.8%
	Total	**141**	**100%**

Table 8.3 above presents positions of the respondents. A total number of 43 (30.5%) of the respondents who participated in the study were ward councillors in four local municipalities in Vhembe District and also 43 (30.5%) of the respondents who participated were community development workers who also work in the four local municipalities in Vhembe District. Twenty 20 (14.2%) of the SANCO sub regional structures members in all four local municipalities in Vhembe District and five (3.5%) of SANCO Vhembe regional structure took part who with the sub regional SANCO members together constituted twenty 25 (17.7%). Fourteen 14 (10%) senior traditional leaders who reside in Vhembe District also took part. One 1 (0.7%) Vhembe District Municipality M&E unit manager and one (0.7%) Vhembe District Municipality project management unit manager also took part. The above table also shows that two 2 (1.4%) who took part were Vhembe District Municipality M&E staff members and seven 7 (5%) of the participants were Vhembe District Municipality performance management unit project managers. Vhembe District Municipal manager who constituted 0.7 % (01) and four (2.8%) local municipalities' managers in Vhembe District also took part.

From the above statistics a conclusion can be drawn that majority of the population who took part were ward councillors; community development workers; SANCO members; and traditional leaders

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who together constituted 125 (88.7%) who at the same time formed the integral since they are the ones who were affected by the delivery of the infrastructure in their respective areas.

Table 8.4: Educational Qualifications of Respondents

	Responses	Frequency	Percentage
1	Grade 11 and Below	20	14.2%
2	Higher Certificate	20	14.2%
3	Diploma/Degree	81	57.4%
4	Honours/B-Tech	12	8.5%
5	Masters/M-Tech	8	5.7%
6	PhD/D-Tech	0	0%
	Total	**141**	**100%**

Most of the respondents who took part as reflected on the above table (8.4) at 81 representing 57.4% of the respondents has acquired either a diploma or a degree. Twenty 20 representing 14.2% of the respondents had reported that they managed to acquire grade 11 and below. Another twenty 20 of the respondents representing 14.2% of the respondents also reported that they managed to acquire higher certificate. Twelve 12 of the respondents representing 8.5% has managed to acquire an Honours/B-Tech degree. Eight 8 of the respondents representing 5.7% of the respondents reported that they managed to acquire Masters/M-Tech. zero 0 representing 0% of the respondents managed to acquire a PhD/D-Tech. From the above details, a conclusion can be drawn that the most of the respondents who took part in the study are those respondents who managed to acquire tertiary education (Diploma/degree, Honours/B-Tech, Masters/M-Tech) which constituted 101 representing 71.6%. The education level of people plays a significant role on how people rate your understanding of issues and how your views are considered. Based on the above information as revealed by this study the researcher can also conclude that majority of the respondents who took part are literate that they can able to read and interpret data as they have acquired tertiary education.

8.2.2 Section B: Monitoring and Evaluation as an infrastructure enhancement strategy at Vhembe district municipality of South Africa

This second sub-section presents the data on M&E as an infrastructure enhancement strategy at Vhembe District Municipality (VDM) of South Africa. The information is also presented in graphical tabular format with frequencies and percentages followed by a synthesis of the findings. This sub-section is divided into four themes which arose from the specific objectives of the study, namely;

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challenges faced by Vhembe District Municipality (VDM) when implementing M&E in enhancing infrastructure development projects; state of implementation of M&E of infrastructure development projects in Vhembe District Municipality (VDM); importance of beneficiary community stakeholders in M&E for enhancing infrastructure development projects; and strategies for implementation of infrastructure development projects are presented below:

8.2.2.1 Challenges faced by Vhembe District Municipality when implementing Monitoring and Evaluation in enhancing infrastructure development projects

This section presents the data regarding the challenges faced by Vhembe District Municipality (VDM) when implementing M&E in enhancing infrastructure development projects. The data in this theme is presented in a graphical tabular format with frequencies and percentages followed by a brief synthesis.

Table 8.5: There is regular training on M&E for personnel staff

	Responses	Frequency	Percentage
1	Strongly Agree	15	10.6%
2	Agree	22	15.6%
3	Not Sure	20	14.2%
4	Disagree	40	28.4%
5	Strongly Disagree	44	31.2%
	Total	**141**	**100%**

Forty-four 44 of the respondents, which constitute 31.2%, strongly disagreed with the statement that there is regular training for personnel staff. While forty 40 which constitute 28.4% of the respondents disagreed. On the other hand, twenty 20 which constitute 14.2% were not sure, while twenty-two 22 which constitute 15.6% just agreed that there is regular training. Fifteen 15 which constitute 10.6% strongly agreed. The figures indicate that regular training for personnel staff is not satisfactory for most of the respondents. This suggests that the municipalities do not consider its importance for M&E personnel staff for effective M&E of infrastructure development projects. This further suggests that personnel struggle with doing their jobs because they are not given enough training. Therefore, continuous training for both political leadership and administrative leadership including the other main project stakeholders can improve the operational, institutional and social capacities in the local government and also enhance the capacity of the municipalities to undertake the monitoring and evaluation of the development infrastructure projects.

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Table 8.6: Appointed personnel within the municipality have the relevant skills to discharge the M&E function

	Responses	Frequency	Percentage
1	Strongly Agree	16	11.3%
2	Agree	26	18.4%
3	Not Sure	21	15%
4	Disagree	38	26.9%
5	Strongly Disagree	40	28.4%
	Total	**141**	**100%**

Forty 40 respondents which constitute 28.4% strongly disagreed that appointed personnel within the municipality have the relevant skills to discharge the M&E function, while thirty-eight 38 which constitute 26.9% disagreed. On the other hand, twenty-six 26 which constitute 18.4% agreed that appointed personnel within the municipality have it, whereas sixteen 16 which constitute 11.3% strongly agreed. While twenty-one 21 which constitute 15% are not sure whether appointed personnel within the municipality have relevant skills. The above statistics provide that majority of the respondents are of the view that appointed personnel within the municipalities do not have the relevant skills. Seventy-eight respondents which constitute 55.3%, for example, responded that personnel within the municipality do not have relevant skills. This suggests that there is a need for providing training for appointed personnel to improve their M&E skills by the municipality.

Table 8.7: There is M&E support from other spheres of government

	Responses	Frequency	Percentage
1	Strongly Agree	7	4.9%
2	Agree	33	23.4%
3	Not Sure	23	16.4%
4	Disagree	29	20.6%
5	Strongly Disagree	49	34.7%
	Total	**141**	**100%**

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Most of the respondents at 49 which constitute 34.7% strongly disagreed that there is support from other spheres of government. Twenty-nine 29 which constitute 20.6% disagreed with the statement. While twenty-three which constitute 16.4% were not sure. On the other hand, thirty-three 33 which constitute 23.4% of the respondents agreed, whereas seven 7 which constitute 4.9% of the respondents strongly agreed. The above information indicates that the majority of them are of the view that, other spheres of government do not provide support to the municipality. This means that the other spheres of government do not provide necessary support of infrastructure development project to the municipalities. This also suggests that there is a need for other spheres of government to provide support to the municipalities.

Table 8.8: Reporting lines in the municipality are clear

	Responses	**Frequency**	**Percentage**
1	Strongly Agree	21	14.9%
2	Agree	28	19.9%
3	Not Sure	57	40.4%
4	Disagree	20	14.2%
5	Strongly Disagree	15	10.6%
	Total	**141**	**100%**

Twenty-eight 28 which constitute 19.9% of the respondents agreed that reporting lines in the municipality are clear. Twenty-one 21 which constitute 14.9% strongly agreed. While fifty-seven 57 which constitute 40.4% were not sure. On the other hand, twenty 20 which constitute 14.2% of the respondents disagreed, whereas fifteen 15 which constitute 10.6% strongly disagreed. The above information indicates that majority of them were not sure whether reporting lines are clear or not. This can suggest that some of the municipality functions are not transparent to the general public. However, the information above also reveals that majority of those who are sure of what is happening in the municipality supports the view. For example, forty-nine 49 which constitute 34.8% supported as compared to thirty-five 35 which constitute 24.8% who were against the view. This suggests that reporting lines in the municipality are clear. Therefore, clear and consistent reporting lines are important in any institution because they allow for monitoring to happen. Employees will be able to provide information to relevant stakeholders for use in decision making.

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Table 8.9: The municipality has enough M&E personnel

	Responses	Frequency	Percentage
1	Strongly Agree	16	11.3%
2	Agree	14	10 %
3	Not Sure	25	17.7%
4	Disagree	47	33.3%
5	Strongly Disagree	39	27.7%
	Total	**141**	**100%**

Forty-seven 47 which constitute 33.3% of the respondents disagreed with the idea. While thirty-nine 39 which constitute 27.7% strongly disagreed. Twenty-five 25 which constitute 17.7% were not sure. On the other hand, sixteen 16 which constitute 11.3% strongly agreed, whereas fourteen 14 which constitute 10% agreed. Such statistics reveal that most of them at 86 which constitute 61% are of the view that the municipality does not have enough M&E personnel. This suggests that the municipality needs to employ more personnel to monitor and evaluate all infrastructure development projects.

Table 8.10: There is enough money budgeted for effectiveness of M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	15	10.6%
2	Agree	18	12.8%
3	Not Sure	22	15.6%
4	Disagree	39	27.7%
5	Strongly Disagree	47	33.3%
	Total	**141**	**100%**

Forty-seven 47 which constitute 33.3% of the respondents strongly disagreed that there is enough money budgeted for effectiveness of monitoring and evaluation of infrastructure development projects. Thirty-nine 39 which constitute 27.7% disagreed. While twenty-two 22 which constitute 15.6% were not sure. On the other hand, eighteen 28 which constitute 12.8% agreed, whereas fifteen 15 which constitute 10.6% of the respondents strongly agreed. The above information indicates that

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majority of them at eighty-six 86 (61%) have an impression that the municipality does not allocate enough budget for monitoring and evaluation of infrastructure development projects. This suggests that the municipality should have enough budget for monitoring and evaluation of infrastructure development projects, and for provision of M&E personnel and provide them with regular training.

8.2.2.2 State of implementation of M&E of infrastructure development projects in Vhembe District Municipality

This section presents the data regarding the state of implementation of M&E of infrastructure development projects in Vhembe District Municipality (VDM). The data is presented in a graphical format with frequencies and percentages followed by a brief synthesis.

Table 8.11: There is a schedule of data collection, analysis and reporting in place

	Responses	Frequency	Percentage
1	Strongly Agree	27	19.2%
2	Agree	16	11.3 %
3	Not Sure	71	50.4 %
4	Disagree	15	10.6%
5	Strongly Disagree	12	8.5%
	Total	**141**	**100%**

Based on the results from the 141 participants in table 8.11 above, seventy-one 71 which constitute 50.4% were not sure whether there is a schedule of data collection, analysis and reporting in place in the municipality. Twenty-seven 27 which constitute 19.2% strongly agreed. While sixteen 16 which constitute 11.3% agreed. On the other hand, fifteen 15 which constitute 10.6% disagreed, whereas twelve 12 which constitute 8.5% strongly disagreed. Looking from the above information, a conclusion can be drawn that majority of the respondents at 43 which constitute 30.5% revealed that there is a schedule of data collection, analysis and reporting in the municipality. This suggests that the municipality has a plan for collection, analysis and reporting of data during M&E of infrastructure development projects. Data collection is the process of gathering of the information needed. Therefore, an ideal monitoring plan should carry data collection methods and its frequency, and the information should be reported for decision making.

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Table 8.12: The municipality has standard reporting tools

	Responses	Frequency	Percentage
1	Strongly Agree	25	17.7%
2	Agree	30	21.3%
3	Not Sure	61	43.3%
4	Disagree	13	9.2%
5	Strongly Disagree	12	8.5%
	Total	**141**	**100%**

According to the results from the participants in table 8.12 above, thirty 30 which constitute 21.3% agreed that the municipality has standard reporting tools in place. Twenty-five 25 which constitute 17.7% strongly agreed, while sixty-one 61 which constitute 43.3% were not sure. On the other hand, thirteen 13 which constitute 9.2% disagreed, whereas twelve 12 which constitute 8.5% strongly disagreed. Based from the above information, a conclusion can be drawn that majority of them at fifty-five 55 which constitute 39% were of the view that the municipality has standard reporting tools. This suggests that M&E information reporting tools for data gathered during the implementation of infrastructure development projects are available at the municipality.

Table 8.13: There is planning of M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	29	20.6%
2	Agree	26	18.4%
3	Not Sure	54	38.3%
4	Disagree	19	13.5%
5	Strongly Disagree	13	9.2%
	Total	**141**	**100%**

Regarding planning of M&E of infrastructure development projects, twenty-nine 29 which constitute 20.6% of the respondents strongly agreed with the statement, while twenty-six 26 which constitute 18.4% agreed. Fifty-four which constitute 38.3% were not sure. On the other hand, nineteen 19 which constitute 13.5% disagreed, whereas a mere thirteen 13 which constitute 9.2% strongly disagreed

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with the statement. According to the information above, majority of them at fifty-five 55 which constitute 39% support the view that there is planning of monitoring and evaluation of infrastructure development projects in the municipality. This suggests that the municipality plan. Prior planning prevents poor performance.

Table 8.14: There is M&E of infrastructure development projects inputs

	Responses	Frequency	Percentage
1	Strongly Agree	9	6.4%
2	Agree	4	2.8%
3	Not Sure	11	7.8%
4	Disagree	28	19.9%
5	Strongly Disagree	89	63.1%
	Total	**141**	**100%**

Inputs are human and financial resources, physical facilities, equipment, guidelines and operational policies and on that aspect, eighty-nine 89 which constitute 63.1% of the respondents strongly disagreed with the view that there is M&E of infrastructure development projects inputs, while twenty-eight 28 which constitute 19.9% disagreed. Eleven 11 which constitute 7.8% were not sure. On the other hand, nine 9 which constitute 6.4% strongly agreed, whereas a mere four 4 which constitute 2.8% agreed. The information above reveals that majority of them at one hundred and seventeen 117 which constitute 83% are of the view that there is no monitoring and evaluation of infrastructure development projects inputs. This suggests that the municipality does not check whether the resources they have at hand can manage to do the work.

Table 8.15: There is M&E of infrastructure development projects implementation activities

	Responses	Frequency	Percentage
1	Strongly Agree	55	39%
2	Agree	52	36.9%
3	Not Sure	3	2.1%
4	Disagree	21	14.9%
5	Strongly Disagree	10	7.1%
	Total	**141**	**100%**

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Activities are all the work done during the process of producing the outputs of the project and on that respect, fifty-five 55 which constitute 39% of the respondents strongly agreed that there is monitoring and evaluation of infrastructure development projects implementation activities, while fifty-two 52 which constitute 36.9% agreed. A mere three 3 which constitute 2.1% were not sure. On the other hand, twenty-one which constitute 14.9% disagreed, whereas ten 10 which constitute 7.1% of them strongly disagreed. The above information reveals that majority of them at one hundred and seven 107 which constitute 75.9% support the view. Based on the above information, a conclusion can be drawn that there is monitoring and evaluation of infrastructure development activities at Vhembe District Municipality (VDM). Its activities enhance infrastructure development projects because challenges will be identified, and solutions suggested timeously.

Table 8.16: There is M&E of infrastructure development projects outputs

	Responses	**Frequency**	**Percentage**
1	Strongly Agree	65	46.1%
2	Agree	47	33.3%
3	Not Sure	4	2.8%
4	Disagree	8	5.7%
5	Strongly Disagree	17	12.1%
	Total	**141**	**100%**

Outputs are the results of the project and on that respect, sixty-five 65 which constitute 46.1% strongly agreed that there is monitoring and evaluation of infrastructure development project outputs, while forty-seven 47 which constitute 33.3% agreed. Four 4 which constitute 2.8% were not sure. On the other hand, seventeen 17 which constitute 12.1% strongly disagreed, whereas eight 8 which constitute 5.7% disagreed. The figures indicate that monitoring and evaluation of infrastructure development projects outputs is satisfactory to the majority of the respondents. This suggests that the municipality considers the significance of M&E in the outputs of the infrastructure development projects in order to ascertain that indeed the activities had managed to produce the output desired. Therefore, municipality should ascertain that its indicators have been written down before the commencement of the projects. Output is the results of the input and activities of the project. If the activities are not accomplished, then the intended outputs will not be achieved, then the intended community will not benefit and ultimately their standard of living will not be changed which is the desired goal.

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Table 8.17: There is M&E of infrastructure development projects outcome

	Responses	Frequency	Percentage
1	Strongly Agree	30	21.3%
2	Agree	21	14.9%
3	Not Sure	8	5.7%
4	Disagree	48	34.0%
5	Strongly Disagree	34	24.1%
	Total	**141**	**100%**

Outcome is what the project intended to achieve and, on that aspect, forty-eight 48 which constitute 34.0% disagreed with the statement that there is monitoring and evaluation of infrastructure development projects outcome, whereas thirty-four 34 which constitute 24.1% strongly disagreed. While thirty 30 which constitute 21.3% of the respondents strongly agreed, whereas twenty-one 21 which constitute 14.9% agreed with the idea. Eight 8 which constitute 5.7% were not sure. The information above indicates that majority of them at eighty 82 which constitute 58.1% of them were against the view. This suggests that, the municipality does not monitor and evaluate outcome of infrastructure development projects.

Table 8.18: There is M&E of infrastructure development projects impact to beneficiary community

	Responses	Frequency	Percentage
1	Strongly Agree	16	11.3%
2	Agree	4	2.8%
3	Not Sure	6	4.3%
4	Disagree	30	21.3%
5	Strongly Disagree	85	60.3%
	Total	**141**	**100%**

Impact is the long term societal implications of the project and on that aspect, eighty-five 85 which constitute 60.3% strongly disagreed with the statement that there is monitoring and evaluation of infrastructure development projects impacts to beneficiary community, whereas thirty 30 which

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constitute 21.3% of the respondents disagreed. Six 6 which constitute 4.3% of them were not sure. On the other hand, sixteen 16 which constitute 11.3% strongly agreed, while four 4 which constitute 2.8% agreed with the statement. Based on the figures above, majority of them at one hundred and fifteen 115 which constitute 81.6% are of the view that there is no monitoring and evaluation of infrastructure development projects impact to the beneficiary community. This suggests that the municipality does not regard the impact of monitoring and evaluation on infrastructure development projects to intended beneficiary community as important. The impact of infrastructure development project to the community means that it should improve the standard of living of the targeted community.

Table 8.19: Data is collected on routine basis during implementation

	Responses	**Frequency**	**Percentage**
1	Strongly Agree	19	13.5%
2	Agree	28	19.8%
3	Not Sure	49	34.8%
4	Disagree	28	19.8%
5	Strongly Disagree	17	12.1%
	Total	**141**	**100%**

Data is needed to support findings and conclusions presented in a development project report. Based on the information above, twenty-eight 28 which constitute 19.8% of the respondents agreed with the statement that data is collected on routine basis during implementation of the project, and twenty-eight 28 which also constitute 19.8% disagreed. Nineteen 19 which constitute 13.5% strongly agreed, whereas seventeen 17 which constitute 12.1% strongly disagreed. On the other hand, forty-nine 49 which constitute 34.8% of them were not sure. The information above reveals that there is no major difference between those who support the view (47 which constitute 33.3% of the respondents) that data is collected on routine basis and those who are against (45 which constitute 31.9% of the respondents) the view that data is collected on routine basis during implementation. However, that slight majority suggest that the municipality collects M&E data of infrastructure development projects on routine basis during project implementation. Therefore, data should be regularly and systematically collected, analysed and reported to all main stakeholders of the project in progress.

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Table 8.20: Analysis and checking is done by checking collected data with agreed upon indicators and note differences

	Responses	Frequency	Percentage
1	Strongly Agree	17	12.1%
2	Agree	21	14.9%
3	Not Sure	53	37.5%
4	Disagree	33	23.4%
5	Strongly Disagree	17	12.1%
	Total	**141**	**100%**

Form the above table (8.20), thirty-three 33 which constitute 23.4% of the respondents disagreed that analysis and checking is done by checking collected data with agreed upon indicators and noted difference, while seventeen 17 which constitute 12.1% strongly disagreed. Fifty-three 53 which constitute 37.5% were not sure. On the other hand, twenty-one 21 which constitute 14.9% agreed, whereas seventeen 17 which constitute 12.1% agreed. The above statistics revealed that majority of them at fifty 50 which constitute 35.5% have an impression that the municipality does not check and analyse data by checking collected data with agreed upon indicators and noted differences. This suggests that the municipality should analyse, and check collected data during infrastructure development projects with agreed upon indicators and noted differences. Data analysis converts raw data into usable information to support decision-making for improved project management and organisational learning.

Table 8.21: The municipality reports findings from M&E to various stakeholders including general public

	Responses	Frequency	Percentage
1	Strongly Agree	16	11.4%
2	Agree	9	6.4%
3	Not Sure	14	9.9 %
4	Disagree	35	24.8%
5	Strongly Disagree	67	47.5%
	Total	**141**	**100%**

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With regard to the municipality reporting finding from M&E to various stakeholders including general public, sixty-seven 67 which constitute 47.5% strongly disagreed with the statement, while thirty-five 35 which constitute 24.8% of the respondents disagreed. Fourteen 14 which constitute 9.9% were not sure. On the other hand, sixteen 16 which constitute 11.4% strongly agreed, whereas nine 9 which constitute 6.4% agreed. Based on the above information, majority of them at one hundred and two 102 which constitute 72.3% were of the view that the municipality does not report findings from M&E to various stakeholders including general public. This suggest that the municipality should report information to all main stakeholders including the general public.

Table 8. 22: The municipality ensures that M&E findings are used for improvement of management and implementation of future infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	18	12.7%
2	Agree	10	7.1%
3	Not Sure	16	11.4%
4	Disagree	30	21.3%
5	Strongly Disagree	67	47.5%
	Total	**141**	**100%**

From 141 of the respondents who took part, sixty-seven 67 which constitute 47.5% of them strongly disagreed with the idea that the municipality ensures that findings are used for improvement of management and implementation of future infrastructure development projects, while thirty 30 which constitute 21.3% disagreed. Sixteen 16 which constitute 11.4% were not sure. On the other hand, eighteen 18 which constitute 12.7% strongly agreed, whereas ten 10 which constitute 7.1% strongly disagreed. From the above information, most of them at 97(68.8%) were against the view. This suggests that the municipality should ensure that findings are used for learning to improve future infrastructure development projects. The use of findings prevents repetition of mistakes for enhancement of future infrastructure development projects. They are also used for improvement of management and implementation of projects. Findings are used by management and other stakeholders to take decision regarding the progress of the projects. Therefore, it should be regularly reported to all main stakeholders of the project being implemented.

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8.2.2.3 Importance of beneficiary community stakeholders in M&E for enhancing infrastructure development projects

This section presents the data regarding the importance of beneficiary community stakeholders in M&E for enhancing infrastructure development projects. The data in this theme is presented in a graphical tabular format with frequencies and percentages followed by a brief synthesis.

Table 8.23: Ward councillors have a role in M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	71	50.3%
2	Agree	40	28.4%
3	Not Sure	5	3.5%
4	Disagree	6	4.3%
5	Strongly Disagree	19	13.5%
	Total	**141**	**100%**

According to the information in table 8.23 above, seventy-one 71 which constitute 50.3% of the respondents strongly agreed with the statement, while forty 40 which constitute 28.4% agreed. Five 5 which constitute 3.5% were not sure. On the other hand, nineteen 19 which constitute 13.5% of them strongly disagreed with the idea, whereas just six 6 which constitute 4.3% disagreed. The figures above reveal that majority of them at 111(78.7%) have a perspective that they should play a role. This suggests that the municipality should make sure that ward councillors take part.

Table 8.24: Traditional leaders have a role in M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	61	43.3%
2	Agree	48	34.0%
3	Not Sure	4	2.8%
4	Disagree	7	5.0%
5	Strongly Disagree	21	14.9%
	Total	**141**	**100%**

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Based on the information in the above table (8.24), sixty-one 61 which constitute 43.3% of the respondents strongly agreed that traditional leaders have a role in M&E of infrastructure development project, while forty-eight 48 which constitute 34.4% agreed with the idea. A mere four 4 which constitute 2.8% were not sure. Twenty-one 21 which constitute 14.9% strongly disagreed, while seven 7 which constitute 5.0% of the respondents disagreed. The statistics show that majority of them at one hundred and nine 109 constituting 77.3% were of the view that they should play an active role. This suggests that the municipality should involve them. They control vital resources such as land which is used for building the infrastructure and they play a very important role to any service delivery and development strategies to be implemented in the rural areas.

Table 8.25: Civic structures have a role in M&E of infrastructure development projects

	Responses	**Frequency**	**Percentage**
1	Strongly Agree	60	42.6%
2	Agree	46	32.6%
3	Not Sure	3	2.1%
4	Disagree	7	5.0%
5	Strongly Disagree	25	17.7%
	Total	**141**	**100%**

Civic structures are constituted by people elected by community to represent them in issues which affect them. In other words, ideally they work on the mandate of the community they are representing. Majority of the respondents at 60 which constitute 42.6% strongly agreed with the statement that they have a role, while 46 which constitute 32.6% agreed with the idea. Three 3 which constitute 2.1% of the respondents were not sure. On the other hand, twenty-five 25 which 17.7% strongly disagreed, whereas seven 7 which constitute 5.0% disagreed. The statistics above show that majority of them at 106 constituting 75.2% expressed that civic structure have a role in M&E of development projects. This suggests that the municipality should invite civic structure to participate. They are legally allowed to participate to any government-initiated project which concerns the community which they represent. They have a duty to hold regular meetings to monitor the performance of projects in relation to key performance indicators and performance targets. Therefore, local governments should be committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs, and to eventually improve their quality of live.

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Table 8.26: Community development workers have a role in M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	55	39.0%
2	Agree	43	30.5%
3	Not Sure	8	5.7%
4	Disagree	8	5.7%
5	Strongly Disagree	27	19.1%
	Total	**141**	**100%**

Community development workers are people employed to work in the communities where they live and inform communities about problems in the delivery of basic services. A total of fifty-five 55 respondents who constitute 39.0% strongly agreed with the idea that they have a role, while forty-three 43 who constitute 30.5% agreed. Eight 8 of them constituting 5.7% were not sure. On the other hand, twenty-seven 27 constituting 19.1% strongly disagreed, whereas eight 8 of them constituting 5.7% disagreed. With the above statistics, a conclusion can be drawn that most of them at 98 (69.5%) responded that community development workers have a role. This suggests that municipality should involve community development workers in M&E of infrastructure development projects being implemented in the communities which they reside and work on daily basis.

Table 8.27: Ordinary community members who are not in structures have a role in M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	47	33.3%
2	Agree	31	22.0%
3	Not Sure	13	9.2%
4	Disagree	12	8.5%
5	Strongly Disagree	38	27.0%
	Total	**141**	**100%**

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A total of forty-seven 47 which constitute 33.3% strongly agreed with the idea that ordinary community members who are not in structures have a role in M&E of infrastructure development projects, whereas thirty-one 31 which constitute 22.0% of the respondents agreed. Thirteen 13 who represent 9.2% were not sure. On the other hand, thirty-eight 38 which constitute 27% of them strongly disagreed, while twelve 12 which constitute 8.5% disagreed. The information above indicates that the majority of them at 78 (55.3%) responded that ordinary community members who are not representing any structure have a role to play in the process. This suggests that the municipality should encourage ordinary community members who are not in organised structures to participate in community meetings where infrastructure development projects performance is given to the entire community.

Table 8.28: The municipality provides platforms for beneficiary community to participate in M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	31	22.0%
2	Agree	21	14.9%
3	Not Sure	10	7.1%
4	Disagree	19	13.5%
5	Strongly Disagree	60	42.5%
	Total	**141**	**100%**

With regard to the above statement, sixty 60 of the respondents constituting 42.5% strongly disagreed with it, while nineteen 19 constituting 13.5% disagreed. Ten 10 of them constituting 7.1% were not sure. On the other hand, thirty-one 31 which constitute 22.0% strongly agreed, whereas twenty-one 21 which constitute 14.9% agreed. The figures above indicate that majority of them at seventy-nine which constitute 56% are against the view. This suggests that the municipality should create a platform where beneficiary community members should able to take part in providing data that can assist in enhancing infrastructure development projects being implemented in their community. This makes it easier for community to participate in M&E from an informed viewpoint. Projects that are implemented with community involvement usually require community support. Communities know their needs better than officials. Once they have participated in planning, they should also be given a chance to judge and express their views whether they are satisfied with the output and outcome. The beneficiary community should not be given that chance only at the end of implementation of the project, but they should participate in M&E throughout the project life.

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8.2.2.4 Strategies for implementation of M&E in enhancing infrastructure development projects

This section presents the data regarding strategies for implementation of M&E in enhancing infrastructure development projects. The data in this theme is presented in a graphic table with frequencies and percentages followed by a brief synthesis.

Table 8.29: Municipality ensures that there is political willingness for M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	72	51.1%
2	Agree	43	30.5%
3	Not Sure	6	4.2%
4	Disagree	9	6.4%
5	Strongly Disagree	11	7.8%
	Total	**141**	**100%**

Based on data presented on table 8.28 above, the majority of the respondents at seventy-two which constitute 51.1% strongly agreed that municipality ensures that there is political willingness, while forty-three 43 which constitute 30.5% agreed. Six 6 which constitute 4.2% of them were not sure. On the other hand, eleven 11 of them constituting 7.8% strongly disagreed, whereas nine 9 constituting 6.4% disagreed. From the above information, a conclusion can be drawn that majority of them at 115 (81.6%) are of the view that municipality should ensure that there is political willingness for it in the infrastructure development projects. This suggests that there should be political willingness for effective implementation. The municipality should ensure that findings are used for improvement and management of projects. The quality can be affected by the political culture of the institution which can be hostile to M&E activities. The municipality should ensure that the system is free from corruption. There is a need for ownership by management and political leadership in the municipality since they are decision makers. They need to use the information gathered during the implementation to take decisions which can enhance future projects. Therefore, political will and leadership to deliver effective services is paramount at all levels of government, from the President of South Africa to ward councillors on the ground.

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Table 8.30: Municipality ensures that there is ongoing M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	72	51.1%
2	Agree	45	31.9%
3	Not Sure	7	5.0%
4	Disagree	5	3.5%
5	Strongly Disagree	12	8.5%
	Total	**141**	**100%**

The majority of the respondents at seventy-two 72 which constitute 51.1% strongly agreed that municipality ensures that there is ongoing M&E, while forty-five 45 constituting 31.9% of them agreed with the idea. Seven 7 constituting 5.0% were not sure. On the other hand, twelve 12 of them constituting 8.5% strongly disagreed with the statement, whereas five 5 constituting 3.5% disagreed. The figures above indicate that most of them at 117 constituting 83% believe that the municipality should ensure that there is an ongoing M&E of infrastructure development projects. This suggests that the process should be ongoing.

Table 8.31: Municipality ensures that M&E of infrastructure development project is a participative process involving all main stakeholders

	Responses	Frequency	Percentage
1	Strongly Agree	76	53.9%
2	Agree	52	36.9%
3	Not Sure	5	3.5%
4	Disagree	2	1.4%
5	Strongly Disagree	6	4.3%
	Total	**141**	**100%**

Seventy-six 76 of the respondents constituting 53.9% strongly agreed with the statement, while fifty-two 52 constituting 36.9% agreed. Five 5 which constitute 3.5% were not sure. On the other hand, six 6 which constitute 4.3% of them strongly disagreed with the idea, while two 2 constituting 1.4%

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disagreed. From the information provided above, a conclusion can be drawn that majority of them at 128 constituting 90.8% were in favour of the idea. A suggestion can be made that municipal officials and beneficiary community stakeholders should be capacitated in order for them to participate effectively. Participative process aimed at achieving any development project intended objectives. If it use in a project is regarded good when it involves all those who are or will be affected by such a development project. Therefore, participation in infrastructure development project matters can keep the beneficiary community stakeholders abreast with the latest development during projects implementation.

Table 8.32: The municipality ensures that M&E of infrastructure development projects are free from corruption

	Responses	Frequency	Percentage
1	Strongly Agree	73	51.8%
2	Agree	52	36.9%
3	Not Sure	4	2.8%
4	Disagree	5	3.5%
5	Strongly Disagree	7	5.0%
	Total	**141**	**100%**

Regarding to the municipality ensuring that M&E of infrastructure development projects are free from corruption, the figures indicate that seventy-three 73 of the respondents strongly agreed with the statement, while fifty-two 52 which constitute 36.9% agreed. Four 4 of them constituting 2.8% were not sure. While seven 7 constituting 5.0% strongly disagreed, conversely five 5 which constitute 3.5% disagreed with the statement. Based on the above information, a conclusion can be drawn that most of them at 125 constituting 88.7% supported the idea that the municipality should ensure that the process is free from corruption. This suggests that the municipality should establish systems which curb corruption. It has a bad impact on the provision of quality infrastructure development projects. Money budgeted for the provision of the development infrastructure can be embezzled or channelled to benefit the few corrupt officials if not monitored. Therefore, involvement of other structures will assist with experience and making the process transparent. It will also assist in making the municipalities more accountable to its citizens.

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Table 8.33: Municipality contributes enough resources for effective M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	73	51.8%
2	Agree	51	36.1%
3	Not Sure	6	4.3%
4	Disagree	6	4.3%
5	Strongly Disagree	5	3.5%
	Total	**141**	**100%**

The majority of the respondents at seventy-three 73 constituting 51.8% strongly agreed with the statement, while fifty-one 51 constituting 36.1% agreed with the idea. Six 6 which constitute 4.3% of them were not sure. On the other hand, a mere five 5 constituting 3.5% strongly disagreed, whereas six 6 constituting 4.3% disagreed. From the information above, a conclusion can be drawn that most of them are of the view that, the municipality should contribute sufficient resources for effective M&E of infrastructure development projects. This suggests that the municipality should ensure that there is sufficient resources for the process. If they are not enough, they can prevent the system from being done well. These resources can either be financial, human or information. Therefore, their effective use can enhance the project being implemented. However, these need enough budget.

Table 8.34: Municipality ensures that M&E results are made public at the end of each infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	76	53.9%
2	Agree	52	36.9%
3	Not Sure	2	1.4%
4	Disagree	4	2.8%
5	Strongly Disagree	7	5.0%
	Total	**141**	**100%**

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The data presented in Table 8.34 above indicates that majority of the respondents at seventy-six 76 constituting 53.9% agree with the idea, while fifty-two 52 of them which constitute 36.9% agreed. On the other hand, seven 7 which constitute 5.0% strongly disagreed, while four 4 which constitute 2.8% disagreed. Two 2 constituting 1.4% were not sure. From the above statistics, a conclusion can be drawn that most of them at one hundred and twenty-eight 128 which constitute 90.8% concurred with the statement that municipality should ensure that M&E results are made public at the end of each infrastructure development projects. This suggests that the municipality should broadcast the results using different broadcasting media for the community to access it.

Table 8.35: There is transparency and accountability in the M&E of infrastructure development projects

	Responses	Frequency	Percentage
1	Strongly Agree	77	54.6%
2	Agree	45	32.0%
3	Not Sure	5	3.5%
4	Disagree	3	2.1%
5	Strongly Disagree	11	7.8%
	Total	**141**	**100%**

With regard to the above statement, seventy-seven 77 which constitute 54.6% of the respondents strongly agreed with the idea, while forty-five 45 constituting 32.0% agreed. Five 5 constituting 3.5% were not sure. On the other hand, eleven (11) of them constituting 7.8% strongly disagreed, whereas three 3 which constitute 2.1% disagreed with the statement. The above statistics indicate that majority of them at one hundred and twenty-two 122 (86.6%) were of the view that there should be transparency and accountability in the M&E of infrastructure development projects. This suggests that the municipality should ensure that there is transparency and accountability.

8.3 ANALYSIS OF DATA COLLECTED THROUGH INTERVIEW

This study was conducted in order to answer the research questions that arose from challenges faced by Vhembe District Municipality (VDM) when implementing M&E in enhancing infrastructure development projects; state of implementation of monitoring and evaluation of infrastructure development projects in VDM; importance of beneficiary community stakeholders in M&E for enhancing infrastructure development projects; and strategies for implementation of M&E in enhancing of infrastructure development projects. In this section, the researcher presents the data

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that was collected through interview and the information is presented in a narrative format followed by a brief synthesis.

8.3.1 Question 1: What are the challenges facing the municipality in the implementation of M&E?

The first question sought to find out the challenges facing the municipality in the implementation of M&E. During the interview, participants indicated that there are challenges facing the municipality in the implementation. This is how they indicated it:

Respondent A:

"*There is no training of M&E personnel staff at our municipality. In most cases we use our own experience because some of us is long we have been working with projects. But it is a challenge to the newly employed staff members".*

Respondent B:

"*There are shortages of working tools such as motor vehicles, cell phones allowance for the employees, cameras for photos to be used during stakeholders meetings". We need to provide evidence when reporting of what we have found out in the field. They make it easy for any person to lie if there is no hard evidence in the form of photos".*

Respondent C:

"*The municipality do not have a specific budget for M&E activities. Staff members are given travelling and airtime allowance which they use when doing their M&E of infrastructure development projects".*

Respondent D:

"*There is poor support from the M&E unit at provincial level and lack of coordination at provincial level. We are supposed to attend M&U forums meeting which are not invited".*

Respondent E:

"*The province is mandated to monitor and support the local municipalities in carrying out their development projects. However, the municipality is struggling alone without the support of the province".*

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Respondent F:

"The challenge which I see is the use of data supplied by the M&E team. If that data is used for learning and incorporated in the planning of other project, we shouldn't be having the problems we are facing today".

Respondent G:

"*There is lack of political and management willingness on issues of M&E at the municipality. They do not take our work very serious. We give them reports of data gathered during the M&E process which requires their immediate attention they do not act on it. Is like we do not do our job because they only act ones the community has complained. No follow-up on implementation of recommendation is taking place. Another area which is lacking is training on M&E of projects".*

Respondent H:

"*The municipality does not have an approved documented M&E policy clearly outlining roles and responsibilities of the main stakeholders. Although we know what is expected of us to do because it is in our employment contract, but how will you hold an official to account if there is no clear document spelling out what we are supposed to do? What about the other stakeholders? It think it is good if we can have a policy on M&E dictating to us what we should do. We only rely on the province M&E policy, but we don't have our own. We are struggling when doing our job as we even lack proper capacity building, sufficient resources and enough personnel".*

Respondent I:

"In most of the projects, M&E is prioritised in the projects activities and outputs. They forget that the reasons for any project is to bring a change to the lives of the people. For them as long they have managed to complete is okay. Whether the infrastructure is helping the community or not does not matter. They do not come back and check especially after they have paid the contractor the retention amount. For example, look at how many steel elevated tanks are there in communities where most of them are not supplying water to the communities. They do not check whether those newly built infrastructures are having any impact to the society or not".

Participants A and H revealed that there is no training for staff in the municipality and they have limited capacity to carry out activities. They stated that they usually use their personal knowledge to monitor and evaluate projects. They felt that they need proper training so that they can discharge their responsibility effectively and efficiently. On the other hand, Participant D and E mentioned that there is no support from the province given to the municipality. They believe that there should be proper

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coordination by the province so that they have an opportunity to acquire and learn good practices through their assistance.

Participant F and G mentioned that there is challenge of data usage in the municipality. They further pointed out that, data should be used for learning and incorporated in planning of future projects in order to minimise the problems of poor quality service delivery. Respondent D mentioned that there is a challenge of lack of political and management willingness to use data they have gathered and that they are not taking M&E of projects seriously. Participant H stated that there is no policy at the municipality, and they rely heavily on the province's policy. That implies that there are no municipality specific procedures which they have.

Participants B and H identified lack of resources as a challenge at municipality. They showed that there is a challenge of shortages of working tools such as motor vehicles, cell phones allowance for the employees, cameras for photos to be used during stakeholders' meetings. They pointed out that there is a need to provide evidence when reporting what they have found out in the field. Therefore, it easy for any person to lie if there is no hard evidence in the form of photos. Participant C alluded to the fact that budget at the municipality is a challenge. Therefore, it is not surprising when there is challenge of resources; this is because both training and personnel require money. Participant I showed that another challenge in the municipality is putting more energy on M&E of activities and outputs of the project and forget monitoring and evaluating the other stages of the project especially the impact evaluation.

From the above information, a conclusion can be drawn that there are challenges in M&E of infrastructure development projects at the municipalities. In short, based on the above information, the municipality is having the following challenges as mentioned by the respondents: lack of training; lack of resources; lack of support from the province; lack of data usage for learning and planning; lack of policy; poor political and management willingness; and lack of impact evaluation. This suggests that municipality should provide training for staff and other stakeholders; provide budget for activities; and use data gathered for learning and planning for enhancement infrastructure development projects.

8.3.2 Question 2: What is the state of implementation of M&E in the municipality infrastructure development projects?

The second question sought to find out the state of implementation of M&E in the municipality infrastructure development projects and the participants revealed the following:

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Respondent A:

"The implementation of M&E in VDM is divided into two parts. There *is Project Management Unit (Known as PMU) which comprises of engineering technicians. Their specific jobs deal mainly with new projects which are funded through conditional grants such as MIG and WSIG (Water Services Implementing Grant). Second section is the Monitoring and Evaluation unit (known as MEU). Their specific job is to monitor the implementation of IDP which is the main strategic plan of the municipality. They monitor the new as well as the completed projects for impact".*

Respondent B:

"*There is no M&E unit at all the local municipalities in VDM". We use project managers to monitor and evaluate projects. But these projects managers are not trained for M&E as envisaged by the Department of Planning, Monitoring and Evaluation (DPME). They specialised in technical part of the project".*

Respondent C:

"When there is a project in our community, we are invited to meetings where they give us progress of the project. This usually happens especially when they need us to sign a certificate for the payment of the contractor"

Respondent D*:*

"Big projects are issued on tender and hire service providers who will be monitored by the municipal engineers. The engineers keep track of the projects and make sure that they are going as planned. The VDM monitoring and evaluation unit do monitoring and evaluation to selected projects as they cannot able to cover the whole Vhembe district since they have limited staff.

Respondent E:

"We do attend site meeting, however, when we tell them of the problems we identified, there is no effort made to address them until we meet again in the next site meeting".

Respondent F:

"I think they do monitor the implementation of the projects because in one of the projects where RDP houses were being built, I remember one of the contractors instructed to demolish one of the walls of that house".

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Respondent G:

"I don't think M&E of projects is at the required standard because some projects are being left unfinished for a long time and the contractor having been paid"

Respondent H:

"*We have been told that there is monitoring and evaluation unit at Vhembe District Municipality, however, during steering committee meeting we only see project managers and the contractor. Their work is not clear to us as communities and I think they are the relevant people with the required skills for M&E as they have been employed specifically for that".*

Respondent I:

"Stakeholders are engaged during IDP meetings where they are given opportunities to add their voices on the plans of the municipality of the projects to be provided to them. When projects have been approved for a community, the municipality officials visit that particular community. They facilitate the formation of a steering committee which will represent the beneficiary community during the project implementation".

According to the response of Respondent A the implementation it in VDM is divided into two parts. There is Project Management Unit (Known as PMU) which comprises engineering technicians. Their specific jobs deal mainly with new projects which are funded through conditional grants such as MIG and WSIG (Water Services Implementing Grant). Second section is the Monitoring and Evaluation unit (known as MEU). Their specific job is to monitor the implementation of IDP which is the main strategic plan of the municipality. They monitor the new as well as the completed projects for impact. Respondent D mentioned that big projects are issued on tender and hire service providers who will be monitored by the municipal engineers. The engineers keep track of the projects and make sure that they are going as planned. The VDM monitoring and evaluation unit do monitoring and evaluation to selected projects as they cannot be able to cover the whole Vhembe district since they have limited staff.

However, Respondent B revealed that there is no specific unit in all local municipalities which are found in Vhembe district. They use project managers to monitor and evaluate projects, but these projects managers are not trained for the process. They specialised in technical part of the project. Respondent I mentioned that stakeholders are engaged during IDP meetings where they are given opportunities to add their voices on the plans of the municipality of the projects to be provided to them. When projects have been approved for a community, the municipality officials visit that particular

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community where they facilitate the formation of a steering committee which will represent the beneficiary community during the project implementation.

Respondent C mentioned that when there is a project in their community, they are invited to meetings where they are given progress of the project. Respondent C further points out that those meetings usually happen especially when they need them to sign a certificate for the payment of the contractor. Respondent E concurs with Respondent E that they do attend project site meeting, however, when they tell them of the problems they have identified in the project, there is no effort made to address them until they meet again in the next site meeting. This shows that the views of other stakeholders are not considered by projects managers.

Respondent H further confirmed that there are project meeting taking place by mentioning that they have been told that there is monitoring and evaluation unit at Vhembe District Municipality, however, during steering committee meeting they only see project managers and the contractor. The work of its unit staff members is not clear to them as communities and Respondent H think that the staff in the unit are the relevant people with the required skills as they have been employed specifically for that.

Respondent F mentioned that the municipality do monitor the implementation of the projects because in one of the projects where RDP houses were being built, he remembered one of the contractors instructed to demolish one of the walls of that house. Respondent G agreed with Respondent F that the process is there. However, Responded G does not think that the process is at the required standard because some projects are being left unfinished for a long time and the contractor having been paid.

Based on the above information, a conclusion can be drawn that the implementation of it during infrastructure development projects in VDM is there but not satisfactory to most of the respondents. Respondent F is the only Respondent who was satisfied with the way it is conducted in VDM. Another conclusion that can be drawn is that community is engaged during project implementation, but only in attending site steering committee meetings for information about the project progress. In other words, Batho Pele principle (2007) of consultation and redress is not considered during its meetings. It was further revealed, based on the responses of some of the participants that the work of M&E unit is not visible to the community. It was further revealed that not all the infrastructure development projects are monitored and evaluated but only some selected projects. This suggests that the municipality should improve the implementation of M&E of infrastructure development projects monitoring and evaluating all infrastructure development projects. A further suggestion is that it should be done by its unit staff because they are the ones who have the capacity to implement it effectively in all the stages of the project.

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8.3.3 Question 3: What is the importance of beneficiary community stakeholders in M&E of infrastructure development projects?

The third question sought to find out the importance of beneficiary community stakeholders in M&E of infrastructure development projects and the participants revealed the following:

Respondent A:

"When Members of the community are involved in M&E of infrastructure development projects, they can play an important role as watchdogs during project implementation because they will provide concrete evidence of the project progress. Sometimes people who work for contractor may want to compromise quality. For example, in one instance a builder was selling cements which he should have used in a project but used less quantity of it to remain with them to sell. The community managed to stop that corruption".

Respondent B:

"The involvement of community members can assist the smooth implementation of the infrastructure development projects because they will encourage buy in of the projects from the community. This will avoid unnecessary delays of the project. It further provides the community with better understanding of the projects and collective ownership of successes and failures".

Respondent C:

"The participation of community in the M&E is vital because it will assist in curbing corruption during the implementation of infrastructure development projects. Money which was budgeted for the project will be used for that project because the community cannot allow irregular expenditure".

Respondent D:

"I think participation of the community in M&E of infrastructure development projects can ascertain that there are no discrepancies of the information provided with the actual situations on the ground. This will help in stopping corruption. Project managers have a tendency for asking money from the contractor to allow the contractor to be paid for the work which is not up to standard. Community will be able to detect deviation from the original plan".

Respondent E:

"If community members are involved in M&E of infrastructure development projects, they will make sure that projects go according to plan because they are the ones who are to benefit from such project.

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They will also assist in exposing corruption where contractors are paid for the work they have never done".

Respondent F:

I have a strong view that community have a role to play in M&E of infrastructure development projects in order to assist in combating corruption which happen during project implementation". I say this because secrecy is a recipe for corruption. I think the involvement of community in M&E of infrastructure development projects will also assist to improve transparency because people will know what is happening and raise the flag if things go against the plan".

Respondent G:

"I do believe that community has a role in M&E of infrastructure development projects. This is because they can assist in ensuring that no project is left unfinished. Their involvement will also assist that the municipality delivers quality infrastructure to the community".

Respondent H:

"Stakeholders have important role in M&E of infrastructure development projects. They are the ones who know exactly what is happening on the ground which we as government officials can fail to detect timeously. Through their involvement, we manage to make our work more transparent and that encourages learning from one another. Gone are those days where members of the community were regarded as illiterate".

Respondent I:

"We are invited to participate in Integrated Development Plan (IDP) consultation process where projects to be implemented in our respective communities are discussed. Then we are also invited to meetings where there is project hand over. I think we also have a role in M&E of those infrastructure development projects so that we will also assist in solving problems encountered during the implementation to have quality infrastructure".

Respondent B stated that the involvement of beneficiary community members can assist the smooth implementation of the infrastructure development projects because it will encourage buy in of the projects from the community. According to Respondent B it will avoid unnecessary delays of the project. He further provided that the beneficiary community will have better understanding of the projects and collective ownership of successes and failures of the infrastructure development project.

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On the hand, Respondent C stated that, the participation of beneficiary community in the system is vital because it can assist in curbing corruption during the implementation of infrastructure development projects. Respondent C further pointed that Money which was budgeted for the project will be used for that project because the beneficiary community cannot allow irregular expenditure. Respondents A, D, E and F agree with Respondent C that the involvement of beneficiary community in M&E of infrastructure development project has a role of curbing corruption.

Respondent F has a view that the involvement of beneficiary community in the system will also assist to improve transparency because people will know what is happening and raise the flag if things go against the plan. Respondent H was having the same view that the involvement of beneficiary community can assist in improving transparency, and added it encourages learning from one another. Respondent E was also in agreement with Respondent F that if beneficiary community members are in involved, they will make sure that projects go according to plan because they are the ones who are to benefit from such projects.

Respondent G stated that he believes that beneficiary community has a role in the system because they can assist in ensuring that no project is left unfinished and further stated that the involvement of them will also assist the municipality to deliver quality infrastructure to the community. Respondent A stated that when Members of the community are involved, they can play an important role as watchdogs during project implementation because they will provide concrete evidence of the project progress and further stated that sometimes people who work for contractor may want to compromise quality. In other words, Respondent A and G had the same view that the involvement of beneficiary community assist in making sure that there is provision of quality infrastructure by the municipality. Respondent D and I were also in agreement that beneficiary community involvement helps in improving the quality of infrastructure being delivered. However, Respondent I added that the involvement of beneficiary community in the process will also assist in solving problems encountered during the implementation of the project.

Based on the above information, a conclusion can be drawn that community beneficiary of infrastructure development projects has different roles to play in the process of monitoring and evaluation of infrastructure development projects. This suggests that the municipality should involve all main project stakeholders including beneficiary community in the system.

8.3.4 Question 4: What are the strategies for M&E that can be used for enhancing infrastructure development projects?

The fourth question sought to find out strategies for M&E that can be used for enhancing infrastructure development projects and the participants proposed the following:

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Respondent A:

They must be physical verification of all the projects by all stakeholders. Involve communities who are the beneficiaries of the infrastructure development project in planning and implementation of monitoring and evaluation of projects. Traditional leaders should be part of M&E of infrastructure development projects even if they can send their representative. We just receive information from the contractor during those meetings where the municipal officials are present. This is done only when certificates need to be signed for the contractor to get money. I can say is involvement because we are invited into those meetings and our names appear on the roll call".

Respondent B:

"There should be bi-weekly reports to the Mayor and the Municipal manager so that they know the project progress. The two also need to have time for physical verification of the data reported to them. Unannounced visits should be the way to go".

Respondent C:

"The*re must be proper coordination of Performance Evaluation Unit and M&E Unit at VDM. When doing M&E of development projects, the two units should be together, the Performance Monitoring and Evaluation unit will be bringing technical skills and the M&E unit will be bringing the M&E skills. In that way they will be complementing each other".*

Respondent D*:*

"Traditional authorities should be regarded as the main stakeholder in M&E of infrastructure development project taking place in their areas. Traditional leaders have a role in the development activities of their respective communities, and they need to protect their subject's interest".

Respondent E:

"The municipality must employ additional staff in the M&E unit so that they will able to cover many projects as Vhembe District is very wide. The municipality should have enough budget for additional staff at the municipality, and the new and the old staff also need to be trained so that they gain skills on M&E of infrastructure development projects"

Respondent F:

"There must be a training budget in each development project to train all stakeholders on M&E activities. All stakeholders need to be capacitated so that they can be able to understand their roles in the process. Because of lack of budget for M&E activities in VDM, it is not surprising when

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respondents complain of resources to carry out M&E of projects in the municipality. It needs funds which should be budgeted for to procure resources".

Respondent G:

*"There should be community meetings where project steering committee must report on the progress of the project to ensure transparency and accountability. Beneficiaries of the d*evelopment *projects should form part of the M&E of infrastructure development projects". The province should also conduct unannounced visits to the projects site as a way of M&E of those projects''.*

Respondent H:

"There should be a day where people from M&E unit at the municipality together with project managers and the contractor in case a tendered project meets with the entire community before signing the last payment of the project. This type of a meeting will be a form of empowering the community".

Respondent I:

"The management should determine the resources that will be needed for the whole process before carrying out the M&E process to ascertain whether or not the resources will be sufficient for the process or not. Most projects get stuck on the way because of insufficient funds to complete them. The community should be aware of the amount budget for the project before the commencement of that particular project".

Respondent A stated that there must be physical verification of all the projects by all stakeholders. Respondent A further stated that there should be involvement of community members who are the beneficiaries of the project in planning and implementation of monitoring and evaluation of projects, and traditional leaders should be part of the meetings even if they can send their representative. Respondent D is in agreement with Respondent A that traditional leaders should be part. He stated that traditional authorities should be regarded as the main stakeholder in monitoring and evaluation of infrastructure development projects taking place in their areas and further stated that they have a role in the development activities of their respective communities, and they need to protect their subject's interest. Respondent B added that there should be biweekly reports to the Mayor and the Municipal manager so that they know the project progress. Respondent B further stated that Mayor and the Municipal manager need to have time for physical verification of the data reported to them and they also should undertake unannounced visits.

On the other hand, Respondent C stated that there must be proper coordination of Performance Evaluation Unit and M&E Unit at VDM. Respondent C further stated that when doing the process, the

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two units should be together, the Performance Monitoring and Evaluation unit will be bringing technical skills and the M&E unit will be bringing their own, and in that way, they will be complementing each other. Respondent E was of the view that the municipality must employ additional staff in the M&E unit so that they will be able to cover many projects as Vhembe District is very wide. He further stated that the municipality should have enough budget for additional staff at the municipality, and the new and the old staff also need to be trained so that they gain further skills.

Respondent F agrees with Respondent C that there should be training for all stakeholders. In support of that, he stated that there must be a training budget in each development project to train all stakeholders on its activities and that all stakeholders need to be capacitated so that they can understand their roles in the system. However, Respondent C further stated that because of lack of budget for activities in VDM, there is lack of resources to carry out the process in the municipality and funds which should be budgeted to procure resources. Respondent I supported the view of Respondent C by stating that the management should determine the resources that will be needed for the whole system before carrying out the process to ascertain whether the resources will be sufficient for the process or not. Respondent I further stated that most projects stuck on the way because of insufficient funds to complete them and that the community should be aware of the amount budget for the project before the commencement of that particular project.

Respondent G stated that there should be community meetings where project steering committee must report on the progress of the project to ensure transparency and accountability. Respondent G further stated that beneficiary community of the infrastructure development projects should form part of the system, and that the province should also conduct unannounced visits to the infrastructure development project to monitor and evaluate. However, Respondent H alluded to the fact that there should be a day where people from the unit at the municipality together with project managers and the contractor in case is a tendered project meet with the entire community before signing the last payment of the project, and that this type of a meeting will be a form of empowering the community to raise their concerns before the closure of that particular project. Based on the above information, a conclusion can be drawn that there are various strategies which the municipality can employ for M&E in order to enhance infrastructure development projects. This suggests that the municipality should regularly update its strategies for the enhancement of infrastructure development projects.

8.4 CONCLUSION

This chapter discussed the analysis and interpretation of the collected data by discussing the sampled population's responses as a way of providing an understanding of the nature of the study findings. The data was collected using quantitative and qualitative methods which involved the application of questionnaires and interviews from the municipal officials, ward councillors, community development

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workers, traditional leaders and South African Civic Organisation (SANCO) members. This chapter was divided into two sections, namely analysis of data collected through questionnaires, and analysis collected through interviews. In this chapter, data obtained from respondents was presented, analysed and interpreted in a graphical tabular form and in a narrative form. The next chapter presents the discussions of findings, conclusion, and recommendations for the use of M&E as an infrastructure development project enhancement strategy as well as recommendation for further research strategies.

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CHAPTER 9

FINDINGS, CONCLUSION AND RECOMMENDATIONS

9.1 INTRODUCTION

The previous chapter presented the analysis and interpretation of the data collected by discussing population's responses as a way of providing an understanding of the nature of the study findings on Monitoring and Evaluation (M&E) as an infrastructure enhancement strategy. In this chapter, synthesised discussions of findings, recommendations for using M&E as an infrastructure enhancement strategy, as well as recommendations for future research study, will be documented. This chapter also presents the end product of what the researcher has studied. It will summarise the main findings as reflected in the integrated analysed data in chapter 8 of the study.

9.2 OVERVIEW OF THE STUDY

This study was about Monitoring and Evaluation (M&E) as an infrastructure enhancement strategy. It was conducted in order to answer the research questions which arose from the challenges faced by Vhembe District Municipality (VDM) when implementing M&E in enhancing infrastructure development projects; state of the implementation of it in infrastructure development projects in VDM; importance of beneficiary community stakeholders in it for enhancing infrastructure development projects; and strategies for its implementation in enhancing of infrastructure development projects. Literature which is relevant to it an infrastructure enhancement strategy was reviewed. Mixed method where quantitative and qualitative research methodologies were used and the main aim of the study was to investigate M&E as an infrastructure enhancement strategy at VDM of South Africa in order to recommend a working model that can be used for infrastructure enhancement. Non-probability sampling and its purposive sampling methods were used. Questionnaires and open-ended interview were used to collect data. Data was analysed with the help of two data analysis methods, namely; Statistical analysis and the information was presented in graphical tables to present respondent's perceptions in terms of frequencies and percentages as well as narrative form followed by a brief synthesis. The specific objectives were:

- To establish state of the implementation of M&E for infrastructure enhancement at VDM.
- To determine the challenges facing VDM in the implementation of M&E.
- To determine the importance of beneficiary community stakeholders in M&E for infrastructure enhancement.
- To recommend a model for the application of M&E as an infrastructure enhancement strategy in local government sector.

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The research questions sought to try answer the following:

- How is the implementation of M&E at VDM infrastructure development projects?
- What are the challenges facing VDM in the implementation of M&E?
- How importance is the beneficiary community stakeholders for enhancing infrastructure development projects?
- What are the strategies for M&E that can be used for enhancing infrastructure development projects?

9.3 MAJOR FINDINGS OF THE STUDY

This section presents the major findings which are based from the specific objectives. The following four specific objectives benchmarked the realisation of the main aim and they sought to establish state of the implementation of M&E for infrastructure enhancement at VDM; to determine the challenges faced in the implementation; to determine the importance of beneficiary community stakeholders in the process; and to recommend a model for its application as an infrastructure enhancement strategy in local government sector.

9.3.1 Major findings on challenges faced by municipality when implementing M&E in enhancing infrastructure development projects

The first objective of the study sought to determine the challenges faced by municipality when implementing M&E in enhancing infrastructure development projects and found that 88 (59%) of the respondents disagreed that there is regular training for personnel staff. This is an indication that regular training for personnel staff is not satisfactory. The municipalities do not consider the importance of regular training for personnel staff. Furthermore, personnel struggle because they are not given training. The findings revealed that majority of the respondents at 78 (55.3%) were of the view that appointed personnel within the municipalities do not have the relevant skills to discharge their function. There is a need for providing training for appointed personnel to improve their skills by the municipality. It was found that majority of the respondents at forty-nine 49 which constitute 34.8% supported that reporting lines in the municipality are clear. The municipality should emphasise that report are submitted frequently as the reporting lines are clear.

It was found that the majority of the respondents at 86 which constitute 61% of the respondents were of the view that the municipality does not have enough personnel. Lack of personnel can be an indication that not all infrastructure development projects will be monitored and evaluated. The municipality needs to employ more personnel to able to monitor and evaluate all infrastructure development projects. It was also revealed that majority of the respondents at eighty-six 86 have an

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impression that the municipality does not allocate enough budget for the process. The municipality should have sufficient budget for monitoring and evaluation of infrastructure development projects, and also for provision of personnel and provide them with regular training.

From the interviews that were carried out to determine challenges faced by municipality when implementing the system in enhancing infrastructure development projects, the findings revealed that there is no training of staff members. They use their personal knowledge to monitor and evaluate projects. The findings also revealed that there is no support from the province given to the municipality.

The findings revealed that there is lack of political and management willingness to use data gathered for learning and planning. The findings further revealed that there is no policy in the municipality. The study findings revealed that there is no specific budge in the municipality

9.3.2 Major findings on state of implementation of M&E for infrastructure development projects in Vhembe District municipality

The second objective sought to establish state of the implementation of M&E for infrastructure enhancement at Vhembe District Municipality, and it found out that majority of the respondents at 43 which constitute 30.5% revealed that there is a schedule of data collection, analysis and reporting in the municipality. It means the municipality has a plan for collection, analysis and reporting of data. It was revealed that, majority of the respondents at fifty-five 55 which constitute 39% of the respondents were of the view that the municipality has standard reporting tools. That means that the information reporting tools for data gathered during the implementation are available at the municipality.

It was found that majority of the respondents at fifty-five 55 which constitute 39% of the respondents support the view that there is planning of monitoring and evaluation of infrastructure development projects in the municipality. It implies that the municipality plans for the process. Prior planning prevents poor performance. It was revealed that majority of the respondents at one hundred and seventeen 117 which constitute 83% of the respondents are of the view that there is no monitoring and evaluation of infrastructure development projects inputs. This suggests that the municipality does not check whether the resources they have at hand can manage to complete all the activities of the infrastructure development projects. There should be thorough checking of inputs of the project before its commencement to avoid to have incomplete projects because of lack of funds or resources to complete them.

The data collected revealed that majority of the respondents at one hundred and seven 107 which constitute 75.9% of the respondents were of the view that there is monitoring and evaluation of infrastructure development projects implementation activities in the municipality. This implies that

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activities of infrastructure development projects are monitored and evaluated. By so doing it enhances infrastructure development projects because challenges will be identified and solutions suggested timeously. It was found out that 112 (79.3%) agreed that there is monitoring and evaluation of infrastructure development project outputs. This is an indication that the checking of outputs is satisfactory at Vhembe District Municipality (VDM). The municipality considers the significance of that process in order to ascertain that indeed the activities had managed to produce the output desired.

It was found that majority of the respondents at eighty 82 which constitute 58.1% of the respondents were against the view that municipality does monitor and evaluate the outcome of the infrastructure development projects. This is an indication that municipality does not consider the significance of infrastructure development projects outcome. Outcomes is the specific changes in a target population. It was further found that majority of the respondents at one hundred and fifteen 115 which constitute 81.6% of the respondents were of the view that there is no monitoring and evaluation of infrastructure development projects impact to the beneficiary community. This means that the municipality does not regard the impact of infrastructure development projects to beneficiary community so important. The impact of infrastructure development project to the community means that it should improve the standard of living of the targeted community. It was also revealed that there is no major difference between those who supported the view (47 which constitute 33.3% of the respondents) that data is collected on routine basis and those who were against (45 which constitute 31.9% of the respondents) the view that data is collected on routine basis during implementation. The slight majority suggested that the municipality collects on routine basis during project implementation but not in all the infrastructure development projects.

It was revealed that most respondents at fifty 50 which constitute 35.5% of the respondents have an impression that the municipality does not check and analyse data by checking collected data with agreed upon indicators and note the differences. The municipality should analyse and check collected data during infrastructure development projects with agreed upon indicators and note differences. Data analysis converts raw data into usable information to support decision-making for improved project management and organisational learning so that corrections of deviations are made. It was also found that, majority of the respondents at one hundred and two 102 which constitute 72.3% of the respondents were of the view that the municipality does not report findings to various stakeholders including general public. That means the municipality should report information to all main stakeholders including the general public. Stakeholders' participation in this process improves the accuracy and usefulness of results. The finding revealed that majority of the respondents at 97(68.8%) were against the view that the municipality ensures that the findings of the process are used for improvement of management and implementation of future infrastructure development projects. This implies that the municipality should ensure that findings are used for learning to improve future

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infrastructure development projects. The use of findings prevents repetition of mistakes made in previous project for enhancement of future infrastructure development projects.

From the interviews carried to establish the state of implementation of M&E in the municipality infrastructure development projects, the findings revealed that VDM Unit responsible for the system does this process on selected projects as they cannot able to cover the whole district since they have limited staff. The findings further revealed that there is no Unit responsible for the process in all local municipalities which are found in Vhembe District. They use project managers to monitor and evaluate projects, but these projects managers are not trained for carrying out the function. They specialised only in technical part of the project. It was also found out that stakeholders are engaged during IDP meetings where they are given opportunities to add their voices on the plans of the municipality of the projects to be provided to them. When projects have been approved for a community, the municipality officials visit that particular community where they facilitate the formation of a steering committee which will represent the beneficiary community during the project implementation. However, it was found out that project steering committee members are invited to meetings where they are only given progress of the project. It was further found out that those meetings usually happen especially when they need them to sign a certificate for the payment of the contractor. It was further revealed that community members do attend project site meeting, however, their concerns are not considered.

The findings revealed that work of staff members in the M&E Unit is not clear to the community because they have never seen them in any project meeting and the community members think that they are the relevant people with the required skills for the process as they have been employed specifically for that. The findings revealed that there are infrastructure development projects that are not in good state in Vhembe District Municipality (VDM) which shows the ineffectiveness of the process. Some of those projects are left unattended for a long time where parts of the structures are vandalised and some items stolen. That requires the municipality to budget extra funds for repairs which further contributes to the delay of the project.

It is important to note that, projects are implemented to improve the standard of living of the citizens. However, if they remain unfinished for a long time, they become a frustration to the people who were eagerly waiting for them and can leads into unnecessary protests. Below are pictures of some of the infrastructure development projects which are not at a satisfactory state in Vhembe District Municipality (VDM).

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Picture A: Shigalo fire station project

Picture B: Masia multi-purpose centre project

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Picture C: Vuwani stadium project

Based on the above infrastructure development projects pictures, a conclusion can be made that M&E of infrastructure development projects is not up to standard. The findings also revealed that the municipality does not check and analyse data by checking collected data with agreed upon indicators and note differences. A suggestion is that, the process should be improved in order to enhance infrastructure development projects.

9.3.3 Major findings on Importance of beneficiary community stakeholders in M&E for infrastructure enhancement

The third objective sought to determine the importance of beneficiary community stakeholders in M&E for infrastructure enhancement, and it was revealed that majority of the respondents at 111(78.7%) agreed that councillors should play a role in the process. The municipality should make sure that ward councillors take part. It was found that majority of respondents at one hundred and nine 109 constituting 77.3% were of the view that traditional leaders should play an active role in the process. This indicates that the municipality should involve traditional leaders in infrastructure development projects taking place in their communities. Traditional leaders control vital resources such as land which is used for building the infrastructure and they play a very important role to any service delivery and development strategies to be implemented in the rural areas. It was also found that majority of the respondent at 106 constituting 75.2% supported the statement that civic structure has a role in the process. This suggests that the municipality should invite civic structure to participate in the

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process when infrastructure development project are being implemented in their respective communities.

The finding revealed that most of the respondents at 98 (69.5%) responded that community development workers have a role in the process. The municipality should involve them when infrastructure development projects are being implemented in the communities which they reside and work on daily basis. It was also revealed that most of the respondents at 78 (55.3%) responded that ordinary community members who are not representing any structure have a role to play in the process. This implies that the municipality should encourage ordinary community members who are not in organised structures to participate in community meetings where infrastructure development projects performance is given to the entire community. It was further found that majority of the respondents at seventy-nine which constitute 56% of the respondents are against the view that the municipality is providing platforms for beneficiary community to participate in the process. The municipality should create a platform where beneficiary community members should be able to take part in providing data that can assist in enhancing infrastructure development projects being implemented in their community. This will further provide the beneficiary community stakeholders with the opportunity to hold the municipality accountable.

From the interviews carried out to determine the importance of beneficiary community stakeholders in M&E for infrastructure enhancement, the findings revealed that the involvement of beneficiary community members in the process can assist the smooth implementation of the infrastructure development projects because it will encourage buy in of the projects from the community, and it will avoid unnecessary delays of the project because beneficiary community will have better understanding of the projects and collective ownership of successes and failures of the infrastructure development project.

The findings revealed that the participation of beneficiary community is vital because it will assist in curbing corruption during the implementation of infrastructure development projects. The findings further revealed that money which was budgeted for the project will be used for that project because the beneficiary community cannot allow irregular expenditure. It was revealed that the involvement of beneficiary community in process can assist to improve transparency because people will know what is happening and raise the flag if things go against the plan because they are the ones who are to benefit from such infrastructure development project.

The findings revealed that beneficiary community has a role in the process because they can assist in ensuring that no project is left unfinished and the involvement of beneficiary community can assist that the municipality deliver quality infrastructure to the community. The findings also revealed that when members of the community are involved in monitoring and evaluation of infrastructure

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development projects, they can play an important role as watchdogs during project implementation because they will provide concrete evidence of the project progress and it was also revealed that sometimes people who work for contractor may want to compromise quality. It was revealed that the involvement of beneficiary community in the process can assist in solving problems encountered during the implementation of the project.

9.3.4 Major findings on strategies for implementation of M&E in enhancing of infrastructure development projects

The fourth objective sought to make recommendations towards strategies that can be used for implementation of M&E in enhancing of infrastructure, and it was found that majority of the respondents at 115 (81.6%) agreed that municipality should ensure that there is political willingness for monitoring and evaluation of infrastructure development projects. It indicates that there should be political willingness for effective process. It was found that most respondents at 117 constituting 83% believe that the municipality should ensure that the process is ongoing. The municipality should ensure that the process is ongoing up to the last stage of the project. The findings revealed that majority of the respondents who took part in the study at 128 constituting 90.8% were in favour of the idea that municipality should ensure that the process involving all main stakeholders. A suggestion can be made that municipal officials and beneficiary community stakeholders should be capacitated in order to participant effectively.

It was revealed that a majority of the respondents at 125 constituting 88.7% supported the idea that the municipality should ensure that monitoring and evaluation of infrastructure development projects are free from corruption. The municipality should establish systems which curb corruption. It was found that most of the respondents at 124 (87.9%) supported the idea that the municipality should contribute enough resources for the process to be effective. This implies that the municipality should ensure that there is sufficient resources to be used during the process. It was also found out that most of the respondents at one hundred and twenty-eight 128 which constitute 90.8% concurred with the statement that municipality should ensure that results are made public at the end of each infrastructure development projects. This means that the municipality should broadcast the results using different broadcasting media for the community to access it. The findings revealed that majority of the respondents at one hundred and twenty-two 122 (86.6%) agreed that there should be transparency and accountability in the monitoring and evaluation of infrastructure development projects. The municipality should ensure that there is transparency and accountability.

From the interviews that were carried out to explore strategies for implementation of M&E in enhancing of infrastructure development projects, it was found out that respondents believe that there must be physical verification of all the projects by all stakeholders. It was also found out that most

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respondents stated that there should be involvement of community members who are the beneficiaries of the project in planning of the process, and traditional leaders should be part it even if they can send their representative. There should be biweekly reports to the Mayor and the Municipal manager so that they know the project progress and that the Mayor and the Municipal manager need to have time for physical verification of the data reported to them and they also should undertake unannounced visits.

The study findings revealed that respondents have a view that there must be proper coordination of Performance Evaluation Unit and M&E Unit at VDM, and that when doing M&E of the infrastructure development projects, the two units should be together, the Performance Monitoring and Evaluation unit will be bringing technical skills and the M&E unit will be bringing the M&E skills, and in that way they will be complementing each other.

It was revealed that the findings advocate that the municipality must employ additional staff in the M&E Unit so that they will be able to cover many projects as Vhembe District is very wide. The respondents' views suggest that the municipality should have enough budget for additional staff at the municipality, and new and old staff also need to be trained so that they gain further skills. It was found out that respondents suggested that there must be a training budget in each development project to train all stakeholders because they need to be capacitated so that they can able understand their roles in the process.

The findings revealed that there is lack of budget for process in VDM, and there is lack of resources to carry out monitoring and evaluation of infrastructure development projects in the municipality and it needs funds which should be budgeted for to procure resources. It was also found out that most respondents stated that the management should determine the resources that will be needed for the whole process before carrying out the process to ascertain whether the resources will be sufficient for the implementation of infrastructure development project, and that most projects stuck on the way because of insufficient funds to complete them and that the community should be aware of the amount budget for the project before the commencement of that particular project.

The findings suggested that there should be community meetings where project steering committee must report on the progress of the project to ensure transparency and accountability. The findings further suggested that beneficiary community should form part of the process, and that the province should also conduct unannounced visits to the infrastructure development projects site as a way of checking those projects. The findings also suggested that there should be a day where people from M&E Unit at the municipality together with project managers and the contractor in case is a tendered project meet with the entire community before signing the last payment of the project and that this

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type of a meeting will be a form of empowering the community to raise their concerns before the closure of that particular project.

9.4 SYNTHESIS OF THE STUDY FINDINGS

The most important findings of this research study can be summarised as follows:

The study has found out that, there is lack of training for personnel staff at VDM. It was also revealed that most of the personnel staff of at the municipality do not have the relevant skills to discharge their function. They use their personal knowledge to monitor and evaluate projects. Many projects fail not because they do not have the potential to succeed but because the project staff members lack the skills and knowledge about monitoring and evaluating of projects. The staff members should be capacitated in order to gain skills and knowledge to better fulfil their core function.

The other finding is that, the municipality does not have budget allocated specifically for the process. Budget enables project teams to be able to monitor and evaluate the entire project implementation because they will be having enough resources (Chaplowe, 2008). It was also found out that the municipality does not have enough personnel staff. It was further revealed that not all projects are monitored and evaluated but selected few due to limited staff in the municipality. The municipality should employ additional staff members. Furthermore, it was revealed that, there is no support from other spheres of government to the municipality. Section 154 (1) of the Constitution requires the National government and the Provincial government to support and strengthen the capacity of municipalities to manage their affairs, exercise their powers and perform their functions. The municipalities should be assisted in the implementation, and monitoring and evaluation of projects.

It was also found out that, in the municipality, there is no M&E of infrastructure development projects inputs, outcomes and its impact on the beneficiary community. These elements work as a system, meaning that the behaviour of each affect the other. Each step has its own indicator for verification of progress. Therefore, failure to monitor and evaluate one element can have a negative bearing to the entire project. It is an indication that projects should be monitored and evaluated from the inputs, activities, outputs, outcomes and impacts. This will ensure that projects are monitored and evaluated right from the onset to the finish. It is according to Logical framework Model. This is confirmed by W.K. Foundation (2004); Pasteur and Scott-Villiers (2001) and National Treasury (2007).

Another finding is that, ward councillors, civic structures, community development workers, traditional leaders, and ordinary community members who are not in structures, have a role in monitoring and evaluation of infrastructure development projects. It was also revealed that the municipality does not provide platforms for beneficiary community to participate in the system. It indicates that it should be a participative process involving all main stakeholders. They can assist in providing early warning to

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the municipality because they reside or work where the project is taking place. They can also assist in curbing corruption and reduce wasteful expenditure of the limited resources, and provide ideas to improve the project.

It was also found out that there is lack of political willingness. Furthermore, it was found that the municipality does not ensure that findings are used for improvement of management and implementation of future development projects. There should be political willingness in the municipality to ensure that findings are used for improvement and management of projects. The quality can be affected by the political culture of the institution which can be hostile to its activities (Ile, Eresia-Eke, Allen-lie, 2012). The municipality should ensure that the system is free from corruption. There is a need for ownership by management and political leadership in the municipality since they are decision makers. They need to use the information gathered during the implementation to take decisions which can enhance future projects.

Another finding is that the municipality does not report the findings to various stakeholders including general public. The municipality should ensure that results are made public at the end of each infrastructure development projects. Project results are used to enhance accountability and transparency. The municipality should ensure that there is transparency and accountability in the monitoring and evaluation of infrastructure development projects. There should be general community meetings where project steering committee reports on the progress of the infrastructure development project. It was further found out that, there is no specific policy and Unit responsible for the process in all four local municipalities in Vhembe district. This is an indication that there should be specific policy and Unit for the process in all municipalities to ensure cohesion with provincial system. This is confirmed by the Limpopo Provincial Government Framework.

9.5 RECOMMENDATIONS OF THE STUDY

The section below provides recommendations and the strategies that can be used for M&E as an infrastructure enhancement based on findings of the study.

9.5.1 Capacity building for M&E of infrastructure development projects

The findings revealed that there is a challenge of human capacity for M&E in the municipality. It is important to note that the system may not function effectively without skilled individuals who properly and effectively perform their task for which they are responsible. For any system to work well, it is necessary to have well trained officials who are highly skilled. Human capacity is essential for the effective and efficient management of the system. Project staff members need to be capacitated to manage the system for enhancement of infrastructure development projects. Training of staff members on carrying their roles is inadequate in the municipality. It is recommended that there should

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be training and mentoring of the systems stakeholders on data collection, recording, analysis, and reporting tools as capacity building methods for improving data quality. All relevant stakeholders should be consulted during the initial designing of data collection and reporting tools. These relevant staff should be trained on how to use the selected tools for collecting, analysing and reporting data. The municipality should also have a capacity plan to improve the skills of the staff. Training opportunities such as short courses by service providers, courses offered by universities, attendance of seminars and conferences should be considered for staff. Training should be provided to managers as well as subordinates. This can help improve knowledge of staff members and managers on how to carry out their respective functions regarding the process.

9.5.2 The use of logical framework by the municipality to ensure M&E for results

The findings revealed that M&E by the municipality is conducted on activities and outputs. The other components of logic model are not being monitored and evaluated. It is recommended that the process should be done following the components of logical framework model. That is inputs, activities (processes), outputs, outcomes and impacts of the infrastructure development project. The municipality needs to set indicators for each component of the logic model. Further, there should be timeframe on when a particular activity will be conducted and there should be Means of Verification (MOV) for each activity conducted. This recommendation is presented in the table below.

Table 9.1: Infrastructure development projects M&E plan

ACTIVITY	RESPONSIBILITY	TIMEFRAME	INDICATORS	MOV (means of verification)
Projects inputs M&E	M&E Unit, beneficiary community, project managers	Before commencement of project. Then ongoing (specific dates)	Input indicators	Roll call, minutes, photos
Projects activities M&E	M&E Unit, beneficiary community, project managers	Ongoing (specific dates)	Activities indicators	Roll call, minutes, photos
Project outputs M&E	M&E Unit, beneficiary community, project managers	After the completion of the project (specific dates)	Outputs indicators	Roll call, minutes, photos
Project outcomes M&E	M&E Unit, beneficiary	From first year after project handover to the	Outcomes indicators	Roll call, minutes, photos

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	community, project managers	community until the third year (specific dates)		
Project impact M&E	M&E Unit, beneficiary community, project managers	Five years after the completion of the project (specific dates)	Impact indicators	Roll call, minutes, photos

9.5.3 Dissemination of M&E findings to all main stakeholders including general public

Data dissemination internal and externally is crucial for the enhancement of infrastructure development projects. Dissemination of report may be done internally through bureaucratic structures of the government. In dissemination of data externally, projects implementers should consider disseminating information using multiple methods such as municipal notice board, newsletters, community meetings, report to provincial and national spheres of government and internal project team. It is recommended that there should be sharing of findings to all relevant stakeholders as a way of enforcing transparency and accountability. Reports can be used to educate stakeholders and municipalities on issues unbeknown to them. This allows municipalities and stakeholders to determine the techniques that are useful and those that are not useful.

9.5.4 Involvement of beneficiary community in M&E

It was revealed that community members are not satisfied by the way they are participating in M&E of infrastructure development projects. When monitoring is done between municipal official and the contractor, and the community just receives progress of the projects during steering committee meetings without having taken around when the municipal is monitoring the projects. It is recommended that there should be active participation of beneficiary stakeholders in the process. Stakeholders such as traditional leaders, ward councillors, community development workers, government departments, and civil organisations should be involved in the design and implementation of an effective and efficient municipal monitoring and evaluation system. Support from all the above stakeholders is crucial because it ensures that the municipality can mobilise adequate human, financial and material resources to undertake systematic, participatory processes. All parties should be invited to the final completion meeting. All parties can then participate in the inspection of the project. If satisfied and convinced that everything is still in order, the final completion certificates is signed by all relevant stakeholders in a community meeting where all beneficiary community members have been properly invited on time using time which will be suitable for most of the members. This can ensure that there is accountability and transparency.

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9.5.5 Specific budget for M&E

The study revealed that there is no specific budget for M&E activities. Therefore, recommends that the municipality should design and implement an annual specific budget. Preparation of budget is one of the steps in designing effective system. Budget is concerned with resource allocation of the whole process, and therefore, it should be done earlier in the project to ensure that resources are enough for the whole process. For the process to be effective and for project teams to monitor and evaluate the entire project, there should be budget for staffing, capacity training, capital expenses, field transportation and vehicles maintenance, printing and publishing of documents, and allow for unexpected contingency such as inflation, currency devaluation, equipment's theft, or the need for additional data collection/analysis to verify findings.

9.5.6 Municipality specific M&E policy

The study has revealed that there is no policy in Vhembe District Municipality (VDM). The policy will provide specific guidance toward implementation strategies to achieve the municipality goals. It identify the key activities of the process and the roles of each stakeholder. Therefore, it is recommended that the municipality should develop its own specific policy.

9.5.7 Municipality M&E unit support by provincial M&E unit

Another challenge revealed by this study is that the province is not giving the municipalities' compulsory support for them to carry out successful M&E of infrastructure development projects and lack of proper coordination at provincial level. When the province M&E unit does not provide support to the municipalities, it creates a major problem for municipalities to provide effective M&E of infrastructure development projects.

9.5.8 Political and management willingness for M&E

The study revealed that there is lack political and management willingness in the municipalities. Conducting a readiness assessment provides an analytic framework to assess a given country's organisational capacity and more importantly political willingness to monitor and evaluate its goals. That means it is important for an organisation to have political willingness for conducting effective system which will yield results. Where there is no political and management willingness, data will not be used for learning and consequently the quality of infrastructure will not be improved. Therefore, it recommends that there should be political and management willingness for M&E of infrastructure development so that data should be used for decision making, learning and planning in order to improve infrastructure development projects.

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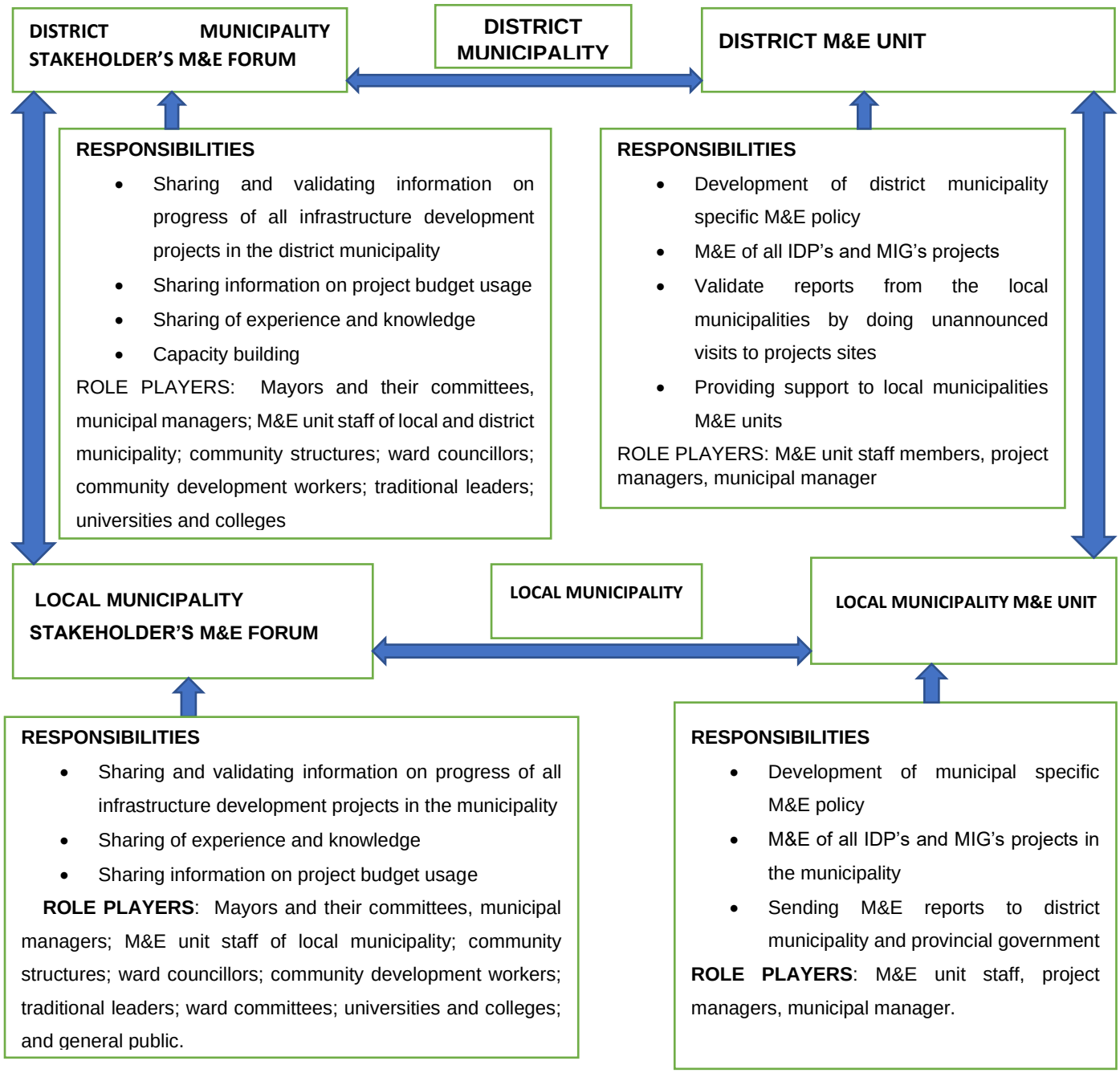
9.5.9 Establishment of District municipality forum and local municipality forum

Transparency and accountability are the cornerstone of good governance. Therefore, a platform where the municipality must account to the citizens on how they are doing M&E of projects need to be created. Therefore, it recommends that the District municipality and the Local municipality should establish forums in their areas of jurisdiction respectively. These forums will provide the municipality with the platform to share the information with the community and the community will also can validate the reported information. The recommended model is depicted in the figure below.

Figure 9.1: District Municipality M&E model



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As depicted in figure 9.1 above, the model is divided into district municipality and local municipality found in that district. In the district there are two M&E structures, namely; M&E unit and stakeholders M&E forum. The same structures are in the local municipality which also consists of M&E unit and stakeholders M&E forum. In the following subsections, each of them will be discussed.

9.5.9.1 District M&E unit

The District M&E unit is responsible is responsible for the following:

- **Development of district specific M&E policy**- it was established that in VDM there is no district specific M&E policy. The district municipality has the responsibility of developing its own. Therefore, the district should embark on developing its own which will align with the other policies and legislations of the provincial as well as the national government.
- **M&E of all IDP's and MIG's development projects**- The findings has revealed that VDM do monitor and evaluate selected IDP infrastructure development projects. And Vhembe District Municipality (VDM) project management unit is responsible for the implementation of MIG projects. The findings further revealed that the VDM project management unit are not responsible for the process. Therefore, the unit should take responsibility of the process in all IDP's and MIG's projects as they are the ones established specifically for that.
- **Validate reports from the local municipalities by doing unannounced visits to projects sites**- The district municipality has the responsibility to consolidate local municipalities performance reports and submit them to the provincial government. Therefore, the district municipality should take the responsibility of validating those reports before submitting them by doing project sites unannounced visits.
- **Providing support to local municipalities M&E units-** The study findings has established that there is no unit in the all local municipalities found in Vhembe District. The district municipality should take responsibility of assisting all the local municipalities in its jurisdiction to establish its own units. Further, the district municipality should provide support by developing a standard performance reporting template for uniformity and determining the timelines for submission of performance reports.

9.5.9.2 The District M&E role players

The district M&E role players are the following:

- **M&E unit staff**- M&E cannot be effective without adequate skilled human resources who will efficiently and effectively do all activities as per the plan. Therefore, the municipality needs to have enough capacitated personnel who will able to execute their tasks with precision.

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- **Project managers-** The study findings have established that the implementation of MIG's projects in VDM is the responsibility of project management unit. It was established that their roles amongst others is to evaluate progress and prepare detailed reports of projects and they also provide technical skills because majority of them are engineers. Therefore, project managers should also be capacitated for M&E of projects they are supervising.
- **Municipal manager**- The municipal manager is the head of administration and the accounting officer of the municipality. The municipality has the responsibility of ensuring that performance reports are submitted to council structures for the municipality to fulfil its mandate for quality service delivery. The municipal manager should take responsibility of providing all human and capital resources for smooth implementation of the process. The municipal manager should also take responsibility of ensuring that there are frequent programs for capacitating personnel and personally at times, do site visits to validate the reports.

9.5.9.3 District municipality stakeholder's forum

The district municipality stakeholder's forum has the following responsibilities:

- **Sharing and validating information on progress of all infrastructure development projects in the district municipality-** The unit should have the responsibility of providing reports on the progress of projects being implemented on the period under review to all stakeholders invited to take part in the forum. The other stakeholders should add and correct the report provided as way of validating and holding the municipal accountable for gaps identified if any.
- **Sharing information on project budget usage**- During project implementation ideally funds should be utilised as per stages of the project being implemented. Therefore, the unit should provide financial report so that the forum can able to determine if project activities are funded according to the budget. It will be a way of budget control by the stakeholder to eliminate irregular expenditure.
- **Sharing of experience and knowledge-** There are many people who are not part of the municipality who have the knowledge, skills and experiences of how it should be better done but have no platform to share it. Further, some other departments or municipalities might be having better methods of doing it. Therefore, this forum provides the platform for sharing experiences and knowledge.
- **Capacity building**- The community has the responsibility to hold the municipality accountable for their actions during implementation of projects. However, lack of knowledge hinders them because they don't know how often it should be done and how it should be conducted. These types of forum can also act as capacity building meetings.

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9.5.9.4 Role players of the district municipality stakeholder's forum

Roles players of the district municipality stakeholder's forum are the following:

- **Mayors and their mayoral committees**- Mayors and their mayoral committees provide political oversight of municipal provision of service delivery and they have a role to account on municipal performance to their electorates. Therefore, they need information to use for accounting and they have a role to hold administrator to account on poor performance.
- **Municipal manager**- the Municipal manager is the head of administration and the accounting officer of the municipality. The municipality manager should able to answer and provide information on how projects are being implemented to the forum.
- **M&E unit staff of local and district municipality**- The unit staff of local and district municipality should able to provide information on progress of projects being implemented to the entire M&E forum stakeholders.
- **Community structures**- Community structures represent the communities and live in areas where development projects are being implemented. The forum provides them with opportunity to raise their concerns and assist in validating the project progress reports which should have been provided by the municipal officials.
- **Ward councillors**- Ward councillors are voted in by people to represent them in government with the primary focus to look at how services like infrastructure are delivered in the areas they serve. Ward councillors have a duty to report on performance on projects to the community, and therefore they need to be part of the forum in order to share their knowledge and experience of how projects are being implemented and able to use the platform to raise identified gaps.
- **Community development workers**- Community development workers are elected by provincial government to work close to the people in order to give them access to government services and relevant information about how services are being provided. Therefore, the forum provides the community development workers with the opportunity to receive information about municipal performance which they can share with the community. It also provides them with the opportunity to validate reports of the municipality.
- **Traditional leaders**- Traditional leaders control important resources such as land and therefore they need to play an important role to any service delivery and development strategy to be implemented in their areas for the benefit of their subjects. The forum is a vital platform for them to contribute to the development of their areas by either giving advice on how development projects can be monitored and evaluated or by validating the reports.

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- **Universities and colleges**- Universities and colleges will provide academic support. The forum will provide a platform where Universities and colleges can equip participants with skills and knowledge to undertake their functions.

9.5.9.5 Local municipality unit

The Local municipality unit is responsible for the following:

- **Development of local municipality specific M&E policy**- It was established that Local municipalities in Vhembe district do not have their own specific policy. The local municipality has the responsibility of developing one. Therefore, the local municipalities should embark on developing its own which will align with other policies and legislations of the provincial as well as the national government.
- **M&E of all IDP's and MIG's development projects**- The findings have revealed that there is no unit in all local municipalities in Vhembe district. Therefore, it should be established to take responsibility of all local municipality IDP's and MIG's projects.
- **Sending M&E reports to district municipality and provincial government**- The local municipality should send progress reports of all IDP's and MIG's development projects to the district and provincial government. The reports can be used by district municipality and provincial government to provide support to the local municipality.

9.5.9.6 Role players for local municipality unit

The local municipality unit role players are the following:

- **M&E unit staff**- The process cannot be effective without adequate skilled human resources who will efficiently and effectively do all activities as per the plan. Therefore, the municipality needs to have enough capacitated personnel who will able to execute their tasks with precision.
- **Project managers-** The study findings have established that the implementation of MIG's projects in VDM is the responsibility of project management unit. It was established that their roles amongst others is to evaluate progress and prepare detailed reports of projects and they also provide technical skills because majority of them are engineers. Therefore, project managers should also be capacitated to monitor and evaluate projects they are supervising.
- **Municipal manager**- The municipal manager is the head of administration and the accounting officer of the municipality. The municipality has the responsibility of ensuring that performance reports are submitted to council structures for the municipality to fulfil its mandate for quality service delivery. The municipal manager should take responsibility of providing all human and capital resources. The municipal manager should also take responsibility of ensuring that there

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are frequent programs for capacitating personnel and personally at times, do site visits to validate the reports.

9.5.9.7 The local municipality stakeholder's forum

The local municipality stakeholder's forum has the following responsibilities:

- **Sharing and validating information on progress of all infrastructure development projects in the local municipality-** The Unit should have the responsibility of providing reports on the progress of projects being implemented on the period under review to all stakeholders invited to take part in the forum. The other stakeholders should add and correct the report provided as way of validating and holding the municipal accountable for gaps identified if any.
- **Sharing information on project budget usage**- During project implementation ideally funds should be utilised as per stages of the project being implemented. Therefore, the unit should provide financial report so that the forum can be able to determine if project activities are funded according to the budget. It will be a way of budget control by the stakeholder to eliminate irregular expenditure.
- **Sharing of experience and knowledge-** There are many people who are not part of the municipality who have the knowledge, skills and experiences on how projects should be better monitored and evaluated but have no platform to share it. Further, some other departments or municipalities might be having better methods. Therefore, the forum provides the platform for sharing experiences and knowledge.

9.5.9.8 Role payers of local municipality stakeholder's forum

Roles players of local municipality stakeholder's forum are the following:

- **Mayors and their mayoral committees**- Mayors and their mayoral committees provide political oversight of municipal provision of service delivery and they have a role to account on municipal performance to their electorates. Therefore, they need information to use for accounting and they have a role to hold administrator to account on poor performance.
- **Municipal manager**- The Municipal manager is the head of administration and the accounting officer of the municipality. The municipality manager should able to answer and provide information on how projects are being implemented to the forum.
- **M&E unit staff of local municipality**- The unit staff of local municipality should be able to provide information on progress of projects being implemented to the entire forum stakeholders.

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- **Community structures**- Community structures represent the communities and live in areas where development projects are being implemented. The forum provides them with opportunity to raise their concerns and assist in validating the project progress reports which should have been provided by the municipal officials.
- **Ward councillors**- Ward councillors are voted in by people to represent them in government with the primary focus to look at how services like infrastructure are delivered in the areas they serve. Ward councillors have a duty to report on performance on projects to the community, and therefore they need to be part of the forum in order to share their knowledge and experience of how projects are being implemented and able to use the platform to raise identified gaps.
- **Community development workers**- Community development workers are elected by provincial government to work close to the people in order to give them access to government services and relevant information about how services are being provided. Therefore, the forum provides the community development workers with the opportunity to receive information about municipal performance which they can share with the community. It also provides them with the opportunity to validate reports of the municipality.
- **Traditional leaders**- Traditional leaders control important resources such as land and therefore they need to play an important role to any service delivery and development strategy to be implemented in their areas for the benefit of their subjects. The forum is a vital platform for them to contribute to the development of their areas by either giving advice on how development projects can be monitored and evaluated or by validating the reports.
- **Universities and colleges**- Universities and colleges will provide academic support. The M&E forum will provide a platform where Universities and colleges can able to equip participants with skills and knowledge to undertake their functions.
- **General public**- People who are not part of any organised structures should also form part of the forum like what happens in IDP's meetings. It is the right platform for the general public to raise their concerns and validate the reports presented in that forum.

9.6 RECOMMENDATIONS FOR FUTURE RESEARCH STUDIES

The researcher recommends the following for future research studies:

- They should conduct a study on support provided by the national and provincial governments with regard to M&E in the municipal.
- They should conduct a study on how provincial government verify the reports on M&E of projects submitted to them by the municipalities.

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- They should conduct a study on political oversight regarding the realisation of municipal objectives regarding the provision of infrastructure development projects.
- They should conduct a study on maintenance of the municipal infrastructure.
- They should conduct a study on capacity of municipalities in conducting M&E.

9.7 CONCLUSION

The study was about Monitoring and Evaluation as an infrastructure enhancement strategy. It consisted of nine chapters. The first chapter was about the introduction and background. The introduction provided that without it within governmental institutional arrangement, it would be difficult to determine if an infrastructure development project is going in the right direction, whether progress and success is being achieved, and how future infrastructure development efforts will be improved. The reason why the topic was chosen was because there are general discrepancies in the implementation regardless of the good policies and value attached to it in South Africa. Further, it was because VDM has a lot of infrastructure development projects which have been implemented, some are being implemented, and some are still to be implemented in the future. However, observably some of those infrastructures are not completed in time, some are not completed at all, and some although completed are of poor quality. The development of communities will only be possible where enough and indispensable municipal infrastructure development projects of optimum quality are supplied effectively and efficiently in a sustainable way. The significance of this study, delimitation of this study was covered. Lastly, definition of major concepts and organisation of the study was addressed.

The second chapter provides theoretical grounding and focus was placed on its processes and purposes. This chapter focused specifically on conceptualisation where different types of monitoring and those of evaluation were discussed; The role it in public management was also discussed; The promotion of good governance, transparency, accountability, and learning organisation were discussed; its role in the infrastructure project development cycle was discussed; how to design the system was discussed; It was discussed that for it to be effective, there must be planning, budgeting, capacity building, management decision and participation of beneficiary stakeholders; it was explained that effective process need to have set of indicators; it was also discussed that information needs to be reported and utilised; institutionalisation; and challenges that contribute to ineffective implementation were discussed. This chapter also includes the different types and steps followed in building those.

The third chapter presented its theories and models which are more related to it. The system thinking and theory of change were discussed. The study presented that system theory provides that any level of implementation of it in infrastructure development project should not be seen as an isolated process but seen as a system where each action influences the performance of the other. The study further

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presented that theory of change outlines all the things that an infrastructure development project does for its beneficiaries, the ultimate impact that it aims to have on them, and all the separate outcomes that lead or contribute to that impact. The normative model and its components were presented in this chapter. Lastly, the logical framework model and its components were also discussed.

The fourth chapter provides approaches which are related to Monitoring and Evaluation. The two approaches which were discussed in this chapter are Results Based Monitoring and Evaluation approach and Participative Monitoring and Evaluation approach. This chapter dealt with theories, models and approaches of M&E. The approaches which were dealt with in this chapter are RBM&E approach and participative approach. It was discussed that RBM&E is designed to improve the performance of public institutions seeking greater efficiency and effective use of resources. The other important objectives of RBM&E as explained in this chapter are to direct government actions in provision of goods and services to achieve measurable goals efficiently; to promote evidence-based decision making; and to try meet the demands of society regarding transparency and accountability.

The fifth chapter provides information about the implementation of M&E in South Africa. This chapter presented it in South African context. The study presented the brief evolution of it in South Africa. The study further presented the establishment of GWM&E system and that of Department of Planning, Monitoring and Evaluation (DPME). Its operation in local municipalities in South Africa was also discussed in this chapter. It was established that South African system has some challenges which still need to be improved for the enhancement of quality service delivery.

The sixth chapter provides practices of M&E in selected countries. It will present brief discussion of the practices of six African countries and six countries outside the African boarders. This chapter specifically focused on different selected countries from Africa and those outside the boarders of Africa. It dealt with their practices. It was discussed in this chapter that it is not sufficient simply to identify best practices of other organisations, but these practices need to be mobilised, adapted and improved overtime to the own specific situations of the organisations, involving creativity and innovation in applying the best practices from elsewhere.it was further discussed that the realities, opportunities and constraints facing any country will in many ways be unique. It was presented that countries have the right to adopt best practices from other countries in order to strengthen their systems, however, it should not be cut and paste because the capacity, conditions and situations of their countries are unique from other countries. So, it is also important for countries to have strong political will for the improvement of their system.

The seventh chapter provided details regarding to the methodology that was used to research M&E as a strategy for the enhancement of infrastructure development projects. The study chose to use mixed research methodology and reason for the choice of this research method was provided in this

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chapter. It was conducted in Vhembe district because of the availability of participants who have the characteristics that the researcher was looking for. It covered all the four local municipalities which are found in Vhembe District. Vhembe District is made up of Collins Chabane, Makhado, Musina and Thulamela municipalities. Non-probability sampling was chosen to select participants based on their availability and they were conveniently available to the researcher. The study used questionnaires and interview as the methods for collecting data. For data analysis, descriptive statistics and thematic analysis were used. Ethical considerations were provided in this chapter.

The eighth chapter presented the analysis of the data gathered based on M&E as a strategy for the enhancement of infrastructure development projects at VDM of South Africa. The chapter focused on reporting the empirical investigation by providing answers to the perceptions and understanding of it as infrastructure enhancement strategy. The data was gathered using a qualitative and quantitative methods which involved the application of questionnaires and interviews from participants. The responses to the questionnaire's items were presented in a tabular form followed by a brief synthesis of the findings and the responses to the interview were presented in a narrative form followed by a brief synthesis of the findings. The chapter was divided into section which presented data analysis collected through questionnaires and the section of analysis of data collected through interviews.

The ninths chapter presented the major findings regarding to the major issues which this study was intending to investigate. This chapter ultimately concluded with a list of recommendations in relation to key issues that the study was investigating. Reasons for arriving at a decision was furnished in this chapter. The chapter presented the overview of the study which focused on providing four specific objectives which benchmarked the realisation of the main aim. The synthesis of the findings was also presented which focused on the findings of the study from the questionnaires and study interviews. It was found that there are challenges in the implementation of the process. It was discovered that it is only done to some selected infrastructure development project. It was also found out that lack of budget contributes to ineffectiveness of the process due to limited staff and other resources. It was revealed that it provides an assessment of the successes and failures of the project and the cause of such in order to improve performance. Such an assessment also enables evaluators to make recommendations. This suggests that its ineffectiveness is one of the factors that contribute to poor state of infrastructure development projects in Vhembe District Municipality (VDM). It can be concluded that effectiveness of the in infrastructure development projects can contribute to the enhancement of infrastructure development projects. Therefore, it should not be optional but a necessity for performance improvement of infrastructure development projects.

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ANNEXURE A

LETTER FOR ASKING PERMISSION TO CONDUCT RESEARCH

Enquiry: Shivambu P

Cell : 083 336 5155

Email: shivambuphauel@gmail.com

P.O. Box 60

SHIGALO

0981

Dear Sir/Madam

I am a registered student for the Doctoral Degree in Philosophy at the University of Venda. In accordance with the requirements for this degree, I am conducting a study on **"Monitoring and evaluation as an infrastructure enhancement strategy at Vhembe District Municipality of South Africa".**

I would be most grateful if you would help me with this part of my research project by completing the inventory. I assure you that the information I will get from you will be confidential and used for educational purposes only.

In anticipation, please accept my sincere appreciation for your willingness to assist me.

Yours faithfully

……

SHIVAMBU PHANUEL

Student Number: 1160 4442

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ANNEXURE B

LETTER OF INTRODUCTION AND INFORMED CONSENT

Study Title: Monitoring and evaluation as an enhancement strategy for infrastructure at Vhembe District Municipality of South Africa. Before agreeing to participate in this research, I strongly encourage you to read the following explanation of this study. This statement describes the purpose and procedures of the study. Also described is your right to withdraw from the study at any time. This study has been approved by the Research Ethics Board of University of Venda.

Explanation of Procedures

This study is designed to investigate monitoring and evaluation as an enhancement strategy at Vhembe District Municipality of South Africa. I conduct this study to learn more about this question since it has not been studied in the past in Vhembe District. Participation in this study is by completion of questionnaire and face-to-face interview which will last between 30 minutes to an hour. The interview was conducted by me, audio-taped and later transcribed for the purpose of data analysis.

Risks and Discomforts

There are no risks or discomfort that is anticipated from your participation in the study. Potential risks or discomfort include possible feelings of sadness when asked questions during the interview

Benefits

The anticipated benefit of participating is the opportunity to discuss feelings, perceptions, and concerns related to the experience of monitoring and evaluation of development projects and contribute to understanding of decision-making during the implementation of monitoring and evaluation of infrastructure development projects.

Confidentiality

The information gathered during this study will remain confidential in secure premises during this project. Only the researcher will have access to the study data and information. There will not be any identifying names on the surveys or interview transcripts; they will be coded and the key to the code will be kept locked away. Your names and any other identifying details will never be revealed in any publication of the results of this study. The tapes will be destroyed at the completion of this study. The results of the research will be published in the form of a research paper and may be published in a professional journal or presented at professional meetings. It may only be published in book form.

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The knowledge obtained from this study was of great value in guiding professionals to be more effective in monitoring and evaluation of development projects.

Withdrawal without Prejudice

Participation in this study is voluntary; refusal to participate will incur no penalty. You are free to withdraw consent and discontinue participation in this project at any time without prejudice or penalty. You are also free to refuse to answer any question I might ask you.

Further questions and follow-up

You are welcome to ask the researcher any question that occurs to you during the survey or interview. If you have further questions ones the interview is completed, you are encouraged to contact the researcher using the contact information given below.

If you have further questions or concerns about the study please contact myself at 083 336 5155 or via e-mail at shivambuphanuel@gmail.com.

I, _____ (name, please print clearly), have read the above information. I freely agree to participate in this study. I understand that I am free to refuse to answer any question and to withdraw from the study at any time. I understand that my responses will be kept anonymous.

_____ _____

Participant signature Date

If.

(a) You would like a copy of your interview transcript once it is available
(b) You are interested in information about the study results as a whole and/or
(c) If you are willing to be contacted again in the future for a possible follow-up interview, please provide contact information below:

Check those that apply:

- I would like a copy of interview transcript
- I would like information about study result
- I would like to be contacted in the future for a possible follow-up interview.

Write your address clearly below. Please also provide an email address if you have one.

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- Mail address:

Email address:

Researcher contact information: SHIVAMBU PHANUEL Student NO: 1160 4442

Cell: 083 336 5155 E-mail: shivambuphanuel@gmail.com

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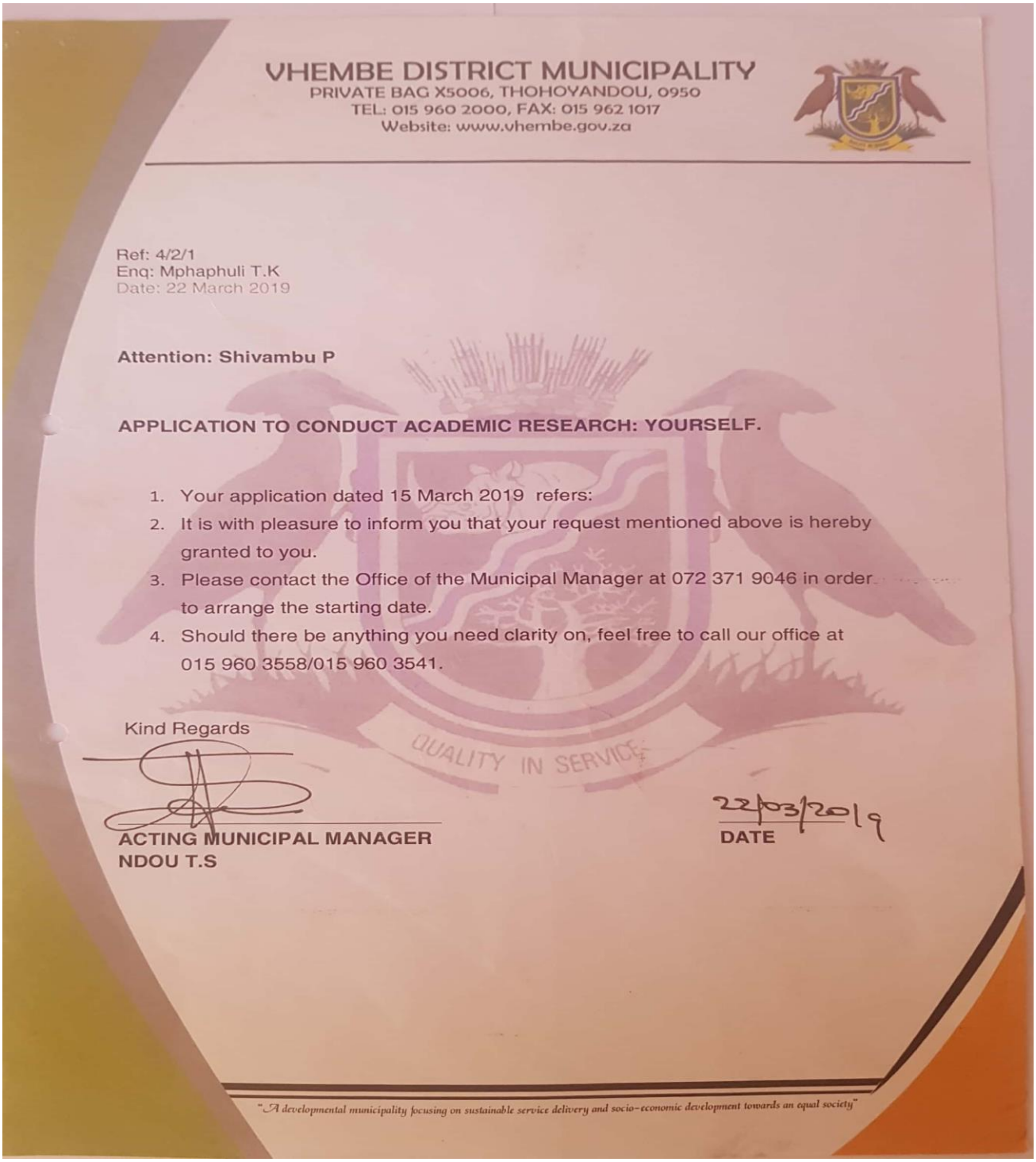
ANNEXURE C

PERMISSION LETTER TO CONDUCT RESEARCH STUDY



VHEMBE DISTRICT MUNICIPALITY
PRIVATE BAG X5006, THOHOYANDOU, 0950
TEL: 015 960 2000, FAX: 015 962 1017
Website: www.vhembe.gov.za

Ref: 4/2/1
Enq: Mphaphuli T.K
Date: 22 March 2019

Attention: Shivambu P

APPLICATION TO CONDUCT ACADEMIC RESEARCH: YOURSELF.

1. Your application dated 15 March 2019 refers:
2. It is with pleasure to inform you that your request mentioned above is hereby granted to you.
3. Please contact the Office of the Municipal Manager at 072 371 9046 in order to arrange the starting date.
4. Should there be anything you need clarity on, feel free to call our office at 015 960 3558/015 960 3541.

Kind Regards

QUALITY IN SERVICE

ACTING MUNICIPAL MANAGER
NDOU T.S

22/03/2019
DATE

"A developmental municipality focusing on sustainable service delivery and socio-economic development towards an equal society"

© University of Venda

ANNEXURE D

CONFIRMATION LETTER OF PARTICIPATION IN THE STUDY

VHEMBE DISTRICT MUNICIPALITY
PRIVATE BAG X5006, THOHOYANDOU, 0950
TEL: 015 960 2000, FAX: 015 962 1017
Website: www.vhembe.gov.za

To Whom It May Concern

CONFIRMATION OF PARTICIPATION IN THE STUDY

1. This serves to confirm that MR. Shivambu Phanuel has participated in the study of Vhembe District Municipality Monitoring and Evaluation.
2. He amongst others administered questionnaires and conducted interviews with several staff member of Vhembe District Municipality.

Kind Regards

NDOU T.S
ACTING MUNICIPAL MANAGER

30/04/2019
DATE

QUALITY IN SERVICE

"A developmental municipality focusing on sustainable service delivery and socio-economic development towards an equal society"

© University of Venda

ANNEXURE E

INSTRUMENT - QUESTIONNAIRE

MONIT ORING AND EVALUATION (M&E) AS AN INFRASTRUCTURE ENHANCEMENT STRATEGY AT VHEMBE DISTRICT MUNICIPALITY OFSOUTH AFRICA.

The purpose of this questionnaire is to assess your reactions to a series of statements on monitoring and evaluation (M&E). There is no right or wrong answer; what is required is to get sense of how you see issues from where you sit. These questions will provide insights into how M&E is viewed, and what its effectiveness is in terms of enhancing the quality of development projects. You need not write your name. Please complete all the questions and put a cross (**x**) in an appropriate answer.

SECTION A: BIOGRAPHICAL DETAILS OF RESPONDENTS

1. Gender of Respondent

Male	
Female	

2. Age of Respondent

Less than 20 Years	
21 to 30 Years	
31 to 40 Years	
41 to 50 Years	
51 Years and Above	

3. Position of Respondent

Ward councillor	
Community Development Worker	

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Traditional leader	
SANCO sub regional structure member	
SANCO regional structure member	
VDM monitoring and evaluation unit manager	
VDM monitoring and evaluation staff member	
VDM Project Management Unit Manager	
VDM Performance Management Unit Project Manager	
VDM Manager	
Local municipality manager	

4. Educational Qualifications of Respondents

Grade 11 and Below	
Higher Certificate	
Diploma/Degree	
Honours/B-Tech	
Masters/M-Tech	
PhD/D-Tech	

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SECTION B: M&E AS AN INFRASTRUCTURE ENHANCEMENT STRATEGY AT VHEMBE DISTRICT MUNICIPALITY OF SOUTH AFRICA

Items	Challenges faced by VDM when implementing M&E in enhancing infrastructure developmental projects	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree
5.	There is a regular training on Monitoring and Evaluation (M&E) for personnel staff.					
6.	Appointed personnel within the municipality have the relevant skills to discharge the M&E functions.					
7.	There is M&E support from other spheres of government.					
8.	Reporting lines in the municipality are clear.					
9.	The municipality has enough M&E personnel.					
10.	There is enough money budgeted for effectiveness of M&E on development projects.					

Items	State of implementation of M&E of infrastructure development projects in VDM	Strongly	Agree	Not Sure	Disagree	Strongly Disagree
11	There is a schedule of data collection, analysis and reporting in place.					
12	The municipality has standard reporting tools.					
13	There is planning of M&E of infrastructure development projects.					

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14	There is M&E of Infrastructure development projects inputs.					
15	There is M&E of Infrastructure development projects implementation activities.					
16	There is M&E of Infrastructure development projects output.					
17	There is M&E of Infrastructure development projects outcome.					
18	There is M&E of Infrastructure development projects impact to beneficiary community.					
19	Data is collected on routine basis during implementation					
20	Analysis and checking are done by checking collected data with agreed upon indicators and note differences					
21	The municipality reports findings from M&E to various stakeholders including general public.					
22	The municipality ensures the M&E findings are used for improvement of management and implementation of future infrastructure development projects					

Items	**Importance of beneficiary community stakeholders in M&E for enhancing infrastructure development projects**	**Strongly Agree**	**Agree**	**Not Sure**	**Disagree**	**Strongly Disagree**
23	Ward councillors have a role in M&E of infrastructure development projects.					
24	Traditional leaders have a role in M&E of infrastructure development projects.					

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25	Civic structures have a role in M&E of infrastructure development projects.					
26	Community development workers have a role in M&E of infrastructure development projects.					
27	Ordinary community members who are not in structures have a role in M&E of infrastructure development projects					
28	The municipality provides platforms for beneficiary community to participate in M&E of infrastructure development projects					

Items	**Strategies for implementation of M&E in enhancing of infrastructure developmental projects**	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree
29	Municipality ensures that there is political willingness for M&E of infrastructure development project.					
30	Municipality ensures that there is ongoing M&E of infrastructure development projects.					
31	Municipality ensures that M&E of infrastructure development project is a participative process involving all main stakeholders.					
32	The municipality ensures that M&E of infrastructure development projects is free from corruption.					
33	Municipality ensures that there are sufficient resources for effective M&E of infrastructure development projects.					

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34	Municipality ensures that M&E results are made public at the end of each infrastructure development project.					
35	There is transparency and accountability in the M&E of infrastructure development projects.					

THANK YOU FOR YOUR CONTRIBIUTION

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ANNEXURE F

INSTRUMENT – INTERVIEW SCHEDULE

M&E AS AN INFRASTRUCTURE ENHANCEMENT STRATEGY IN VHEMBE DISTRICT MUNICIPALITY OF SOUTH AFRICA

The purpose of this questionnaire is to assess your reactions to a series of statements on monitoring and evaluation (M&E). There is no right or wrong answer, what is required is to get a sense of how you see issues from where you sit. These questions will provide insights into how M&E is viewed, and their significance in enhancing infrastructure development. You need not to write your name. Please complete all the questions

1. What are the challenges facing VDM in the implementation of M&E?

   ……
   ……
   ……
   ……
   ……

2. What is the state of implementation of M&E in VDM infrastructure development projects?

   ……
   ……
   ……
   ……
   ……

3. What is the importance of beneficiary community stakeholders in M&E of infrastructure development projects?

   ……
   ……
   ……
   ……
   ……

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4. What are the strategies for M&E that can be used for enhancing infrastructure development projects?

……
……
……
……
……

THANK YOU FOR YOUR CONTRIBUTION

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ANNEXURE G

EDITORIAL LETTER

Editorial letter

This serves to confirm that I, Mr. ET Sikitime, attached to University of Venda, English Department have proofread a PhD thesis:

MONITORING AND EVALUATION AS AN INFRASTRUCTURE ENHANCEMENT STRATEGY IN VHEMBE DISTRICT MUNICIPALITY OF SOUTH AFRICA

By
SHIVAMBU PHANUEL
STUDENT NUMBER: 11604442

Editorial work focused mainly on technical precision and common errors relating to syntax, diction, word order and formulation of ideas. Corrections and suggestions were made for the student to effect before submission.

Signature **Date 03/06/2020**

Ext: 015 962 8288
Email: Emmanuel.sikitime@univen.ac.za
BA (ed), BA (Hons) English, Univen, BA Communication Science UNISA, MA (SLS) Stellenbosch University

Scanned with CamScanner

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