

University of KwaZulu-Natal

**An investigation of the role of public service monitoring and evaluation in promoting
good governance in the Department of Public Works, Kwazulu-Natal.**

**Submitted in partial fulfilment of the academic requirements for the degree of Master
of Business and Administration**

**Graduate School of Business and Leadership, College of Law and Management Studies,
University of KwaZulu-Natal**

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Ultimately, thanks to God, who made this study possible.

Abstract

This study investigated the role of public service monitoring and evaluation (M&E) in promoting good governance in the Department of Public Works in the KwaZulu-Natal provincial government. The objectives of the study were to: gain an understanding of M&E in the Department of Public Works (DPW), analyse its effectiveness and impact in promoting good governance in KwaZulu-Natal (KZN), investigate the department's current organisational policies and their shortfalls with respect to M&E, and make recommendations on how it can be used to promote good governance. Exploratory research was conducted to elicit important information from participants on the research phenomenon. A sequential mixed methods approach was used to conduct the investigation. The total study population was 500 and a sample of 217 participants were selected, using simple random and purposive sampling techniques. Questionnaires and personal interviews were the main instruments used for the data collection. The research instruments were pretested and few alterations were made before the data collection actually took place. Data quality control was addressed through validity, reliability, trustworthiness and credibility. The data collected from both the quantitative and qualitative studies were analysed and presented separately with the quantitative results first which was later followed by the qualitative results. The key findings from the quantitative study were that, 90.9% of the respondents agreed that M&E requires the appointment of competent personnel, 83.7% agreed that M&E requires good policies, 86.9% agreed to the idea that the nature of M&E requires effective communication on the policies that are designed and implemented, and 82.3% agreed that the nature of M&E requires total commitment from personnel in charge. The results of the qualitative study reaffirmed these findings. Further findings revealed that, of the respondents, 75.1% agreed that the M&E system in the DPW was effective in ensuring accountability, 68% agreed to the view that the M&E process in the department was effective enough to promote transparency, and 60.1% agreed that the M&E system in the department was very effective in managing the performance of staff. The overall findings indicated that there was a positive relationship between M&E and good governance. The study recommended that the department should: provide training for personnel involved in the M&E process, look for sources of funding and provide resources to support M&E, develop an M&E technology system to collect information easily and systematically, and develop and implement appropriate strategies to support the M&E process.

Keywords, Department of Public Work, Good Governance, Monitoring and Evaluation

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CHAPTER ONE: GENERAL BACKGROUND AND INTRODUCTION

1.1 Introduction

This study investigates the important role played by public service monitoring and evaluation (M&E) in promoting good governance in the Department of Public Works, in the KwaZulu-Natal provincial government. Govender and Hlatshwayo (2015) argue that M&E is an important tool that has the potential to transform government agencies or institutions into a functional system that is participatory and representative. According to the United Nations Development Programme (UNDP) (2013), M&E is a key strategic tool that the World Bank uses to determine the kind of assistance that is to be given to developing countries such as South Africa. The UNDP (2013) recommends that the World Bank Operations Evaluation Department should undertake initiatives in many countries, especially developing ones, in order to strengthen their M&E capacities and skills to support a transformational agenda and service delivery. However, through a review of literature in Africa, especially in South Africa, suggests that there is a dearth of research on M&E and public governance. In order to address this gap in research, the present study empirically investigates the specific role played by M&E in promoting good governance.

The chapter, inter-alia, presents the background of the study and proceeds with the problem statement, aims and motivation of the study. The proceeding section highlights the main research questions and objectives. Furthermore, it provides the rationale of the study and outlines the limitations. Keywords used in the study are given. The last section summarises the various chapters.

1.2 Background of the study

The KwaZulu-Natal (KZN) Department of Public Works (DPW) has been tasked with the responsibility to ensure the provision of necessary infrastructure and to accommodate stakeholders of department. The DPW plays an important role as the custodian and manager of all provincial government land and buildings. The department has the mandate to determine accommodation requirements and the provision of expert services relating to building environments and to client departments that includes acquisition, management, maintenance and disposal of such provincial government land and buildings. This mandate has a full legal backing from the Constitution of the Republic of South Africa Act 108 of 1996 as well as from other important legislation such as the

KwaZulu-Natal Land Administration Act 3 of 2003 and the Government Immovable Asset Management Act 19 of 2007.

With respect to the government-wide outcome priorities, the department is deeply involved in the delivery agreement for the outcome of decent employment through inclusive growth due to its lead coordinating role in the Expanded Public Works Programme (EPWP). Through the provision of land and building infrastructure, including schools and hospitals, the department is making a significant contribution to the improvement of quality basic education and a long and healthy life for all South Africans. The KZN DPW is aware of its crucial contribution to client departments by delivering quality capital works on time and within budget. It also plays a crucial role in the realisation of the KwaZulu-Natal Provincial Growth and Development Plan, and hence it requires a proper and effective M&E system in place to promote good governance.

Monitoring and evaluation has become an important tool for many organisations or communities across the world because in terms of the role it plays in development, programme planning and project management (Kariuki, 2014). Monitoring and evaluation are two different words but they both aim at providing effectiveness in development projects and as well as addressing the challenges facing them. Currently, M&E has gained popularity in most developed countries and South Africa is no exception. The cue to the practice of M&E in South Africa today is drawn from international nations such as the United Nations and the World Bank Group and other developed countries. These institutions have been practising the concept of M&E for several years (Mofolo, Mkuyane & Skade, 2014). According to Mofolo et al. (2014), M&E promotes effective performance among staff and is geared towards achieving good results. It is because of this notion that the two concepts have been introduced in South Africa. Ijeoma (2010) posits that it is high time that the South African Government institutionalises M&E in the public service. Following this recommendation, the government saw the need to introduce the concept of M&E throughout the public service.

The evolution of M&E in South Africa reflects the worldwide quest for greater transparency and accountability in all organisations that covenant with public or private goods and services. M&E has been perceived in South Africa as “appropriate and accountable behaviour”, echoes some fiascos in the governance of certain departments (Mackay 2007, p.5). This tends to be a burden on M&E, which, hypothetically, exhibits a robust predictive and directive capacity by being able to

detect problems timeously and certify that findings and recommendations are engaged at the appropriate levels before crises are experienced (Public Service Commission 2012).

M&E has been conceptualised as a mechanism or a control measure to assist in the improvement of performance and it also aims at achieving results. It focuses specifically on improving current and future management of outputs, outcomes and impacts. Also, it assists in assessing the performance of projects, institutions and programmes established by governments (Ijeoma, 2011). She explains that the concept of M&E is “an integrated process of observation, information gathering, supervision, and assessment” (Ijeoma, 2011). However, the biggest question or debate is how M&E can improve the South African public service, which could then lead to the achievement of efficient and effective service delivery (Mofolo et al., 2014). The National Treasury (2011, p.1) responded to this question by explaining that individuals are more likely to perform better, if they know that their performance is being monitored. Mofolo et al. (2014) suggest that this argument by the National Treasury (2011) seems to be convincing, but can also be perceived as inadequate due to the fact that section 196 of the Constitution (1996) clearly provides that M&E is the sole responsibility of the PSC, as an independent institution, for ensuring effective and efficient performance in the public service. According to the Public Service Commission (2012, p.5), the “PSC has been making use of M&E since 1996, and the nine values and principles of public administration, which are enshrined in the Constitution, have been in operation for nearly two decades”.

The United Nations Development Programme [UNDP] (2013) maintains that M&E has the potential to transform government departments and the public sector to ensure their effectiveness and efficiency and it is integral to achieving good governance. For example, in 2005, the Paris Declaration on Aid and Effectiveness (PDAE) outlined M&E’s capacity to plan, manage, implement and account for the results of policies and programmes through its systems. The South African president, who is responsible for National Development Plan (NDP), has outlined the key role of M&E in meeting its strategic and developmental objectives, poverty reduction, budget decision-making and project implementation processes (National Development Plan, 2012). There is no doubt that M&E promotes local government, and supports accountability relationships within civil society. As regards to poor service delivery and the high rate of corruption in the South

African public sector, M&E serves as a vehicle to support and promote transparency and build a performance culture in the public service in South Africa (National Development Plan, 2012).

In the context of this discussion, the term monitoring is described as a continuous or ongoing process that employs the systematic gathering of information relating to some indicators with a view to inform management and key stakeholders of an ongoing development intervention, indicating the extent of progress and achievement of objectives and progress in the use of allocated funds (Kimweli, 2013). Evaluation, on the other hand, refers to the systematic and objective assessment of an ongoing or completed project, programme or policy such as its design, implementation and results. Kiwanuka (2012) describes the term governance as the use of political authority, power and the exercise of control over a society and the management of resources for social and economic development for the benefit of the majority of the citizens. The quest for good governance has made the concept of M&E to gain popularity in South African workplace, especially in the public service. However, the literature reveals that much has not been researched on M&E and good governance in the South African context. The gap in previous research therefore set the tone for this study.

1.3 Problem statement

Many governments worldwide, especially those in developing countries, are mandated to comply with various M&E interventions, as has been clearly stated by some donor countries, in multilateral agreements and other UNDP prescriptions (UNDP, 2013). Over the last few years, Brazil, Chile and Colombia have also designed methods and systems of M&E that are different, but relevant to their individual country specifications. According to the UNDP (2013), Chile's innovative approach is driven by the constant quest for public service management and delivery through effective M&E. Jones (2011) states that in Chile, M&E is seen as a strategic tool to manage government intervention programme in order to improve practice and ensure accountability. He (2011) notes that it is a known fact that M&E is widely recognised as an effective tool for managing and implementing projects in public service organisations. He argues that the production and use of M&E data during and after an intervention is generally regarded as the main pillar in systems for reporting and accountability, in demonstrating performance, learning from experience and improving future work. However, many countries across the world are unable to have an effective M&E system due to weak institutions and a lack of legislative instruments (Jones, 2011).

In South Africa, the concept of M&E was introduced in 2005, and its focus was on staff performance and evaluations (Ijeoma, 2010). Ijeoma (2010, p.351) argues that “in, South Africa, the Presidential ten-year review in 2004, became a catalyst for the introduction of [a] M&E policy”. In the past few years, after the concept of M&E was introduced, the South African government has made huge progress in refining the system of M&E in order to enhance the performance of the system of governance and the quality of its outputs and to provide early warning signs, indications and mechanisms to respond speedily to problems as soon as they appear. Among other things, M&E should lead to an improvement in statistical and information data and enhance the capacity of the Policy Coordination and Advisory Services Unit in South Africa [PCASUSA] (Public Service Commission magazine, 2012).

According to Govender and Hlatshwayo (2015), the importance of M&E in South African government department and public sector transformation is stated clearly in the presidency’s (President Thabo Mbeki) Mid-Term Review document in 2007, which stipulated that the “M&E process [is] seen as the life-blood for good and efficient planning and implementation of government projects”. Also, the presidency claimed that M&E adds value to policymaking and he recommended that broader processes of social transformation, must be institutionalised at all levels. Furthermore, according to the presidency, M&E should be tailored to objective measurements that reflect the ideals of the constitution, which seeks to improve the lives of all South Africans. The Ministry of Performance Monitoring and Evaluation (PME) in the presidency has been responsible for the coordination, monitoring, evaluation, and communication on government policies and programmes, as well as accelerating integrated service delivery.

Few studies in South Africa have examined the importance of M&E as a measure to improve practice and ensure accountability (Govender & Hlatshwayo, 2015; Ijeoma, 2010; Mofolo et al., 2014; National Development Plan, 2012). However, there is limited research on public service M&E and good governance in South Africa. To the best knowledge of the researcher, studies in South Africa have paid little attention to how the public service M&E could function as a vessel for promoting good governance. This finding has reaffirmed the observation made by Dobrea and Ciocoiu (2010) that there is no consensus on how M&E interventions contribute to the promotion of good governance. This study contributes to addressing the gap in research by conducting an in-depth investigation into the role of public service M&E in promoting good governance.

1.4 Aims of the study

The main aim of the study was to investigate the role of public service M&E in promoting good governance in the DPW. It also aimed to gain, and provide, a better understanding of M&E in this department. Furthermore, the study sought to explore how effective the department is in actually utilising M&E to support efforts to promote good governance. Another aim was to investigate the current organisational policies and their shortfalls of M&E in the DPW.

1.5 Motivation of the study

Research suggests that there are limited studies on public service M&E and good governance in South Africa. It was also found that there is no consensus on how M&E interventions contribute to the promotion of good governance. Findings previous studies also reveal that most organisations in South Africa lack accountability and transparency and this phenomenon is paving the way for corruption in the country. Therefore, what motivated the researcher to carry out this research investigation is to understand how public service M&E could promote good governance in the DPW in the KwaZulu-Natal provincial government. Another motivation for embarking on a study of this nature is to make appropriate recommendations to government and organisations on how to promote good governance to ensure quality service delivery to their citizens.

1.6. Research questions

The research questions are as follows.

- 1.6.1 How is M&E in the Department of Public Works in KZN understood?
- 1.6.2 What is the effectiveness of M&E in promoting good governance in the Department of Public Works in KZN?
- 1.6.3 What impact does M&E have in promoting good governance in the department?
- 1.6.4 What are the current M&E policies and shortcomings in the Department of Public Works?

1.7 Research objectives

The study's research objectives are:

- 1.7.1 To gain an understanding of M&E in the Department of Public Works in KZN,
- 1.7.2 To analyse the effectiveness of M&E in promoting good governance in KZN,

1.7.3 To analyse the impact of M&E in promoting good governance in the Department of Public Works in KZN,

1.7.4 To investigate current organisational policies and their shortfalls on M&E in the Department of Public Works in KZN, and

1.8 Significance and rationale of the study

The significance of this study cannot be over emphasised. To begin with, it can add, or make several contributions, to the existing literature on M&E and good governance, not only in South Africa but also in the world at large. Also, the study will be useful to organisations when designing policy on M&E and good governance. Furthermore, this study could also assist companies, municipalities, provincial government and the president on how to conduct an effective M&E process and how to ensure good governance. Besides this, it could provide these entities on the relevance of M&E and good governance. Lastly, this study may serve as reference material to students, academicians, researchers and other organisations when conducting research on M&E and good governance.

1.9 Definition of terms

This section of the chapter describes the various terms used in the context of this study. These terms are briefly described below.

- **Monitoring:** According to EL-Hajji (2011), monitoring refers to a systematic process of ensuring continuous checks and assessments of projects.
- **Evaluation:** Subotzky and Prinsloo (2011) describe evaluation as a technique that uses several procedures to assess the conceptualisation, design, implementation and utility of social intervention programmes.
- **Governance:** According to Eja (2014), governance refers to the art of decision-making and the processes by which decisions are implemented (or not implemented).
- **Good governance:** Good governance is the process that seeks to “improve the system of government, to emphasise efficiency and responsibility for all institutions, to promote democratic principles and to establish a new relationship between government and civil society” (Eja, 2014, p.21).

- Government-Wide Monitoring and Evaluation System (GWM&ES): This is a policy framework that was implemented in 2007 by the president to monitor performance in the public service.
- National Development Plan (NDP): This is a programme of action that was introduced to achieve progress in the implementation of economic and social reforms in South Africa (Plaatjie & Porter, 2013).

1.10 Classification of the chapters

The study was made up of seven chapters.

1.10.1 Chapter One: Overview and introduction: This chapter provides the general introduction to the study, covering broad areas such as the background, problem statement, aims and motivation of the study, the research questions and objectives and its significance.

1.10.2 Chapter Two: Literature review: This chapter presents the related literature on M&E and good governance. It involves broad discussions on conceptual definitions of monitoring, evaluation and governance, the historical background of M&E in South Africa, a brief history of the governance system in South Africa, understanding the nature of M&E in the KZN provincial government, the effectiveness of the Department of Public Works in utilising M&E to support efforts to promote good governance, the impact of M&E in promoting good governance, current organisational policies on M&E and their shortfalls and recommendations to the various departments on how an M&E framework can assist in promoting good governance.

1.10.3 Chapter Three: Research methodology: This chapter describes the research methodology employed in the study. It provides justification for each approach and the instruments used in the study. It first describes the research design and then proceeds with the discussion on the research methods. It also gives the appropriate justification of the research location. Furthermore, it describes the target population of the study, sampling strategies and sample size. Beside this it describes the data collection instruments and continues with a justification for their use in the study. In addition, the chapter gives an account of, and a justification for conducting a pilot study. It describes how data analysis is approached. Moreover, it describes how ethical approval was obtained and how ethical principles were addressed.

1.10.4 Chapter Four: Presentation and analysis of quantitative data: This chapter presents and analyses the quantitative data which emerged from the study in accordance with all its objectives.

1.10.5 Chapter Five: Presentation and analysis of the qualitative data: This chapter proceeds to present and analyse the qualitative results from the study. The presentation and analysis conducted were based on each of the objectives.

1.10.6 Chapter Six: Discussion of the findings: The chapter discusses the main findings of the study. As in the previous chapter (Chapter four), the discussion is in accordance with each objective, as outlined above. The discussion integrates the literature review into the findings.

1.10.7 Chapter Seven: Summary of the conclusions and recommendations: This chapter provides a summary of the various findings as per each objective. It also draws conclusions based on the findings and gives appropriate recommendations based on the findings and the conclusions.

1.11 Conclusion

This chapter provided comprehensive background information about the study by integrating the concepts of M&E and good governance. It went further to discuss the problem statement by identifying the gap in previous studies on M&E and good governance. The chapter proceeded with the aims and motivation of the study and also outlined the various research questions and objectives forming the foundation of the entire study. In addition, it outlined the significance and rationale of the study. Besides this, it defined the main terminology used in the study. Finally, it described how the various chapters are organised. The next chapter presents the review of literature on M&E and good governance.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter deals with the review of empirical and theoretical literature on M&E and good governance. The chapter was organised into two parts with the first focusing on the review of literature on M&E, while the second focuses on good governance. In the first part, the review of literature focuses on the conceptual definition of M&E, its historical development in South Africa, the legislative framework on M&E, the purpose of project monitoring and project evaluation, the principles of M&E, its techniques and steps in project monitoring and project evaluation, its importance, the nature of M&E in the KZN provincial government, current organisational policies on M&E and their shortfalls, differences between M&Es, critical success factors of M&E and challenges of the M&E system in the public service.

The latter part of the chapter deals with the review of literature on good governance and focuses the discussion on the meaning and evolution of good governance in South Africa, its key indicators, the effectiveness of the Department of Public Works in utilising M&E to support efforts to promote good governance, the impact of good governance, the conceptual framework on M&E and good governance and how this assists organisations in promoting good governance.

2.2 Conceptual definition of monitoring and evaluation

The terms M&E are two words that mean different things. Most people use the terms M&E interchangeably (Dobrea & Ciocoiu, 2010). Several definitions exist on the above constructs by various authors. Below are the refined definitions of the terms M&E.

2.2.1 Meaning of monitoring

According to EL-Hajji (2011), monitoring refers to a systematic method and approach of ensuring continuous checks and assessments on a particular project. The author postulates that monitoring involves the process of design, installation and implementation of unique projects. He postulates that the main aim of monitoring is to prevent any deviation from a plan of action. Similarly, Kimweli (2013, p.13) defines monitoring as “the continuous function which involves the systematic gathering of data on specified indicators so as to provide management and other stakeholders of the organisation on an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated resources.”

Kariuki (2014, p.140) also describes monitoring “as continuous assessment of both the functioning of the project activities with the context of its design and implementation schedules and of the utilisation of project inputs by the beneficiary population within the context of the design expectations”. Monitoring is an internal project activity, which aims at determining whether the project or programme has been implemented as planned. It also involves the regular checks and feedback on the progress of the project implemented and the possible limitations facing the project.

Contrary to the above definitions, Kusek and Rist (2004, p.13) argued that monitoring is “a routine, ongoing and internal activity which aims at collecting useful information on a programme’s activities, outputs, and outcomes to track its performance”. The authors further add that monitoring system allows stakeholders, particularly the project team members to gather specific indicators at every stage of the project. Therefore, there is evidence-based reporting on programme progress at every stage.

The Republic Services Commission [RSA] (2008) has a different opinion on the term monitoring. According to Public Services Commission (2008, p.3), monitoring is the art of “making a comparison between actual performance and planned performance”. The National Treasury (2007, p.1) also supports the definition provided by PSC (2008) by explaining that “monitoring reports on actual performance against what was planned by collecting, analysing and reporting data of all projects, programmes and policies to support effective management”. The National Treasury (2007) criticized the above definition on the basis that they lack the element of control. According to National Treasury (2007) an effective monitoring system should be able to control the process or procedures to align it with the achievement of an objective that is relevant to the beneficiaries. This study therefore adopts the working definition provided by National Treasury (2007) because it will help the government departments to track how their programmes are progressing and whether there is the need for any intervention.

2.2.2 Meaning of evaluation

As discussed above, Subotzky and Prinsloo (2011) describe evaluation as a technique that uses social science methods to assess the conceptualisation, design, implementation and utilisation of projects. They (2011, p.20) posit that an evaluation process aims at achieving three main objectives: “to judge merit or worth, to improve programmes and to generate knowledge”. They believe that a good evaluation process needs to define what to evaluate, why to evaluate and how

to evaluate. According to Kimweli (2013, p.22), “evaluation is the systematic and objective assessment of an ongoing or completed project, programme, or policy, which comprise of its design, implementation, and outcomes”. The aim of evaluation is to determine the relevance and fulfilment of objectives, and the developmental efficiency and sustainability of the project. The definition by Kimweli (2013) confirms the previous definition offered by OECD (2002).

Contrary to the above, Fournier (2005, p.140) sees evaluation as “an applied inquiry process for gathering and compiling evidence that highlights the effectiveness, efficiency and value of an intervention”. Mark, Henry and Julnes (2000, p.3) postulated that in the context of “social ‘betterment’ evaluation can be useful in achieving some specific goals by assisting democratic institutions to better select, oversee, improve and understand the context of social programmes and policies”. Having analysed these definition, the researcher is of the strong conviction that a good evaluation system should measure the effects of an intervention against set of objectives to be achieved so as to improve the quality of decisions to be made in future interventions. This view reaffirm the position of Schalock (1995).

2.3 Historical background of M&E in South Africa

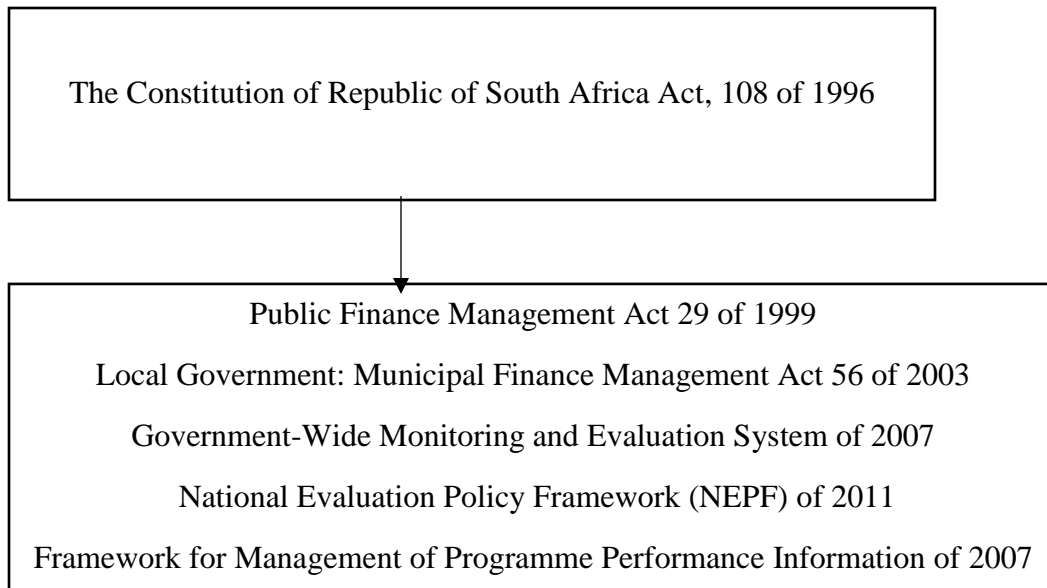
The importance of providing a brief history of M&E in South Africa is to throw light on how these concepts emerged and their contribution towards development and good governance in South Africa. M&E is widely acknowledged as an important tool for managing and implementing projects. The emergence of M&E in South Africa today was influenced by international organisations such as the United Nations, the World Bank and the Organisation of American States. It emerged in South Africa 2005 and its focus was only on staff performance and evaluations (Ijeoma, 2010). The former President Thabo Mbeki’s ten-year review in 2004, marked the beginning of the introduction of M&E in the South African landscape. At the time, the president, in his address to the nation, gave an undertaking to report bi-monthly on the implementation of the system that would monitor and evaluate government performance in terms of service delivery. This has led to the institutionalisation of the GWM&ES, and the National Treasury Framework for ensuring a managerial programme of performance (Ijeoma, 2010). Policy frameworks were then implemented in 2007 by the president. Currently, the GWM&ES is regarded as the overarching policy framework for M&E in the South African government. According to the National Treasury (2011), this framework covers entities in the three spheres of government. The

introduction of this policy framework is to bridge the gaps in the information required for planning the delivery of services and for reviewing and analysing the success of policies, which are matters that could not effectively be provided by the previous systems. The National Treasury (2011) recommends that the new regulations on M&E should require all national and provincial departments, constitutional institutions and public entities to develop programme performance information (PPI) plans describing and detailing strategies to improve their programme performance information systems. Engela and Ajam (2010, p.94) postulate that the GWM&ES seeks to promote an “integrated, encompassing framework for M&E principles, practices and standards to be used throughout government, and function as an apex-level information system, which draws from the component systems in the framework to deliver useful M&E products for its users”. According to them (2010), the GWM&ES recommends that M&E should be conducted at the institutional level and linked with managerial systems on planning, budgeting and project management. Furthermore, it outlines reporting requirements, accountability structures and the legal mandate relevant to the government-wide system. Engela and Ajam (2010) suggest that the adoption of the GWM&ES became crucial in the design, implementation and review of public policies, since it makes room for provincial and municipal nuances, and establishes a minimum requirement for spheres of government and institutions. The authors argue that monitoring and evaluation implementation guidelines and the training guides clearly provide various avenues in which the M&E process can be implemented in South Africa. The Constitution of the Republic of South Africa (1996) stipulates that every “institution or government programme must be well designed in such a way that it complies with the principles of M&E”. M&E is therefore an all-inclusive approach, which is made up of government, public and private sectors, donor organisations, non-governmental organisations and the broad citizenry.

The introduction of M&E in South Africa has also resulted in the establishment of the Department of Performance Monitoring and Evaluation (DPME) at the presidency to introduce an outcomes-based approach to planning, implementation and M&E (Plaatjie & Porter, 2013). The essence of M&E is to monitor the performance of public sector servants at national and provincial departments and also to monitor basic service delivery. It was against this background that the National Development Plan (NDP) was introduced to achieve substantial progress and ensure social reforms (Plaatjie & Porter, 2013).

2.4 Legislative framework for M&E

Figure 2.1. Legislative framework for M&E guiding the study



Source: Jili and Mthethwa (2017)

It is important that a study like this is supported by a legislative framework. As can be seen in Figure 1 above, there are six main legislations that support M&E in South Africa. The constitution is the supreme law of the land and it supports the M&E system in every governmental and non-governmental organisation. According to Goldman, Engela, Phillips, Akhalwaya, Gasa, Leon, and Mohamed (2012), the Constitution of Republic of South Africa Act 108 of 1996 serves as an instrument for the protection of the fledgling democracy by providing watchdogs over government and a new role for the Public Service Commission. Goldman et al. (2012) postulate that Chapter 9 of the Constitution established some institutions, which are now referred to as Chapter 9 institutions. These institutions are required by law to report to the legislature on a regular basis and provide evidence for the legislature to hold the executive accountable. Goldman et al. (2012) state that, in an attempt to enhance the performance value for money in government, the Department of the Treasury has designed a mechanism to measure performance and performance budgeting.

The Public Finance Management Act 1 of 1999 is also another important legislation in South Africa that affirms the M&E system in the country. According to the Department of Performance Monitoring and Evaluation (2012), the objectives of this Act are: to regulate financial management in the national government; to ensure that all revenue, expenditure, assets and liabilities of that

government are managed efficiently and effectively; to provide for the responsibilities of persons entrusted with financial management in that government; and to provide for matters connected therewith. Chapter Two, sections 5–16, deals with the establishment, functions and powers, banking, cash management and investment framework and so forth in South Africa.

According to Engela and Ajam (2010), the Municipal Finance Management Act 56 of 2003 is also a very important legislation in South Africa supporting the idea of M&E in the public sector. The Act was introduced to: secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government; to establish treasury norms and standards for the local sphere of government; and to provide for matters connected therewith. This Act provides clear guidelines in terms of how revenues are to be managed by the municipalities and other government agencies. It ensures accountability and transparency which are the very principles of an effective M&E system.

The GWM&ES is a very important policy framework in South Africa which promotes accountability through the use of M&E. Engela and Ajam (2010, p.31) state that the GWM&ES attempts to promote an “integrated, encompassing framework for M&E principles, practices and standards to be used throughout government, and function as an apex-level information system, which draws from the component systems in the framework to deliver useful M&E products for its users”. According to Engela and Ajam (2010), GWM&ES further explains the extent to which M&E should be implemented at the institutional level and linked with managerial systems like planning, budgeting and project management. Furthermore, it highlights the system for reporting lines, accountability structures and its legal responsibilities which is important to the government-wide system. Engela and Ajam (2010) suggest that the adoption of the GM&ES became very crucial in the design and implementation of government policies since it assists all the provincial and municipal nuances to establish performance standards. However, Motingoe (2012) critiques that GWM&ES must not only focus on promoting accountability but there should be such a mechanism to facilitate effective intergovernmental support to municipalities.

The National Evaluation Policy Framework (NEPF) of 2011 also outlines the approach in establishing a national evaluation system for South Africa. The framework aims at addressing the challenge that evaluation is applied sporadically and not informing planning, policymaking and budgeting sufficiently. One of the purposes of the Act is to improve accountability in public

spending. The NEPF pays critical attention to government interventions such as policies, plans, programmes and projects (Goldman et al., 2012).

The Framework for Management of Programme Performance Information also gives legal backing to M&E in South Africa. The framework aims at defining criteria and requirements for performance information with the support of regular audits of such information when necessary. It also enhances accountability and transparency by providing parliament, provincial legislatures, municipal councils and the public with timely, accessible and accurate performance information (Hlatshwayo & Govender, 2015). This framework is not entirely new. It was developed based on the available legislation that supports M&E in South Africa. The idea behind it is to enlighten the public and private sector organisations on the importance of South African legislation regarding M&E. It provides clear guidelines to organisations in South Africa on how to conduct their M&E process. It is also important in guiding companies when making decisions on designing policy on M&E.

2.5 Purpose of monitoring projects or programmes

There are several purposes for which organisations embark on monitoring of projects or programmes. Below are six of the purposes for which the DPW undertakes to monitor all its projects and programmes.

2.5.1 Identifying shortcomings

According to Kariuki (2014), the main purpose for which organisations embark on monitoring of projects or programmes is to identify at the earliest instance the challenges that may affect the achievement of the overall objectives of the projects so that ameliorative measures can be undertaken in good time. Rodríguez, Nussbaum, López and Sepúlveda (2010) also express a similar opinion that the rationale behind project monitoring is to identify possible constraints that are likely to affect the progress of the project in order to take necessary measures to correct such constraints. EL-Hajji (2011) asserts that project monitoring aims at finding the shortcomings that may affect the project so that corrective actions or measures may be put in place for the project to achieve its aims. Kettner, Moroney and Martin (2008) also reaffirm that monitoring provides early warning signals so that corrective action can be taken timeously. Porter and Goldman (2013) also critique that monitoring system does not necessarily provide one with full understanding of what is happening.

2.5.2 Monitoring the development of the project

Kariuki (2014) postulates that another purpose of monitoring is to note the development of the entire project, and its component projects, in terms of their changes in the context and circumstances of their implementation. Kariuki (2014) adds that the monitoring process is to ensure that a project is successfully implemented within its context. The purpose is to keep track of how the project is progressing in relation to its implementation plan. Contrary to the views expressed by Kariuki (2014), a study by Porter and Goldman (2013) revealed that in most countries with the exception of South Africa and Senegal, the aim of monitoring system is to track progress against a national plan.

2.5.3 Implementing rapid problem identification

The constraints or shortcomings that are likely to affect the progress of the project need to be identified and such shortcomings resolved. Kariuki (2014) posits that another purpose of project monitoring is to implement a rapid identification system and an internal system of communication with all stakeholders of the project. According to him/her (2014), the problems identified must be resolved as soon as possible to keep the project going. Hlatshwayo and Govender (2015) state that the ultimate aim of project monitoring is to identify problems that may hinder the achievement of the objectives of the project and how to tackle them within the stipulated time. However, Govender and Reddy (2014) disagreed that monitoring help in the implementation of rapid problem identification. Govender and Reddy (2014, p.164) advocated that monitoring system only helps track interventions.

2.5.4 Facilitating the evaluation process

According to Hlatshwayo and Govender (2015), project monitoring aims to facilitate the evaluation or assessment of the project or programme during and after, but also to define specific indicators throughout the process. Kariuki (2014) also expresses a similar opinion that one of the overriding purposes of monitoring is to assist the stakeholder to evaluate how well the project is doing after its implementation. However, Owen (2007) contend that monitoring can only be a useful tool in evaluating project if only it has a competent monitoring team. By contrast, Chen (2005) argued that monitoring system cannot provide an effective means of evaluating projects. According to Chen (2005), monitoring operates in the implementation process and only really answers questions on what is going on.

2.5.5 Initiating the project

Kariuki (2014) states that a purpose of project monitoring is to assist the planners to initiate new projects and that it serves as an effective tool to bring a new project to birth. Hlatshwayo and Govender (2015) support this view expressed in the sense that project monitoring helps planners to decide on how to introduce a new project in addition to existing ones.

2.5.6 Facilitating continuous improvement

According to Kariuki (2014), many organisations embark on project or programme monitoring in order to carry out continuous improvement of the project that was implemented. It helps to identify the shortcoming and how to address them to ensure improvement. Engela and Ajam (2010) contend that project monitoring is to assist the planners to provide satisfactory work. Engela and Ajam (2010) argue that with monitoring planners are able to identify which part of the project requires continuous improvement.

2.6 Purpose of project evaluation

Researchers (Hlatshwayo & Govender, 2015; Kariuki, 2014; World Bank, 2011; Valadez & Bamberger, 2014) state that projects are evaluated for a number of reasons. Below are five of the reasons for the evaluation of projects or programmes.

2.6.1 Improving performance

According to the World Bank (2011), one of the purposes of project evaluation is to improve the performance and achieve the results of the project. It states that project evaluation allows the stakeholders and planners to ensure the continuous improvement of the project. Kariuki (2014) found that many organisations undertake to evaluate their project with the aim to ensure that they meet their performance targets. However, Van Graan and Ukpere (2012) concur that it is very difficult to assess how evaluation serves as a means of improving performance. According to Van Graan and Ukpere (2012), research into evaluation system does not provide a concrete evidence of how evaluation system improves organisational performance.

2.6.2 Measuring performance

Aside from the improvement of performance, another purpose of evaluation is to measure it. The World Bank (2011) suggests that the aim of project evaluation is to measure as well as assess the performance of the project so as to effectively manage the outcomes and outputs of development results. Other researchers (Hlatshwayo & Govender, 2015; Kariuki, 2014; Valadez & Bamberger,

2014) have also found that the rationale behind evaluation of a project or programme is to effectively measure the progress or performance of the project, and, thus, to determine how well the project is performing according to a plan. However, some critics contend that there are different methods of measuring performance, hence, there is not one best method of evaluating performance (Blomquist, 2003; Braga, Kennedy Piehl & Waring, 2000). The critics further argued that some evaluation process does not provide important information about the most appropriate methods to be used.

2.6.3 Assessing the contribution of various factors in a project

Kariuki (2014) postulates that another purpose of project evaluation is to measure the contribution of the various factors or resources towards a given development outcome such as outputs, partnerships, policy advice and dialogue, advocacy and coordination. These factors are to assess and to determine the various contributions towards the design and implementation of the project.

2.6.4 Improving strategies, programmes and other activities

Studies show that managers conduct an evaluation of a project in order to improve upon strategies, programmes and other activities (Hlatshwayo & Govender, 2015; Kariuki, 2014; World Bank, 2011; Valadez & Bamberger, 2014).

2.6.5 Assessing input and implementation processes

Kariuki (2014) argues that a major purpose of evaluation is to assess the inputs or resources and implementation process in order to determine if there is any deviation from the plan and, if this is the case, what corrective measures can be taken to address them. The World Bank (2011) also states that an evaluation is often carried out in order to determine the amount of input that goes into a project and to assess if it has been implemented as planned.

2.7 Guiding principles of government M&E

Researchers have identified a number of guiding principles in M&E (Jones, 2011; Kariuki, 2014; Myrick, 2013; World Bank, 2011). The following are five main guiding principles that govern M&E.

2.7.1 Systematic inquiry

According to Kariuki (2014), with the principle of systematic inquiry, the evaluators conduct a systematic, data based investigation regarding whatever is being monitored and evaluated. The

principle requires the evaluators to comply with technical standards while performing functional work so as to improve the accuracy and credibility of the evaluative system. The World Bank, (2011) postulates that this principle guides the monitors and evaluators to make their methods known to those who have stakes in the business to give them a better understanding and interpretation of the work. Contrary to the aforementioned researchers, Mackay (2006) argues that not every M&E in some organizations undergo systematic inquiry. According to Mackay (2006), some M&E do not follow systemic inquiry.

2.7.2 Competence

Competence is another guiding principle of M&E. According to the World Bank (2011), monitors and evaluators must possess qualities such as abilities, qualifications, skills, and the experience necessary to enable them to carry out a legal mandate, as contained in the M&E framework. The World Bank (2011) also recommends that these monitors and evaluators should not only act within the scope of their professional training and competence, but should also carry out other responsibilities that are substantially outside this scope. Myrick (2013) recommends that monitors and evaluators should constantly improve upon their competencies to ensure conduct at the highest level of M&E. **However, in South Africa, a study reveals that personnel are not capacitated on M&E (Kusek & Rist, 2004).** Wimble (2007) discovers that most municipalities in South Africa do not have competent persons to act as monitors and evaluators.

2.7.3 Honesty

According to Kariuki (2014), honesty is another cardinal principle of M&E. He states that monitors and evaluators should negotiate honestly with other stakeholders on important issues that relate to budget, responsibilities, approaches and their implications, performance targets, and the uses of data that emanates from the M&E process. They should also keep a record of all the alterations originally agreed upon, and the rationale for such alterations, and determine the interests of all the stakeholders regarding the conduct and the outcome of the M&E process. According to the World Bank (2011), monitors and evaluators should demonstrate honesty by not misrepresenting procedures for the M&E process and findings. They are also required to make full disclosure of sources of finances. Contrary to the views expressed by the above authors, (Bosch 2011) asserts that some of the monitoring and evaluation system in most organisations lack the cardinal principle of transparency.

2.7.4 Respect for people

Respect is another important guiding principle of M&E. The World Bank (2011, p.148) recommends that monitors and evaluators should “respect the security, dignity and self-worth of the respondents, programme participants, customers and other relevant stakeholders with whom they interact”. According to Jones (2011), monitors and evaluators should have maximum respect for professional ethics and standards in relation to risks that are most likely to endanger those participating in the M&E process. Additionally, they must obtain informed consent from those participating in the M&E and inform the participants about issues that relate to the scope and limits of confidentiality. Jones (2011) advocates that monitors and evaluators should respect the principle of diversity when dealing with people across different backgrounds.

2.7.5 General welfare of the public

Kariuki (2014) maintains that monitors and evaluators should have important consideration for different interest groups and values which relate to the general welfare of the public. The author recommends that when planning and reporting on M&E, the monitors and evaluators should take into consideration the interests of all stakeholders in relation to the object being monitored and evaluated. The World Bank (2011) proposes that monitors and evaluators consider broad assumptions and the likely effects of M&E.

2.8 Techniques

Researchers have developed a number of techniques that are used in M&E (ACF International, 2011; Kariuki, 2014; World Bank, 2011). These are classified under quantitative and qualitative methods. Each of these methods is used in a unique study based on the nature and objective(s) of the M&E. The quantitative technique includes a survey, while the qualitative techniques are rapid assessment, focus group discussion, in-depth analysis, cost effective analysis and comparative case studies. These techniques are discussed below and justification is made regarding which of them is the best for organisations to adopt.

2.8.1 Survey method

This is the most popular quantitative technique, which is often used in quantitative studies. According to Kariuki (2014), the survey method involves the process whereby the monitors and evaluators design questionnaires and proceed to the field to find out how a project is proceeding. With this technique, questionnaires are distributed to the participants, based on whatever

information that the experts intend to elicit from them. The questionnaires may either be close-ended or open-ended, depending on the nature of the M&E.

2.8.2 Rapid assessment

The rapid assessment is a qualitative technique, which is often used by monitors and evaluators in the M&E of projects or programmes. The World Bank (2011) argues that the rapid assessment technique allows the monitors and evaluators to conduct a rapid appraisal or assessment of how a programme or project is proceeding or progressing according to the design and implementation plan. This allows them to conduct M&E within the shortest possible time.

2.8.3 Focus group discussion

Focus group discussion is one of the most popular data collection instruments that is used in qualitative research. According to Kariuki (2014), it is a small-group discussion guided by a moderator. This technique is useful in collecting information about participants' opinions on a designated project or programme. In other words, focus group discussion elicits the opinions of the stakeholders on how a project or programme is proceeding.

2.8.4 In-depth analysis

In-depth analysis is another qualitative technique that is used in M&E. This is a technique where the experts (monitors and evaluators) "analyse single cases in detail and identify how successful they are" (Kariuki, 2014, p.149).

2.8.5 Cost effective analysis

Cost effective analysis is another of the qualitative techniques of M&E. The World Bank (2011) states that with cost effective analysis, the experts use evaluative techniques with the aim of reducing the cost of the M&E process.

2.8.6 Comparative case studies

Comparative case study is also an important qualitative technique employed in M&E. According to Kariuki (2014), in comparative case studies the monitors and evaluators compare a variety of projects and find out which of them is doing better than the other and why.

2.9 Steps in monitoring projects or programmes

Research (Kariuki, 2014; Phillips, 2014; World Bank, 2011) suggests that project monitoring goes through a number of stages. Steps have been applied in many studies and have proven to be worthy. There are seven stages and they are discussed below.

2.9.1 Preparing a logical framework

Studies suggest that the monitoring process should start with preparing a logical framework (Kariuki, 2014). According to Kariuki (2014), it should include a detailed description of objectives as well as the work plan. He recommends that the objectives of the monitoring should be defined in measurable terms. The World Bank (2011) states that the logical framework should define the content, the objectives, the costs and the time frame of the monitoring. The World Bank (2011) also states that the logical framework for monitoring should be clear and brief, but detailed enough to provide the stakeholders with all the relevant information.

2.9.2 Explication of the assumptions underlying a project plan

Kariuki (2014) postulates that, having prepared a logical framework, the next stage of the monitoring process is to formulate the premises that underlie the project plan. He recommends that the premises to be formulated should comprise of the core functions of the project, the inter-connection between various project components, the influence of external environmental factors or forces and how the project will achieve the overall goal or objectives.

2.9.3 Selection of the project indicators

Selection of the project indicators is the third step in project monitoring. Kariuki (2014, p.141) defines the indicators as the instruments, tools or variables that are used to measure the desired goals of the project. Kariuki (2014) is of the view that indicators of project performance and the outcomes, to a large extent, depend on the objectives pursued and the strategies employed, which vary from one project to another. However, the World Bank (2011) suggests that the indicators are useful when certain requirements are met. The indicators must be objective, which implies that they must be directly observable and measurable. They should also be simple and their information should be readily available. Furthermore, the indicators should vary from project to project and they should measure what they are supposed to measure.

2.9.4 Specifying information requirements

After the selection of the project indicators, the next step is to specify the information requirement. At this stage, the data or information necessary for the decision-making process should be gathered (Kariuki, 2014). There are a number of instruments that can be used to collect data or information on projects, which include in-depth interviews, standardised questionnaires, focus group discussions, direct observations, cases studies and record keeping by participants themselves. The instrument to be used depends on the nature of the project as well as the objectives. Phillips (2014) recommends that at this stage of the monitoring process, the experts should make wise decisions on the most appropriate instrument to be used to gather the data from the participants.

2.9.5 Timing of research

Having decided on the kind of data to collect and the appropriate instrument for the data collection, the next step is to decide on the timing of the research (Kariuki, 2014). During this stage, the monitors or experts should decide when and how often the data necessary for the monitoring should be collected. Kariuki (2014) maintains that monitors should draw a timetable or planner to indicate the duration for the data collection.

2.9.6 Analysing and reporting the findings

According to Kariuki (2014), analysing the findings is crucial, because it helps in knowing the outcome of the project. Reporting is another of the critical aspect of the monitoring process and it involves the process of communicating the results or the findings to the stakeholders. The World Bank (2011) postulates that once the data has been collected, the results must be analysed and reported to the interested persons. The analysis and reporting must be in accordance with the objectives of the project.

2.9.7 Using the findings

The analysis and reporting of the findings is not the last step in the monitoring process, which is how the findings are used. The World Bank (2011) recommends that at this stage the findings should be given to the end-users or stakeholders for decision-making. Furthermore, it maintains that the findings generated should be handed over to the users in the system in a timely fashion so that they can take the information into account in the management of the project.

2.10 Steps in project or programme evaluation

Similar to the monitoring process, there are a number of steps that are involved in project evaluation (Chen, 2014; El-Hajji, 2011; Kariuki, 2014). Below are the steps that the evaluators should follow when evaluating projects or programmes.

2.10.1 Defining the aims and objectives of the project

This is the first step in the evaluation process. El-Hajji (2011) suggests that the project aims and objectives should be detailed and achievable. Also, it is recommended that the aims and objectives of the project should be easy to measure. Chen (2014) argues that the aims and objectives of the project should fall in line with the overall strategy of the organisation.

2.10.2 Executing the project

According to El-Hajji (2011), the project should be executed sufficiently in order that it will be directed to serve its intended purpose. Chen (2014) also expresses the view that the programme evaluation should be done in the context that will serve the intended purposes. Chen (2014) adds that enough information must be available to assist in the project evaluation process.

2.10.3 Specifying the tools, procedures and criteria for the evaluation

After the execution of the project, the next stage is to identify the tools, procedures and criteria for the evaluation process. El-Hajji (2011) recommends that the evaluators should determine ahead of time the specific tools, methods and criteria that will be employed in the evaluation of projects. Other researchers suggest that a good evaluation process should first state the technique and procedures that are involved in the project evaluation (Chen, 2014; Kariuki, 2014).

2.10.4 Training the evaluators

Training is an important tool for equipping people with skills and knowledge necessary to perform a particular task. According to El-Hajji (2011), the evaluators should be trained to enable acquired skills, knowledge and experience so that they can carry out their tasks more effectively and efficiently. He/she suggests that the training should cover important aspects such as how the evaluators can handle complex issues, how to make use of the appropriate tools for the evaluation and the criteria for evaluating the project. However, Kariuki (2014) argues that not everyone can be trained to be an evaluator and suggests that only people with the potential should be selected for the training to undertake the evaluation process.

2.10.5 Identifying the task of the evaluation

El-Hajji (2011) contends that after the training of the evaluators they must be made to identify the tasks involved in the evaluation process. The author recommends that the task of evaluation should include the results obtained from undertaking the project. According to him/her, the task may include the appeal procedures.

2.10.6 Communicating the results of the evaluation

Knowing the results of the evaluation process is an important step that must be taken into account. El-Hajji states: “The evaluation process is necessary for knowing where the job evaluation programme stands in order to identify the good (successful) or bad (failure) aspects” (2011, p.32). The author is of the opinion that evaluators have the professional experience to assess the extent to which the project is going according to plan.

2.10.7 Necessary high integrity of evaluators

Integrity and ethics are important factors that guide the selection of evaluators. El-Hajji (2011) maintains that evaluators should be individuals who have proven integrity to enable them to perform their responsibilities. According to the author (2011), this characteristic should be inherent and apply at all levels. Integrity and ethical conduct will help to eliminate the evaluators from employing potentially destructive tactical ploys or “playing politics”, and avoid, as far as is possible, egotistical practices.

2.10.8 Genuine willingness to tackle any instance of wrong-doing

El-Hajji (2011) recommends that there should be a genuine willingness on the part of the evaluators to address any instance of wrong-doing or malpractice such as critically reviewing policies and procedures that are likely to cause the project to be less effective or problematic. Otherwise, there is no need for M&E processes. Therefore, the whole process of M&E will only be meaningful and effective if management is ready to make any change which is deemed necessary. In view of this, evaluators should have the support of the line management to enable them to perform and to respond to any recommendation when the need arises.

2.11 Importance of M&E

Studies suggest that serious organisations are those that benefit from the M&E process (El-Hajji, 2011; Hlatshwayo & Govender, 2015; Mofolo, Mkuyane & Skade, 2014; Phillips, 2014). Below are several ways that M&E is of importance to a project.

2.11.1 Providing managers, decision-makers and stakeholders with regular feedback

Hlatshwayo and Govender (2015) postulate that M&E is a useful tool that provides managers, decision-makers and other stakeholders with frequent feedback on the progress of the project being implemented, on the results, as well as on earlier problems or shortcomings which need to be corrected. M&E ensures regular feedback that can be used to make key decisions regarding the project. Kariuki (2014) posits that the project team benefits from M&E through continuous feedback, which allows for timely, corrective decision-making. In South Africa, a study (Mackay, 2000) reveals that governments migrate to M&E since it provides feedback on the performance of departments, ministerial agencies and their staff. However, it has been found some feedback from M&E may take years. Some critics commented that M&E produce results too late to be used by decision-makers (Dubois, 2002; White, 2006).

2.11.2 Helping to keep track of the progress of the project

Kariuki (2014) argues that the M&E system is an observable one for the project team members, project managers and other stakeholders and assists them to identify whether the projects are going according to plan or not. It is also an important tool that allows the project or programme managers to determine whether the projects are implemented in a correct and efficient manner. Hlatshwayo and Govender (2015) state that M&E provides project managers with a continuous flow of information throughout the course of the project in order to enable them to make better decisions regarding the project being implemented. However, Deprez (2008) argues that there is consensus on how M&E interventions contribute to tracking project progress.

2.11.3 Assisting with budget allocation

According to Hlatshwayo and Govender (2015), M&E is a valuable tool to assist organisations in their budget allocation. Through an effective M&E system, organisations are able to determine how much should be invested in a particular project. Hlatshwayo and Govender (2015) believe that M&E can help organisations to identify mistakes and replicate success. In contradiction, SAMEA (2013) discovers that most government are facing serious financial challenges because M&E is a complex intervention which requires financial commitment. SAMEA (2013) posits that some donors are manipulating the government due to the fact that they control the purse strings.

2.11.4 Assisting an organisation to compare the expected and the actual results

Kariuki (2014) believes that an effective and efficient M&E system assists firms to collect and analyse data in order to determine how well the project is being implemented against expected results. Kariuki (2014) adds that M&E is an ongoing or continuous process that involves the process of collecting and analysing data in order to compare the expected results with the actual results. It also enables the project managers to take corrective measures to address any deviation from a plan. Conversely, South African Monitoring and Evaluation Association [SAMEA] (2013) argues that the public sector organisations in South Africa are still facing challenges of how to evaluate the impact of M&E on performance. It has been found that M&E does not really provide any best criteria for measuring the expected and actual outcomes.

2.11.5 Providing information that is useful for managers

According to Kariuki (2014), M&E is carried out throughout the life cycle of the project after it has been completed in order to provide information internally for the stakeholders. Kariuki (2014) believes M&E is an important strategic tool for managers striving to achieve results. Kunwar, Singh and Nyandemo (2013) assert that an M&E system helps managers to determine progress, performance and problems facing the project. This information from M&E is useful for managers in making their decisions. In contrast with the above findings, a study reveals that M&E does not really provide useful information to managers because some project monitors and evaluators failed to take advantage of the information communication technology tools (Sithole, 2005).

2.11.6 Assisting project managers to identify weaknesses in the project

Kunwar et al. (2013) state that a good M&E system can assist project managers to identify programme weaknesses and thereby take corrective actions or introduce measures to address them. Kariuki (2014) also expresses the view that M&E is a powerful tool that organisations utilise to determine the constraints that are likely to prevent the project from achieving its objectives and how best to address these challenges. Contrary to the above findings, SAMEA (2013) concurs that M&E sometimes fails to identify weakness because most governments are often rushing for good results irrespective of mistakes.

2.11.7 Promoting transparency and accountability in the organisation

Studies reveal that M&E is an effective tool that helps to ensure transparency and accountability within an organisation, society and government (Hlatshwayo & Govender, 2015; Kariuki, 2014;

Kunwar et al., 2013). M&E promotes transparency and accountability by allowing all the stakeholders to have a clear sense of the status of the projects and the policies undertaken by the organisation.

2.11 Understanding the nature of M&E

According to Subotzky and Prinsloo (2011), just like any other organisation, the KZN provincial government has the mandate to monitor its projects and programmes in accordance with the national and internal framework on M&E. The authors suggest that the KZN provincial government has the mandate, or a responsibility, to ensure a proper operational M&E system for better results. This implies that it has a responsibility to ensure that its municipalities and departments perform well with an established unit of M&E. Below is the discussion on the stakeholders understanding of the nature of M&E in an organisation.

2.12.1 Appointment of M&E personnel

Many organisations conduct their M&E by appointing competent personnel to be in charge of the process. Effective M&E systems depend largely on highly qualified personnel (Kariuki, 2014). Therefore, in order for the KZN provincial government to understand the nature of M&E, it should appoint or recruit personnel with skills, knowledge, abilities and experience on M&E. Phillip et al. (2014) posit that the nature of M&E in the KZN provincial government involves the appointment of M&E personnel at a district level. Personnel at the provincial government in charge of M&E have a special engagement with most of the municipalities so that their Integrated Development Plans (IDPs) can be aligned to the Provincial Growth and Development Strategy and the Local Government Five-year Strategic Agenda. This is in accordance with the national and international laws on M&E. South Africa, as part of its policy on the M&E process, also has personnel in charge of M&E in the presidency. According to SAMEA (2013), some municipalities in South Africa are stilling facing challenges with M&E because they failed to appoint the right personnel.

2.12.2 Regular feedback on the project

Another important understanding of the nature of M&E is that it helps to provide project team members, managers and other stakeholders with regular or timely feedback on how well the project is progressing as planned. Subotzky and Prinsloo (2011) suggest that the M&E system enables many organisations to keep track of how the project is progressing in accordance with the plan. Phillip et al. (2014), in their study, argue further that another characteristic of M&E in the KZN

provincial government is providing regular feedback on the monitoring and evaluation process. The KZN provincial government has a strategic plan, as part of its monitoring and evaluation process, to provide regular and constant feedback to the government on its programmes and projects, which is in compliance with national and international legislative frameworks. It expects all its municipalities to provide quarterly reports regarding the progress in implementing the priority outcomes within the province.

2.12.3 Design and implementation of policy on M&E

It has been recommended that many organisations conduct their M&E process by designing and implementing a comprehensive policy on M&E (Hlatshwayo & Govender, 2015). A successful M&E system depends on a sound policy. Engela and Ajam (2010) advocate that every provincial government in South Africa, of which KZN is no exception, should have a policy on monitoring and evaluation that is tailored to the national policy on M&E. It is because of this very notion that the KZN provincial government has a policy that is in accordance with the national policy. According to Engela and Ajam (2010), one of the first tasks, under the revived GWM&E, was the development of a policy framework. Although the initial intent was to produce a set of guidelines on M&E principles and practices, it became increasingly clear that the guiding framework had to be more formally structured. The authors argue that the presidency has developed a comprehensive policy framework that covers a set of principles, key M&E concepts, GWM&E system goals, descriptions of the various component parts of the system, the role of departments and civil servants as implementing agents of M&E, and the institutional arrangements and legal mandates underpinning these roles and responsibilities. However, research suggests that most departments in KZN have not yet institutionalised M&E (National Treasury, 2011; Molepo, 2011; & Govender, 2013).

2.12.4 Communication of policy on M&E to stakeholders

According to Hlatshwayo and Govender (2015), an effective and efficient M&E system in an organisation depends to a large extent on how well the policy is communicated to the stakeholders. In South Africa, the ministry in charge of M&E in the presidency is responsible for the coordination and communication of government policies and programmes and the acceleration of integrated service delivery. However, Sharma (2010) contends that in South Africa municipalities there is a big communication gap amongst the stakeholders of M&E because of divergent interest.

Sharma (2010) further advocates that a similar situation is occurring in most public organisations in Swaziland. According to Mkhonta (2007), in Swaziland, there is no open communication between government official and the King.

2.13 Current organisational policies on M&E and their shortfalls

Literature view suggests that many organisations worldwide, including those in South Africa, have policies on M&E. Kariuki (2014) notes that even though many organisations have these policies, there are some shortfalls. The following are some of the deficiencies in policy on M&E in many organisations.

2.13.1 Failure to specify the M&E techniques

According to Kariuki (2014), one of the shortfalls of policy is the failure to establish the techniques to be used. The author recommends two techniques for conducting M&E: quantitative and qualitative. A quantitative technique uses statistical methods to monitor and evaluate an ongoing project, while a qualitative technique uses subjective judgment or opinion to monitor and evaluate a particular project. Both of these approaches to M&E include survey methods, rapid assessment, focus group discussion, cost effective analysis, observations and comparative case studies. However, the shortfall is that some organisational policies on M&E fail to specify which technique to use.

2.13.2 Failure to make provision for future uncertainties or changes

Another defect in organisational policy on M&E is that it fails to make provision for uncertainties or changes that might occur in the future (Jones, 2011). According to Jones (2011), some policies on M&E are inflexible in accommodating future changes that might occur. Kariuki (2014) asserts that current policy on M&E is unable to predict the changes that are likely to occur in the near future.

2.13.3 Failure to address a specific project or programme

Kariuki (2014) argues that organisations have different projects or programmes each of which require different policies. However, the shortfall is that most organisations have just one policy to monitor and evaluate all projects. Even at governmental level, there are different developmental projects, but there is only one M&E policy (Jones, 2011). In the light of this oversight, Jones (2011) suggests that each project should have its own M&E policy document. Moreover, the author recommends that each public sector should have its own M&E policy.

2.13.4 Practical problems affecting production and use of knowledge

Jones (2011) asserts that personnel in charge of performing influential work rarely have the time or resources to conduct robust M&E. This can result in objectives and goals that are not clearly defined or communicated from the outset. Jones (2011) states that a policy involving politics, and sometimes highly conflicting processes, leads to difficulties in determining how best to solicit or interpret the accounts of different actors. Influential work is often unique, rarely repeated or replicated and, even worse, suffers from incentives against the sharing of ‘good practice.

2.13.5 Conceptual and technical challenges

Conceptual and technical challenges have been identified as another constraint on M&E policy. Jones (2011) postulates that a difficult task is to determine the links between policies that influence activities and outputs and any changes in policy. According to Jones (2011, p.4), change in policy is “highly complex and proceeds in anything but a ‘linear’ or ‘rational’ fashion, with policy processes shaped by a multitude of interacting forces and actors”. This, therefore, makes it very difficult to predict the likely effect of a set of activities on policy, and it is extremely difficult to assess the full effect of actions taken after events occur.

2.13.6 Nature of policy influencing work

Jones (2011) concurs that the nature of policy presents further challenges to more traditional M&E approaches to work. ‘Outright success’, in terms of achieving the specific changes that were sought at the outset, is rare, and some objectives will be modified or jettisoned along the way. There is an element of subjectivity in whether the gains are seen to be significant, consistent with the wider goals of an organisation or campaign, or co-opted. In other words, the policy context is likely to change and objectives may need to be altered in reaction to the changes or to other external forces. This means that objectives formulated at the beginning may not be the best yardstick against which to judge its progress.

2.14 Differences between the terms monitoring and evaluation

There are several differences that emerged between the terms monitoring and evaluation. Kariuki (2014) contends that project evaluation is a systematic appraisal of a plan or a project’s performance, which is carried out at regular intervals at the implementation and decision-making stage or after implementation has been undertaken. Kariuki (2014) postulates that it is very difficult

to distinguish between the concepts or terms. However, some differences do exist between the two, as Table 2.1 below shows.

Table 2.1 Differences between the terms monitoring and evaluation

Differences	Monitoring	Evaluation
Timing	Monitoring is a continuous or systematic function which occurs throughout the implementation of a project.	Evaluation involves the process of assessing the entire project cycle.
Depth and purpose	Monitoring is a regular aspect of project or programme management. It pays more attention to the implementation of the project, comparing the results with what was planned.	<p>Evaluation reviews the achievements of the project or programme and considers whether the plan was the best option or choice.</p> <p>Evaluation measures achievement, as well as positive /negative and intended/unintended effects.</p> <p>Evaluation looks for lessons to be learned from both success and lack of success, and also looks for best practices that can be applied elsewhere.</p>
Who conducts the process	Monitoring is usually done by people directly involved in implementing the project or programme.	Evaluation is best conducted by an independent outsider who can be impartial in consulting with project or programme staff.

Source: Kariuki (2014)

2.15 Factors supporting the use of M&E

Research shows that several factors support the use of M&E in an organisation (Goldman & Mathe, 2014; Phillip et al., 2014; Robert, Poate & Villanger, 2014). The factors that support the use of M&E in an organisation are discussed below.

2.15.1 Strong political or leadership commitment

According to Robert et al. (2014), strong leadership commitment is an important factor that supports the use of M&E in an organisation, society or government. In recent times, there have been a number of protests and agitations from the electorate and the ruling party in South Africa over the need to improve the performance of public sector organisations. In view of this, M&E is perceived as one of the most effective tools for improving performance in the public service. Robert et al. (2014) suggest that the president has acknowledged M&E as a critical tool to address performance, enhance service delivery and promote accountable governance in South Africa. However, M&E needs strong leadership commitment from the president and other ministers.

2.15.2 High performing managers

Aside from strong leadership commitment, the success of M&E depends on high performing managers. Robert et al. (2014) argue that high performing management is a strong driver for M&E and State. Phillip et al. (2014) are of the view that project managers in the various departments have the legal mandate and the professionalism to monitor and evaluate projects more effectively. They maintain that M&E systems in government departments have highly qualified managers who are responsible for the day-to-day administration of M&E.

2.15.3 Donor support

Phillip et al. (2014) state that support from donors is an important factor that influences the use of M&E. They argue that even though M&E in South Africa is internally driven and resourced, donor support is also necessary to enable it to function more effectively. Robert et al. (2014) assert that the presence of the EU-funded Programme to Support Pro-Poor Policy Development (PSPPD), promoting evidence-based policymaking, is an important invention providing a flexible support facility that has been crucial in supporting the emergence of the DPME. The authors suggest that support from the Department for International Development, the Canadian International Development Agency and German technical assistance are other sources of support towards the utilisation of M&E in South Africa. However, SAMEA (2013) suggests that South Africa still

facing the challenge of donor support because some donors want to manipulate the government to their advantage.

2.16 Factors that constrain the effectiveness of M&E systems in South Africa

Many factors serve as constraints to the utilisation and implementation of M&E in South Africa. The following are the some common factors that hinder the effectiveness of the M&E process.

2.16.1 Disregard for the concept of M&E systems

A study by the DPME in the presidency reveals that there is little regard for the concept of M&E systems in most departments in South Africa (Phillip et al., 2014). It was found that M&E is not regarded as part of strategic function, and as not important for planning, budgeting, tracking progress, and learning and improving implementation (p.402). However, the authors state that all managers in various departments and organisations need to see monitoring as one of their basic management functions to facilitate continuous improvement. On the other hand, evaluation should also be viewed as a strategic investment in both strengthening what government does and directing future investment.

2.16.2 Difficulty in achieving optimal coordination among core M&E stakeholders

Engela and Ajam (2010) state that the a key challenge to M&E is difficulty in achieving optimal coordination among core M&E stakeholders and avoiding duplication of activities. The authors suggest that the difficulty is partly as a result of the ‘turf battles’ between departments, but it also reflects differences in the opinions regarding the nature and role of the state and the best approach to public sector reform.

2.16.3 Difficulty of keeping to plans

The study by the DPME showed that the challenge of keeping to the plans affects the utilisation of M&E systems in South Africa. According to Engela and Ajam (2010), there is a tendency, or the possibility, for too many indicators, which is difficult to manage. It has also been argued that there is a high tendency to produce process indicators at the expense of the indicators that measure the actual improvements at output or outcome level.

2.16.4 Lack of use of results from M&E systems to improve projects

Phillip et al. (2014) assert that the compliance mindset in departments suggests that most of them are not necessarily using the results of M&E to inform improvements in their projects or

programmes. Phillip et al. (2014, p.403) state that the assessments by the Management Performance Assessment Tool (MPAT) “of all 156 national and provincial departments for 2012 revealed in only 34 per cent of departments were management engaging with their quarterly progress reports against the annual performance plans (APP) and using the reports to inform improvements”. The situation has raised fundamental questions concerning the rationale of producing the quarterly reports and of their usefulness. It also raised another important question concerning the reasons why management are not using the report. Furthermore, it was suggested that some sectors are not conducting external evaluations through the National Evaluation Plan (NEP), or, even after the evaluations are successfully conducted, there is some delay in taking the results to cabinet.

2.16.5 Inadequate translation of delivery agreements into departmental plans

Robert et al. (2014) are of the view that studies show that the inadequate translation of delivery agreements into departmental plans, and from strategic to operational plans, is a major setback for the successful implementation and utilisation of M&E in South Africa. They maintain that there is a wide gap between strategic plans or annual performance plans (SPs/APPs) and operational plans, which impinges on implementation. This is due to poor plans for implementation programmes (such as the Integrated Nutrition Programme, or the Comprehensive Rural Development Programme), which make M&E difficult.

2.17 The concept of good governance

Kiwanuka (2012) postulates that governance is the use of political authority, power and exercise of control over a society and the management of resources for social and economic development for the benefit of the majority of the citizens. Eja (2014) maintains that governance is the art of decision-making and the process by which decisions are implemented (or not implemented). It can also be referred to as an approach that pays critical attention to the state, societal institutions, the relationship that exists between them and how acceptably legitimate rules are made in a society that enhance the values sought by individuals and groups within it.

2.18. The conceptual meaning of good governance

Good governance is an important precondition for development and poverty reduction across many nations, especially in developing countries. For example, many countries like Botswana, Mauritius, Ghana, Nigeria and South Africa, that are considered to usually practice good

governance, will frequently devise pro-poor policies and target programmes to provide quality education for children of poor and disadvantaged groups. Such policies of good governance tend to improve people's capabilities through better quality education, health care, infrastructure development and poverty reduction.

Studies suggest that there is no single and exhaustive definition of the term "good governance" nor is there a delimitation of its scope, which commands universal acceptance (Eja, 2014; Kraipornsak, 2014; Sebudubudu, 2010; Stankowska, 2014). According to Eja (2014, p.21), good governance is a process that seeks to "improve the system of government, to emphasise efficiency and responsibility for all institutions, to promote democratic principles and to establish a new relationship between government and civil society" (Eja, 2014, p.21). The author suggests that good governance is the extent to which all public institutions conduct public affairs, manage public resources and guarantee the realisation of human rights.

Kraipornsak (2014, p.47) defines good governance as "the interaction and interrelation between economic, politic, society and human rights". This definition by Kraipornsak (2014) suggests that good governance is premised on four key indicators such as political stability, control of corruption, rule of law and voice and accountability. On the contrary, the United Nation's Economic and Social Commission for Asia and the Pacific (2009) proposes that there are eight indicators which measure good governance: transparency, accountability, participation, responsiveness, laws, consensus building, fairness and equality, effectiveness and efficiency.

Sebudubudu (2010, p.250) describes good governance as "a clear and predictable legal framework, accountability, transparency and information on the management of national affairs". He posits that it is a "democratic governance", which involves respect for human rights and dignity, participation in decision-making, transparency, accountability, poverty eradication, responsiveness, inclusiveness, fairness, impartiality, equality and the elimination of discriminatory practices in organisations or society.

2.19 An overview of good governance in South Africa

Considering that South Africa exists within a worldwide context that is characterised by competition and a drive towards governance excellence, government departments are recommended to measure their performance in order to meet these standards (Engela & Ajam, 2010).

The Constitution of Republic of South Africa set out the guidelines for public administration to meet standards of performance through its departments, promoting good governance dependent on thorough M&E Systems. The administrative arm of government normally promotes good governance, involving civil servants who should have knowledge of what is required of them when it comes to implementing services. Hence, the Batho Pele principles were developed in South Africa for the purpose of providing a benchmark, which public servants are expected to follow and which also give citizens a measure of what to expect from government. The M&E element should be present when performance is audited to ensure that practice is aligned to the benchmark.

A good, oriented public service ought to pay attention to providing public services as per the prescribed values and methods (Rhodes, 2000). Although rules and regulations are critical, it should be noted that accountability is the real measure of governance, and government focus should go beyond outputs and give attention to the outcomes. This will prove that citizens have benefitted from government. Frequently, departments are good at describing their activities and outputs, but unless assessment goes beyond outcomes and impacts, public sector departments and entities will remain administratively efficient, but not effective.

For this study, papers and studies on good governance by some umbrella bodies such as the Common Wealth Association for Public Administration and Management (CAPAM) have been reviewed. In addition to this, the mission statements of several M&E associations have been examined. It was established that two things in M&E that have remained critical are transparency and accountability. The use of evaluation is also emphasised, as it determines the impact or outcomes of good governance (CAPAM 2008). A conference hosted by the South African M&E Association (SAMEA) in 2015, emphasised the use of evaluations. This attention was directly related to the concept of good governance. An M&E Workshop presented to all provinces, facilitated by Prof. Richard M. Levin, the principal of The National School of Government, concerned advocating developing evaluation and realising outcomes towards the National Development Plan – vision 2030. This workshop covered the issues of good governance, democracy, development, evidence, participatory development and evaluation techniques.

2.20 Key indicators of good governance

Studies show that researchers have developed a number of indicators for measuring good governance (Kraipornsak, 2014; Sebudubudu, 2010; Stankowska, 2014; United Nations Economic

and Social Commission for Asia and the Pacific, 2009). However, the indicators of good governance differ from one country to another. The following are some of the indicators of good governance.

2.20.1 Respect for human rights and basic freedoms

Kraipornsak (2014) states that human rights and freedoms are important indicators of good governance. The constitution of every democratic state recognises human rights and freedoms. The Constitution of the Republic of South Africa Act 108 of 1996 is the supreme law which guarantees human rights and basic freedoms. According to Kraipornsak (2014), Section 1 of the Constitution is based on the founding values of the South African sovereign democratic state, which includes human dignity, equality, non-racialism and non-sexism, and the advancement of human rights and freedoms. Chapter 2 of the Constitution, the Bill of Rights, is the cornerstone of South African democracy, which enshrines the rights of all persons living in South Africa and affirms the democratic values of equality, human dignity and freedom. Sections 15–22 of the Constitution provide that every human being has the freedom of religion, belief and opinion, freedom of expression, freedom of association, freedom of movement and residence and freedom for trade and profession. Sebudubudu (2010) maintains that the Constitution promotes good governance in the sense that it recognises basic human rights and freedoms, which are important indicators of good governance.

2.20.2 Regular free and fair elections

South Africa, Ghana and Botswana have been celebrated for their success stories of good governance and democratic rule in Sub-Saharan Africa (Sebudubudu, 2010). Regular and fair elections have been regarded as the hallmark of a country's peace and stability. Sebudubudu (2010) postulates that regular free and fair elections are important indicators of good governance. South Africa has gone through a number of successful elections. The first democratic election in South Africa was held in 1994, when the African National Congress (ANC) took over power from the apartheid government and the subsequent elections took place in 1999, 2004, 2009 and 2014. All these elections were declared free and fair by international bodies.

Kraipornsak (2014) postulates that good governance does not only depend on free and fair elections, but depends on voters' freedom to elect their leaders of choice. In Botswana, studies show that a number of free and fair elections have been held since 1965. Kraipornsak (2014) argues

that the voting pattern in Botswana reveals that voters have been free to vote for the opposition and gradually moved away from voting for the ruling Botswana Democratic Party. The author suggests that between 1974 and 2004, the ruling government lost a huge percentage of votes (77% to 51%) due to the voters' freedom to choose their leaders.

2.20.3 Transparency

The term transparency is a key indicator of good governance. According to Pattnaik and Gray (2012), transparency is an important tool in an organisation that can enhance the ways and opportunities for its stakeholders to understand how it is run. Sisman, Yozgat, Abunaz and Ozarlan (2015) describe transparency as the availability of, and access to, relevant and reliable information concerning periodic performance, financial statements, investment opportunities, value, risk of publicly traded firms and governance. Transparency implies the full disclosure of an organisation's information to the outside world or constituents of the firm. Section 41 of the Constitution, on the principles of co-operative government and intergovernmental relations, states that all spheres of government and all organs of the state within each sphere must provide effective, transparent, accountable and coherent government for the Republic as a whole. Furthermore, Section 70(1) (b) stipulates that the National Council of Provinces may make rules and order in accordance with its businesses, with due regard to accountability and transparency. Transparency is a good barometer of good governance in the sense that it helps to fight corruption and poverty, which can promote good governance.

2.20.4 Accountability

Studies (Gyong, 2014; Kraipornsak, 2014; Omolumen Egbefo, 2014; Sebudubudu, 2010) suggest that accountability is a key barometer or indicator of good governance. According to Gyong (2014), good governance means accountability, security of human rights and civil liberties. The author posits that governmental institutions, the private sector and civil society organisations must be accountable to the public and to their institutional stakeholders.

Omolumen-Egbefo (2014, p.57) advocates that, "no democracy can be dynamic, acceptable and sustainable if the system of governance is not people oriented, friendly, participatory and accountable". He argues that even though the term accountability is widely accepted as a good thing, it is highly abstract and often used in a very broad way. The author postulates that it is a process whereby those who exercise power, whether as government elected representatives or as

appointed officials, are able to demonstrate that they have exercised their powers and discharged their duties in the most effective and efficient manner. The Constitution of South Africa also supports accountability in all government and non-governmental organisations. Section 70(1) (b) of the Constitution provides that the National Council of Provinces should make rules and orders in accordance with its businesses, with due regard to accountability.

Sisman et al. (2015) believe that public accountability is key to ensuring a democratic means of monitoring and controlling government conduct, in order to prevent the development of concentrations of power, and to promote the culture of learning, capacity and effectiveness of all public administration in the country.

2.20.5 Responsiveness

Responsiveness has also been identified as a key indicator of good governance. Gyong (2014) states that a system of good governance requires all institutions and processes to serve or meet the demands of all stakeholders within a reasonable time frame. Gyong (2014) contends that in Botswana, government responsiveness to growing demand is a common phenomenon, which is evident in the area of health provision. The author discovers that prior to the prevalence of the HIV/AIDS pandemic in the mid-1980s, the government had a comprehensive institutional framework for health care provision arranged in the hierarchical structure of mobile clinics, health-posts, clinics, primary hospitals, district and referral hospitals.

2.20.6 Equity and inclusiveness

Equity and inclusiveness are key indicators of good governance. Gyong (2014) postulates that good governance ensures that all members of the society feel that they have a stake in it and do not feel excluded from the mainstream of society. The Constitution of South Africa recognises the right of equality and in Section 9 (1) it stipulates that everyone is equal before the law and the right to protection and all benefits. Subsection (2) states that equality includes the full and equal enjoyment of all rights and freedoms. Subsection (3) maintains that the state shall not unfairly discriminate directly or indirectly against anyone on one or more grounds, including age, gender, race, marital status, religion, ethnicity, colour, sexual orientation, disability and culture. Equity and inclusiveness promote good governance because they ensure that everyone is treated fairly and equally. Good governance ensures that both men and women have equal opportunities to enhance or maintain their well-being.

2.20.7 Effectiveness and efficiency

Effectiveness and efficiency are other important indicators of good governance. According to Mihaiu, Opreana and Cristescu (2010), good governance refers to the processes and results produced by institutions that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also includes the sustainable use of natural resources and the protection of the environment. However, measuring the effectiveness requires estimating the costs, resources consumed, the results and comparing both the resources used and the outcomes.

2.21 Effectiveness of the utilisation of M&E in support of efforts to promote good governance

Studies reveal that there is a relationship between M&E and good governance (EL-Hajji, 2011; Hlatshwayo & Govender, 2015; UNDP, 2013). According to Hlatshwayo and Govender (2015), the World Bank has the Operations Evaluation Department (OED), which guarantees M&E capacities and skills as integral to achieving good governance, public sector transformation and service delivery. From the above statement, there is a clear picture that M&E promotes good governance. Below are some of the contributions of M&E in promoting good governance.

2.21.1 M&E helps to ensure accountability

Studies have found that accountability is an important contribution or hallmark of effective M&E and good governance. (Hlatshwayo & Govender, 2015; Kraipornsak, 2014; Sebudubudu, 2010; Stankowska, 2014). Hlatshwayo and Govender (2015) maintain that M&E helps to ensure accountability, to promote good governance. They postulate that M&E has the potential to force government to be accountable to the people. It was found that in South Africa an effective M&E system strengthens the management of government activities within ministries and in local governments, and supports accountability relationships within civil society (Kraipornsak, 2014).

2.21.2 M&E contributes to good governance by promoting transparency

Sebudubudu (2010) suggests that one way of ensuring good governance is through transparency. A vital tool, M&E can contribute to building good governance by ensuring that there is transparency in government institutions or systems. The UNDP (2013) also advocates that a strong M&E system helps to ensure transparency and, thus, promotes good governance. The M&E process in South Africa plays an important role in the reduction of corruption and poor service

delivery in the society. According to the UNDP (2013), with regard to poor service delivery and rampant corruption in the South African public sector, M&E supports transparency and builds a performance culture to support better management and policymaking, including in the budgeting process. It maintains that good governance depends on the transparency of leaders. Hlatshwayo and Govender (2015) suggest that the institutionalisation of M&E in the public sector in South Africa over the years has contributed to transparency, which has helped to promote good governance. According to them, usually, institutionalisation is employed in the pursuit of good governance and meaningful project implementation which ensures building institutional capacity, increasing skills, development of processes, structures and systems.

2.21.3 M&E promotes good governance through the performance management system

El-Hajji (2011) postulates that M&E promotes good governance through measuring municipal, provincial and government performance. According to El-Hajji (2011), good governance can be measured based on how well the government is performing its constitutional mandate. Monitoring and Evaluation is one of the main barometers or tools used by many nations to assess the performance of government projects or programmes. In South Africa, it serves as an important tool to determine how government is performing its responsibility. According to Gopane (2012), the 2007/2008 Consolidated Report on Municipal Performance stated that the overall performance of municipalities showed that they all performed below 45%, with the exception of the Nelson Mandela Metropolitan, which showed an exceptional performance of 70%.

2.22 Impact of M&E in promoting good governance

Researchers argue that M&E can have positive impact on good governance (Basheka, & Byamugisha, 2015; Hlatshwayo & Govender, 2015; Kiruja, 2015). Hlatshwayo and Govender, (2015) note that M&E can impact on good governance through the process of social transformation. South Africa has a transformation agenda that seeks to bridge the gap between the poor and the rich. Monitoring and evaluation has been institutionalised at all levels in South Africa which is based on objective measurements that reflect the ideals of the Constitution. According to Hlatshwayo and Govender (2015), another way that M&E impacts on good governance is by improving the quality of life of all South Africans and ensuring that South Africa contributes to the creation of a better Africa and a better world.

Basheka and Byamugisha (2015) also argue that M&E impacts on good governance in a country. According to them it promotes transparency and accountability within the society and government, which helps to measure the extent to which government is performing. The authors suggest that with effective M&E, both external and internal stakeholders will have a clear picture of the status of projects, programmes or policies of the government. The UNDP (2013) also recommends that M&E ensures transparency to have an impact on good governance.

Kariuki (2014), in his study, reveals that M&E can impact or affect good governance by allowing the government to address the challenges of its country. According to Kariuki (2014), it allows the government to solve social problems within its communities. Monitoring and evaluation assists the government to understand and appreciate the political, economic and sociocultural environment in which public policy operates. This will in turn enable the concerned organisations to take the necessary steps to mitigate the undesirable consequences of these environmental factors.

2.23 Contribution of an M&E framework in promoting good governance

There exist few frameworks on M&E worldwide. Phillips et al. (2014) recommend that in designing an M&E framework to promote good governance, it should contain policy or legislation. The starting point of every government developmental project is a policy document. Policy on M&E is an important factor that helps to ensure effective M&E, which promotes good governance. In South Africa, regulations on M&E do exist. The authors suggest that an effective policy on M&E serves as a guide to the M&E process. The policy must define the scope and focus of M&E. Mofolo et al. (2014), in their study, also recommend that when designing policy on M&E it must consider relevant regulations. The relevant legislation on M&E in South Africa has been discussed above.

It was also recommended that an M&E policy in promoting good governance must consider the resources to be utilised (Hlatshwayo & Govender, 2015). A good framework for M&E should take into account resources such as finance, human resources, materials and equipment. Hlatshwayo and Govender (2015) recommend that M&E is a complex activity, hence, it needs these resources to function well. For example, M&E requires competent personnel who possess the education, abilities, skills, and experience appropriate to undertake the tasks proposed in the M&E. The World Bank (2010) recommends that the personnel should practice within the limits of their professional

training and competence and should conduct monitoring and evaluations that fall substantially outside those limits. In addition to personnel, finance is needed to ensure that M&E functions well, as planned.

Engela and Ajam (2010) also suggest that developing a framework on M&E must consider institutionalisation. M&E needs the support of strong institutions to enable it to function more effectively. In South Africa, M&E is supported by the establishment of institutions such as the Auditor-General, National Treasury and the Public Service Commission. According to Engela and Ajam (2010), M&E in South Africa led to the establishment of the Department of Performance M&E (DPME) in the presidency to introduce an outcomes-based approach to detail planning, implementation and monitoring and evaluation. This explains the fact that M&E requires the service of stronger institutions to be able to achieve its purposes.

2.24 Conceptual framework of M&E and good governance

Figure 2.2: Conceptual framework on M&E and good governance



Source: Public Services Commission (2008)

Figure 2 above represents the conceptual framework of M&E and good governance which guides the study. The framework is a reflection of the objectives of the study. It is entirely new and has not been adopted by any researcher, either in South Africa or any part in the world. From this framework, the researcher is of the view that an effective M&E system can contribute to transparency, accountability, government commitment, policymaking, social transformation and quality of life. This supports the findings of previous researchers (Basheka & Byamugisha, 2015; Hlatshwayo & Govender, 2015), who concur that an effective M&E system has the potential to

contribute to transparency, accountability, government commitment, policymaking, social transformation and quality of life. The researcher is of the view that when these factors (transparency, accountability, government commitment, policymaking, social transformation and quality of life) are present they will help to promote good governance.

When adopted, this framework can assist institutions and governments on how to promote good governance through an effective M&E system. In addition, it could enlighten all stakeholders (government, provincial governments, departments, municipalities and private sector organisations) on how to ensure an effective M&E system. It could also assist organisations in designing policy documents on M&E and good governance.

2.25 Conclusion

The chapter provided a full discussion on M&E and good governance. Although they are two different words, monitoring and evaluation both aim at providing effectiveness to development projects, as well as addressing the challenges facing them. Monitoring is described as a continuous or ongoing process that employs the systematic gathering of information on specified indicators to provide management and key stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds. Evaluation, on the other hand, refers to the systematic and objective assessment of an ongoing or completed project, programme, or policy such as its design, implementation, and results. The term good governance is described as the use of political authority, power and exercise of control over a society and the management of resources for social and economic development for the benefit of the majority of the citizens.

The chapter was organised in two phases, first with a discussion of M&E, covering its historical development in South Africa, the M&E legislative framework, the purpose of project monitoring and of project evaluation, the principles of M&E, its techniques, the steps in both project monitoring and project evaluation and the importance of M&E. In addition, the nature of M&E in the KZN provincial government and the current organisational policies and their shortfalls were discussed. The differences between the two terms monitoring and evaluation was drawn, before discussing the factors supporting the use of M&E and the factors that hinder the M&E system in most departments in South Africa.

The chapter also discussed the review of literature on good governance and it focused the discussion on the meaning of good governance, its evolution in South Africa, its key indicators, the effectiveness of the Department of Public Works in utilising M&E to support the efforts of promoting good governance, the impact of good governance, a conceptual framework on M&E and good governance, and finally, how an M&E framework can assist organisations in promoting good governance.

CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1 Introduction

This chapter is dedicated to the research methodology. It describes how the investigation was carried out. Research is a systematic and organised effort of investigating a particular problem that requires a solution. Research methodology on the other hand involves the art of gathering, analysing and interpreting data so as to provide a clear understanding of a particular phenomenon (Sale, Lohfeld & Brazil, 2012). In short, research methodology is a process that is used to collect data or information for the purpose of making decisions.

The chapter first outlines the research objectives and questions. This section is followed with the discussion of the design of the research. It proceeds to provide a comprehensive discussion on the research method. The next section presents a brief summary of the case study organisation. It then describes the target population of the study sampling method and the sample size, and the justification of the data collection instruments used. The justification for conducting a pilot study is given before discussing data quality control, the ethical principles, and lastly, the limitations that were encountered and how they were addressed.

3.2 Research objectives

The study sought to achieve the following objectives, which formed the foundation of the entire research:

- 3.2.1 To gain an understanding of M&E in the Department of Public Works in KZN,
- 3.2.2 To analyse the effectiveness of M&E in promoting good governance in KZN,
- 3.2.3 To analyse the impact of M&E in promoting good governance in the Department of Public Works in KZN,
- 3.2.4 To investigate current organisational policies and their shortfalls on M&E in the Department of Public Works in KZN, and
- 3.2.5 To make recommendations to the department on how M&E can promote good governance.

3.3 Research questions

The research questions addressed by the study are listed below.

- 3.3.1 How is M&E in the Department of Public Works in KZN understood?

3.3.2 What is the effectiveness of M&E in promoting good governance in the Department of Public Works in KZN?

3.3.3 What impact does M&E have in promoting good governance in the department?

3.3.4 What are the current M&E policies and shortcomings in the Department of Public Works?

3.4 Research design

Sekaran and Bougie (2013) state that research design consists of the overall plan of the study. It is the master plan that details the procedures and instruments for data collection, the methods of using the data collection instruments and the procedures for analysing the data. The essence of research design is to enable the researcher to plan the study and also to decide on how the study will be completed in a systematic manner. Research design can take various forms such as exploratory, explanatory, causal, descriptive and action research. However, the current study has adopted the exploratory study.

Abiwu (2016), in his previous research, suggests that exploratory research is often undertaken when the researcher has limited information on the subject matter currently under investigation. Sekaran and Bougie (2013) also state that exploratory research is undertaken when the researcher intends to conduct detailed investigation into the phenomenon. According to Richards (2010), exploratory research is important in the sense that it provides a flexible, affordable and faster way of investigating a particular situation or event that occurs. Richards (2010) argues further that an exploratory research can be applied in mixed method research due to its flexibility. It can be used to gather both qualitative and quantitative data as opposed to other types of research designs. He additionally suggests that exploratory research is broad in focus and rarely provides definite answers to specific research issues.

This research was necessarily exploratory, due to the limited scope of existing research on M&E and good governance in the South African context. The application of an exploratory research design in this study enabled the researcher to conduct an in-depth investigation on the matter. This design also allowed the researcher to collect richer information from the respondents. Moreover, it assisted the researcher to clearly define all the objectives that form part of the study.

3.5 Research methodology

Research method constitutes the most important aspect of every research or investigation. It determines the kind of investigation that is conducted. Generally, there are three methods of research: quantitative, qualitative and mixed method. The study utilised the mixed method approach. The justification for using this method is extensively discussed below.

3.5.1 Quantitative research

Richards (2010, p.2) suggests that quantitative research makes use of statistical models to “measure the actual observed outcomes from respondent-completed questionnaires and surveys”. Quantitative research method is often associated with deductive approaches to research. Sekaran and Bougie (2013) maintain that quantitative research involves collecting numerical data. Leppink (2017) supports the views expressed by the above authors that quantitative research typically concerns itself with numerical data.

According to Ponterotto, Mathew and Raughley (2013), quantitative research is important in the sense that it helps in conducting large scale research. Ponterotto et al. (2013) further state that quantitative research ensures that a representative sample is chosen from the entire population. It is also useful in asserting cause-and-effect relationships among constructs or variables of interest in the study. In addition, quantitative research is important in confirming and disconfirming theoretical hypotheses. The use of quantitative method in this study allowed the researcher to gather data from a large sample size. The quantitative research was adopted to gather more reliable information on M&E and good governance. Another justification for using quantitative research is that it made it easier for the researcher to compare data, which helped to ensure consistency.

3.5.2 Qualitative research

Qualitative research is another important approach to research that emerged after quantitative research was heavily criticised. Unlike quantitative, qualitative research does not involve the use of statistical figures but emphasises words rather than quantification of collected and analysed data (Abiwu, 2016). Leppink (2017) postulates that qualitative research addresses ‘how’ and ‘why’ questions as compared with quantitative research.

Harwell (2011) posits that qualitative research deals with discovering and understanding the experiences, perspectives, and thoughts of participants in a unique study. It also involves exploring the meaning, purpose and reality of the phenomenon being studied. The author adds that qualitative

research investigates events or phenomena in their natural settings by attempting to make sense of, or interpret, the events in regard to the meanings people bring to them. He states that qualitative research is used to conduct a detailed exploration of a particular phenomenon of interest where information is gathered by the researcher through case studies, ethnographic work, interviews and so on. This method of research is important because it allows for interactions among participants and researchers in naturalistic settings with few boundaries, resulting in a flexible and open research process. The interaction between the participants and the researcher always ensures that different results are collected from the participants regarding the same topic of interest.

The qualitative approach adopted in this study has enabled the researcher to interact with the participants, which helped her to gather rich data regarding M&E and good governance. Furthermore, this approach was used to tap into the participants' feelings, opinions, experiences and perceptions on M&E and good governance in the organisation.

3.5.3 Mixed method

Mixed method is the third approach to research. This method was introduced a few years ago after both the quantitative and qualitative research methods were challenged by researchers. Creswell (2012) postulates that mixed method research emerged in the past twenty years as an alternative to the quantitative and qualitative method traditions which advocate for the use of different methodological tools to answer research questions under investigation. Ponterotto, Jaya and Brigid (2013) suggest that mixed method became very popular due the challenges associated with qualitative and quantitative research methods. Mixed method refers to the form of investigation where both qualitative and quantitative research methods are used in a single study to explore a particular phenomenon (Bryman, 2012; Klenke, 2016; Ritchie & Lewis, 2013).

The use of both qualitative and quantitative methods (mixed method) in this study has provided the researcher with an opportunity to conduct an in-depth investigation into M&E and good governance. Furthermore, the mixed method has allowed for the triangulation of the results. It was adopted in order to provide better inferences and minimised the unimethod bias. Furthermore, the mixed method was used to compare the qualitative results with those of the quantitative results. This was achieved through sequential mixed method. The qualitative research was conducted first and thereafter the quantitative part of the study was carried out.

3.6 Study location

The location was conducted in the KwaZulu-Natal DPW. The department is located in the KwaZulu-Natal province in Pietermaritzburg (the capital city of KwaZulu-Natal) and has four regions that clusters districts together. The Regions are as follows: North Coast Region, which is clustered as Zululand; Uthungulu and Umkanyakude Districts; Midlands Region, clustered as Amajuba, Uthukela and Umzinyathi Districts; Southern Region, clustered as Ugu, Harry Gwala and UMgungundlovu Districts; and lastly, Ethekwini Region, clustered as Ethekwini Metro and Ilembe District.

3.7 Population of the study

Guzman (2010) states that a study population is the collective of all the items, subjects or things that the researcher is interested in. Sekaran and Bougie (2013) also describe population as the entire group of persons, events or things that are included in a study. Similarly, Salaria (2012) contends that a study population is made up of a group of persons with similar or more characteristics in common that the researcher intends to study. From the three definitions, the study adopted the definition offered by Sekaran and Bougie (2013). The total population of the workers in the DPW in Pietermaritzburg was considered for the study. The population was approximately 500 and it included managers, and senior and junior workers.

3.8 Sampling strategies

Sampling is the process of selecting some units or fractions of a larger population for a representation in a study (Haque, 2008). Probability and non-probability sampling are two kinds of sampling strategies. The sample size of the study was selected using appropriate techniques from these two sampling strategies.

3.8.1 Probability sampling

Odoh (2015) maintains that a probability sampling strategy is used to ensure that every element of the population has the same opportunity to be included in the study. In other words, this sampling strategy is used when the researcher intends to achieve equal representation of the study participants. Probability sampling has various techniques such as systematic, stratified, cluster and simple random sampling. However, simple random sampling design was used to select the participants for the quantitative part of this study, even though stratified sampling is equally relevant in this case.

Suresh, Thomas and Suresh (2011) postulate that a simple random sampling is used to ensure that each element in the defined population has an equal chance for selection to participate in the study. The authors add that this type sampling design ensures that there is no bias in the selection of the sample. This technique of selection avoids, or minimises, double counting of the sample. A sample table was used to ensure the selection of the sample size. This technique allowed the researcher to afford all the respondents a fair chance of being selected for the study.

The researcher followed a series of procedures in recruiting the participants for the study. In the first place, she was given the database, which contained the list and contact details of all the employees in the organisation. Secondly, having been given the database, an email was sent to various employees who qualified to participate in the study. These participants were then contacted in their respective offices, as they are employed in the organisation. Thirdly, the researcher had meetings with the participants to discuss how the study would be conducted. During the meetings, the researcher sought the participants' voluntary participation in the study. Finally, the participants were recruited after they consented to take part.

3.8.2 Non-probability sampling

Non-probability sampling is the opposite of probability sampling. This strategy does not allow for equal representation of the study participants. There are some elements of bias in the selection of the participants (Cresswell & Plano Clark, 2011). Odoh (2015) advocates that non-probability sampling uses what is called "subjective judgment" to select participants for the study. This sampling strategy also has various techniques such as purposive and snowball sampling. The appropriate non-probability sampling technique that was used to select the respondents is purposive sampling.

Palinkas, Horwitz, Green, Wisdom, Duan and Hoagwood (2015) have argued that the purposive sampling technique is useful in qualitative research to identify and select information-rich cases for the most effective use of limited resources. Palinkas et al. (2015) postulate that purposive sampling involves identifying and selecting respondents who possess adequate knowledge, information and experience on the phenomenon. Cresswell and Plano Clark (2011) also expressed a similar opinion, saying that purposive sampling is applied when the researcher intends to conduct the study among a limited number of people due to their knowledge or experience on the subject matter. Therefore, the purposive sampling method was used to select only the respondents who

had much information and experience on M&E and good governance in the department. This technique of sampling also enabled the researcher to collect rich information from the participants.

3.9 Sample size

According to Salaria (2012), a sample can be defined as a portion, element or subgroup of a larger population that is selected for a particular study to provide useful information on the subject matter. Similarly, Suresh et al. (2010) also describe sample size as a unique portion of the whole population who the investigator selected for participation in the study. The sample size of the study was drawn from a sampling frame. A sampling frame constitutes the list of all the units or subgroups in the study population from which the participants are chosen. The sample size of 217 was selected for the study. This sample size was determined using the population and sampling table designed by Sekaran and Bougie (2013). It was based on this recommendation that the sample size of 217 respondents were selected. This sample size was adequate for the collection of relevant, rich and sufficient information on M&E and good governance in the organisation. In regard to the quantitative study, 197 participants were selected to participate in the study, while in the case of the qualitative study, 20 participants were chosen. Sekaran and Bougie (2013) recommend that, for qualitative research, the appropriate sample size selected should range from 7–20. It is against this background that 20 participants were selected for this study.

3.10 Data collection method

The study utilised self-administered questionnaires and personal interviews as the instruments for the data collection. The rationale for using these instruments and the justification for choosing these instruments is highlighted in the discussion below.

3.10.1 Self-administered questionnaire

Questionnaires are the most popular data collection instruments that are used in quantitative research. A self-administered questionnaire contains a list of items which are intended to collect information on some specific phenomenon (Sekaran and Bougie, 2013). Similarly, Abiwu (2016) describes questionnaires as a sequence of research questions that are designed and administered for respondents with the intention of eliciting specific information. The study adopted structured

(close-ended) questionnaires to elicit responses from the participants. This type of questionnaire requires the participants to select the appropriate answers from the list provided by the researcher.

There are several justifications for using questionnaires in a study. Questionnaires enable quick feedback to be gathered from the participants, unlike the case of interviews, which consume a great deal of time. Questionnaires are also very useful data collection instruments because a large amount of data can be collected from participants, compared to other data collection instruments. Furthermore, questionnaires are cheaper to administer, compared to other methods.

The questionnaires covered six important sections. Section A covered questions on the biographical data of the respondents. Section B contained questions on their understanding of M&E in the Department of Public Works. Section C dealt with the effectiveness of M&E in promoting good governance in the department. Section D analysed the impact of M&E in promoting good governance in the department. Section E investigated current organisational policies and their shortfalls on M&E. Section F contained questions regarding recommendations to the department on how M&E can promote good governance.

The questionnaires were constructed in clear and simple terms by considering the educational and ethnic background of the participants. The researcher used English, with the understanding that most of the participants in the organisation were educated.

3.10.2 Personal interviews

The qualitative data was collected with the help of personal interviews with the participants. A personal interview is a conversational encounter between participants and the researcher, where the researcher probes the participants with specific questions relating to the topic under investigation (Abiwu, 2016). This study utilised a structured interview format, where the participants were made to answer the same questions. The interviews with the participants were audiotaped. Each interview lasted between 40–50 minutes. The researcher also took down notes as the interviews proceeded. There were follow-up probes on answers that were not clear. The interviews took place with the participants in their offices.

3.11 Pilot study

A pilot study was first conducted before the large-scale research. Gumbo (2014, p.386) defined a pilot study “as a small investigation to test the feasibility of procedures or protocol prior to a full study”. The pilot study was conducted among eight (8) participants in the organisation, starting from 15th October to 21st October 2018. Both qualitative and quantitative data were collected from the respondents through the pilot study. It was conducted in a place of convenience for the participants and lasted for one week. The pilot was conducted to pretest the research instruments. After the pretest, a few amendments were made to the questionnaires. The researcher reworded some of the statements because they were ambiguous. The researcher also reconstructed the data collection instruments in accordance with each of the objectives in order to make the analysis and discussion easy and simplified.

3.12 Data quality control

Data quality control was addressed through validity, reliability, trustworthiness and credibility. Validity and reliability are linked to quantitative research, while trustworthiness and credibility are associated with qualitative research.

3.12.1 Validity

Sekaran and Bougie (2013) suggest that validity is the extent to which the research instrument measures what it is supposed to measure. It also depicts how valid the research findings or results are. The validity of the research instrument was measured through the use of factor analysis. To determine the validity, the Kaiser-Meyer-Olkin (KMO) and Bartlett's test and the principle component analysis (PCA) were used

3.12.2 Reliability

Sekaran and Bougie (2013) state that reliability is about the consistency of the research instrument in measuring the same event. This implies that the research instrument should produce the same scores when used on several occasions. The study adopted Cronbach's coefficient alpha to test the reliability of the research instrument.

3.12.3 Trustworthiness

Anney (2014) suggests that the aim of trustworthiness in a qualitative inquiry is to support the argument that the inquiry's findings are worth paying attention to. Trustworthiness of the research instrument was determined by ensuring that the research findings presented in the study are the

truthful reflection of what the participants actually said. The researcher distributed the findings and audio tapes to experts for verification and confirmation as to whether the results are trustworthy or not. Copies of the results were also given back to the participants as a form of checking the trustworthiness.

3.12.4 Credibility

Credibility is used to verify the data collected in qualitative research. Anney (2014) recommends that credibility is the confidence that can be placed in the truth of the research findings. It determines whether or not the research findings represent plausible information drawn from the participants' original data and whether the findings are a correct interpretation of the participants' original views. Credibility was demonstrated in this study by ensuring that the findings presented were credible and reflected the opinions and views of the respondents in the study. Additionally, credibility was ensured through the elimination of bias in the data collection and analysis.

3.13 Measurement scale

The study has adopted a five-point Likert scale as the measurement scale. The response choice scoring weights were: Strongly disagree =1; Disagree = 2; Neither agree or disagree = 3; Agree =4; and Strongly agree = 5.

3.14 Data analysis

The data collected from the study were analysed separately. The first section presented and analysed the quantitative data. This was later followed by the presentation and analysis of qualitative results.

Jeanty and Hibel (2011) are of the view that quantitative data analysis passes through three important stages: data reduction, data display and data integration. The study followed these steps to ensure accurate presentation and analysis of the data. The quantitative data gathered were entered into an Excel Sheet and later exported into the Statistical Package for the Social Science (SPSS), version 22.0. The studies made good use of descriptive and inferential statistics. Examples of descriptive statistics used were frequency, percentages, means and standard deviation. Also the kind of inferential statistics used were Cronbach's alpha coefficient, factor analysis, ANOVA, correlation and t-test.

The qualitative data gathered were transcribed and analysed manually. The study followed six important steps in transcribing and presenting the data. There are two ways of analysing the qualitative data: content and thematic analysis. However, the study utilised only thematic analysis. Thematic analysis helped to classify and present the themes that relate to and emerge from the data (Alhojailan, 2012). The researcher chose this approach over content analysis because it helped to illustrate the data in detail and it deals with different topics via interpretation. The use of this approach enabled the researcher to link the various concepts and views of the scholars and compare these with the information solicited from other respondents in different situations at different times when conducting the study. This made it possible for interpretation of the results of the findings. Thematic analysis involves three steps: data reduction, data display and data conclusion. All these three processes were followed in analysing the data.

3.15 Ethical Considerations

The gatekeeper's letter was obtained from the Department of Public Works in KwaZulu-Natal province. Ethical approval was also obtained from the Social Science Research Ethics Committee of the University of KwaZulu-Natal, South Africa. Ethical considerations, or principles that were addressed, include informed consent, anonymity, privacy and confidentiality.

3.15.1 Informed consent

The participants for this study were first approached for their voluntary participation in the study. They were briefed about the purpose of the study and how their participation is important to it. They were also given the opportunity to voluntarily withdraw from the study at any stage. A written informed consent form was distributed to every participant and each of them was made to read it thoroughly. They were required to sign the informed consent form to indicate their voluntary participation in the study. The researcher also disclosed to the participants, procedures for investigation and risks connected to the study prior to the data collection process.

3.15.2 Anonymity

The principle of anonymity in this study was strictly adhered to. Every effort was made to ensure the anonymity of the data by substituting participant names with pseudonyms and limiting identifying information within the dissertation, oral presentations, and subsequent publications. In addition, the researcher ensured that there was no section in the questionnaire and the interview that required the participants to provide their names.

3.15.3 Privacy and confidentiality

Data gathered from the respondents was kept secret at a secured and safe place, as agreed by the supervisor, to prevent unauthorised access. The questionnaires and all the recordings and transcribed materials from the interviews were stored on Compact Disc and kept safely in a locked compartment, which was provided by the researcher's supervisor in the University of KwaZulu-Natal.

3.16 Limitations of the study

There are a number of limitations that confronted the study. The major limitation was that the researcher had difficulty with the previous supervisor. This delayed the entire research, because the university had to allocate the researcher a new supervisor. This constraint also put pressure on the researcher to finish the research within the timeframe. Despite this, the researcher devoted more time to the study to ensure that it could be completed within the stipulated time. Secondly, lack of in-field research and interview opportunity (non-availability of senior management of the department), and limited literature on public service M&E were a major limitation to the study. These limitations, however, were overcome by conducting ethical research per reviewed journals, as well as government sources on M&E as well as other international research and reports. Thirdly, finance was another limitation of the study. The researcher was not under any funding or scholarship in the university. Large amounts of money were spent on printing the questionnaires and the interview. The cost of buying fuel during the data collection was another limitation.

3.17 Conclusion

The chapter extensively discussed the research methodology underpinning the study. It first reiterated the research objectives. It then described the research design as a detailed plan which comprises of how the study was conducted. An exploratory research was employed as the main design and it helped the researcher to conduct an in-depth investigation concerning the subject matter under investigation or discussion. The chapter discussed the relevance of mixed method research in the study. Mixed method was described as an investigation where the researcher employs qualitative and quantitative research methods in one study to explore the phenomenon being studied. The chapter also provided the justification on why the study was conducted in the KwaZulu-Natal Department of Public Works. The target population for the study was the employees and managers in the DPW. The chapter discussed further how random and purposive

sampling methods were used to select the participants for the study. Additionally, the chapter provided the justification on why the sample size of 217 was chosen. Justification was also provided regarding the use of questionnaires and interviews as the main data collection instruments. In addition, it described how the pilot study was conducted and how it contributed to the study. Data quality control was determined by taking into consideration validity, reliability, trustworthiness and credibility. Quantitative data was analysed, using the Statistical Package for the Social Sciences while the qualitative data was analysed manually. Ethical approval was obtained from the Social Science Research Ethics Committee of the University of KwaZulu-Natal, South Africa. The ethical principles that were addressed include informed consent, anonymity, privacy and confidentiality. The final part of the chapter outlined the various limitations that the researcher encountered during the study.

CHAPTER FOUR: PRESENTATION AND ANALYSIS OF QUANTITATIVE DATA

4.1 Introduction

The previous chapter presented the research methodology underpinning the study. This chapter presents the quantitative results of the study. It has been organised into six main sections in accordance with the questionnaire. The demographics of the participants are presented, followed by the nature of M&E in the Department of Public Works. This is followed by the effectiveness of M&E in promoting good governance. This chapter proceeds to present the results of the impact of M&E in promoting good governance. Furthermore, the results on the current organisational policies and their shortfalls on M&E are presented. This chapter is concluded by presenting the results of the recommendations to the Department of Public Works on how the M&E system can be improved.

4.2 Demographic characteristics of sample

The first section of the chapter presents the demographic characteristics of the respondents in relation to their gender, age group, race, educational qualification, nature of employment, years of experience, position and management forum participated in. The results of the study are presented in Table 4.1 below

Table 4.1: Demographic characteristics of the participants

Characteristics	<i>N</i>	%
Gender		
Males	70	45.8
Females	82	53.5
Other	1	0.7
Age groups		
20–25 years	3	2.0
26–30 years	16	10.5
31–35 years	40	26.1
36–40 years	39	25.5
41–45 years	33	21.5
46–50 years	16	10.5

51 years and above	6	3.9
Race		
Black	133	86.9
Coloured	8	5.2
Indian	11	7.2
White	1	0.7
Other	0	0.0
Highest educational qualification		
Diploma	52	34.0
Undergraduate	51	33.3
Honours	29	19.0
Masters	15	9.8
PhD	1	0.7
Other	5	3.2
Nature of employment		
Permanent/full-time	136	88.9
Fixed term contract	6	3.9
Part-time	8	5.2
Other	3	2.0
Years of experience		
<2 years	8	5.2
2–5 years	40	26.1
6–10 years	60	39.1
11–15 years	30	19.6
> 15 years	15	10.0
Position		
Manager	8	5.2
Deputy director	34	22.2
Director	17	11.1
Other	94	64.1
Management forums attended		

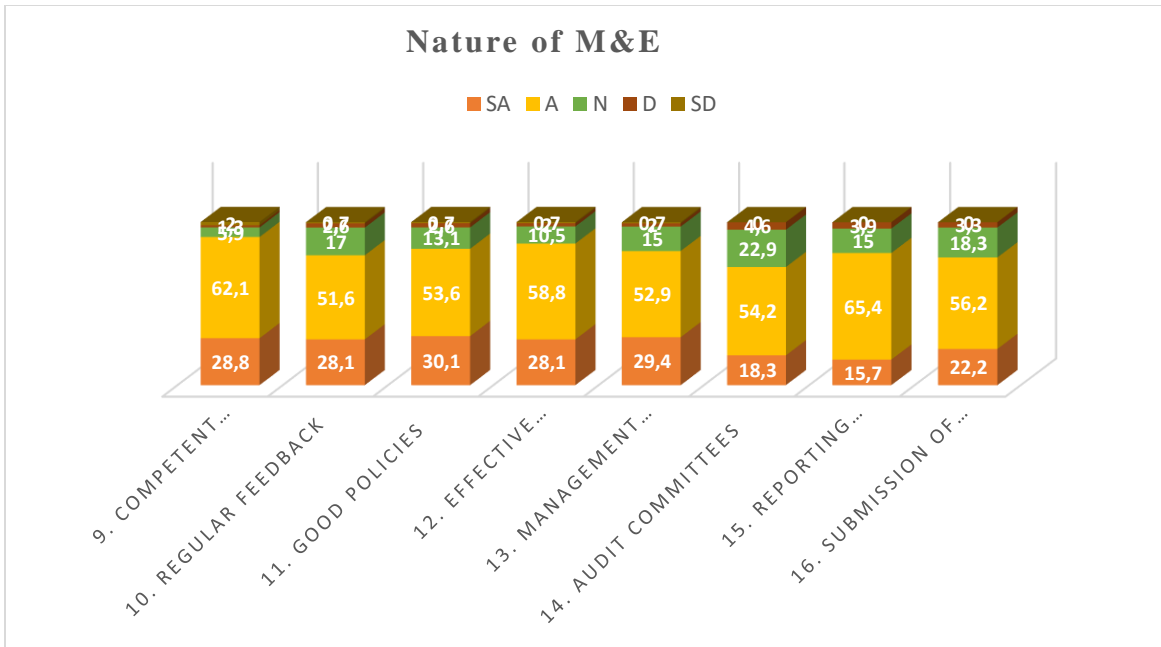
Management	31	21.0
Executive management	14	9.1
Budget from time to time	41	33.3
Other	56	36.6

Table 4.1 shows that males comprised approximately 45.8% of the sample, with the remaining 53.5% being females. With respect to the age group, 2.0% were between the ages of 20–25 years, 33.3% were between the ages of 26–30 years, 26.1% were between the ages of 31–35 years, 25.5% were between 36–40 years, 21.5% were between the ages of 41–45 years, 10.5% were between the ages of 46–50 years, while the remaining 3.9% were above 50 years. Approximately 86.9% of the participants were Black South Africans, 5.2% were Coloureds, 7.2% were Indians and the remaining 0.7% were Whites. Regarding educational qualification, 34.0% obtained Diplomas in various fields, 33.3% held undergraduate degrees in various fields, 19.0% held Honours degrees in various fields, 9.8% held Masters degrees in various fields, 0.7% were PhD holders and the remaining 3.2% had obtained other qualifications. Approximately 88.9% of the participants were permanent workers, 3.9% were on fixed term contract, 5.2% were part-time workers and the remaining 2.0% were employed under different terms. Approximately 5.2% of the participants had worked for less than two years, 26.1% had worked between 2–5 years, 39.1% had worked between 6–10 years, 19.6% had worked between 11–15 years and the rest of the participants, representing 10.0%, had worked for more than 15 years. About 5.2% were managers, 22.2% were deputy directors, 11.1% were directors and remaining 64.1% were employed in different positions. Approximately 21.0% of the respondents said that they participated in management forums, 9.1% indicated that they attended executive management forums, 33.3% said that they attended budget forums and the remaining 36.6% of the respondents said that they attended other forums.

4.3 Nature of M&E in the Department of Public Works

This section of the study investigates the nature of M&E in the Department of Public Works. The results from the study are presented in Figure 4.1 below.

Figure 4.1 Nature of M&E in the Department of Public Works



The results from Figure 4.1 show that the majority of the respondents (90.9%) agreed that M&E requires the appointment of competent personnel, while only a few (3.3%) disagreed that M&E requires appointment of competent personnel. Also, approximately 70.7% of the respondents, which constituted the majority, agreed that M&E requires regular feedback on the project implemented and only a small proportion of the respondents (3.3%) disagreed with this requirement. Furthermore, the majority (83.7%) of the respondents agreed that M&E requires the design and implementation of good policies, while only a few (3.3%) of the respondents disagreed with this. The results of the study indicated that most (86.9%) of the respondents agreed to the notion that the nature of M&E requires effective communication on the policies that are designed and implemented, while a few (2.7%) disagreed with this requirement. Findings revealed that the largest proportion (82.3%) of the respondents agreed that the nature of M&E requires total commitment from personnel in charge, but only a few (2.7%) disagreed. A high proportion of the respondents (72.5%) said that they were aware of how audit committees function in the department, while only 4.6% said they were not. Again, the results revealed that 81.1% of the respondents agreed that the reporting of financial misconduct to the PSC is useful and serves as a deterrent among staff within the department to committing fraud, however a few (3.9%) of the respondents disagreed with this. Finally, 78.4% of the respondents agreed that the submission of

reports to external oversight bodies helps to tighten the internal management process in the department and improves its own M&E capacity and capability, while only a small proportion (3.3%) of the respondents disagreed.

4.4 Effectiveness of M&E in promoting good governance

The second objective of the study was to investigate the effectiveness of M&E in promoting good governance. The results from the study are presented in Figure 4.2 below.

Figure 4.2 Effectiveness of M&E in promoting good governance

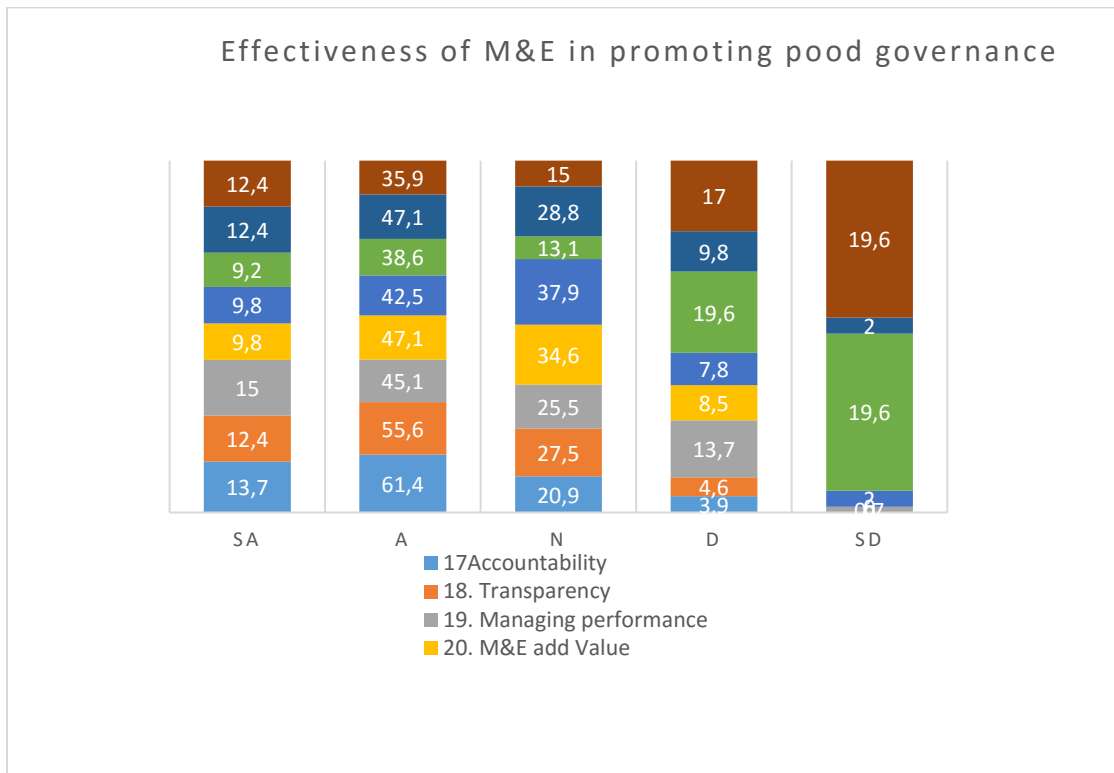


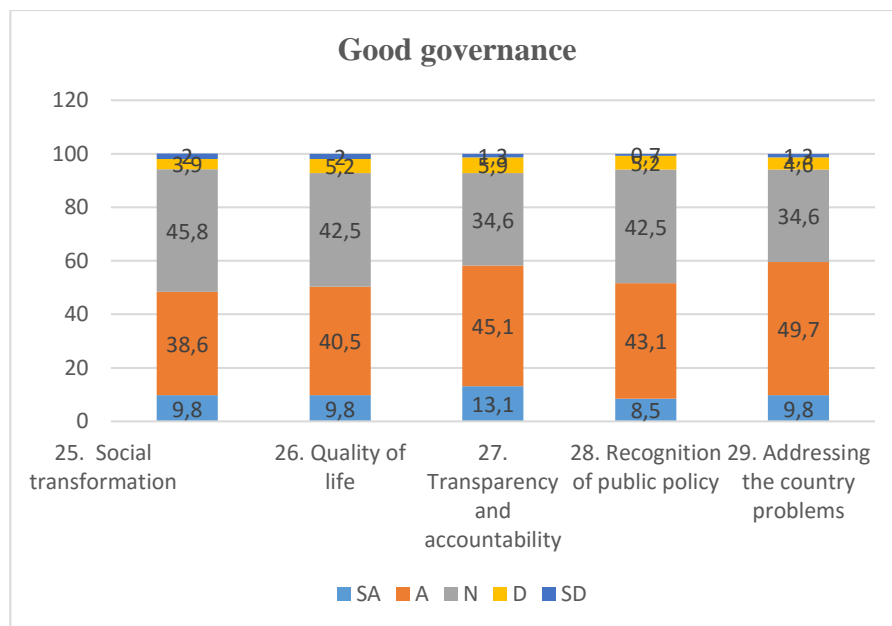
Figure 4.2 above depicts the effectiveness of M&E in promoting good governance. The results indicate that 75.1% of the respondents agreed that the M&E system in the Department of Public Works is effective in ensuring accountability, while only a few (3.9%) of the respondents disagreed. Concerning transparency, 68% of the respondents agreed to the view that the M&E process in the department is effective enough to promote transparency, but 4.6% of the respondents disagreed. Approximately 60.1% of the respondents agreed that the M&E system in the department is very effective in managing the performance of the staff, while a few (4.4%) disagreed.

Furthermore, 56.9% of the respondents agreed that the M&E system in the department is effectively integrated into the institutional management arrangements to add value to the department, but the minority of 8.5% disagreed. The results show that 52.3% of the respondents agreed that the M&E system assists the government to respond to the urgent needs of the community, whereas 9.8% of the respondents disagreed. The results show that 47.8% agreed that M&E function within the department is well located and adequately capacitated, while 13.1% neither agreed nor disagreed, with the remaining 39.2% disagreeing. A higher number of the respondents (59.5%) agreed that M&E component adds value to employees work in that it produces useful management tools and information, but 11.8% of the respondents disagreed. Lastly, 48.3% of the respondents agreed that the department takes M&E very seriously and sees it as a critical management tool, while 36.6% of the respondents disagreed with this view.

4.5 Impact of M&E in promoting good governance

The third objective of the study explored the impact of M&E in promoting good governance. There were five items in this section that measured good governance. The results of the study are presented in Figure 4.3 below.

Figure 4.3 Impact of M&E in promoting good governance



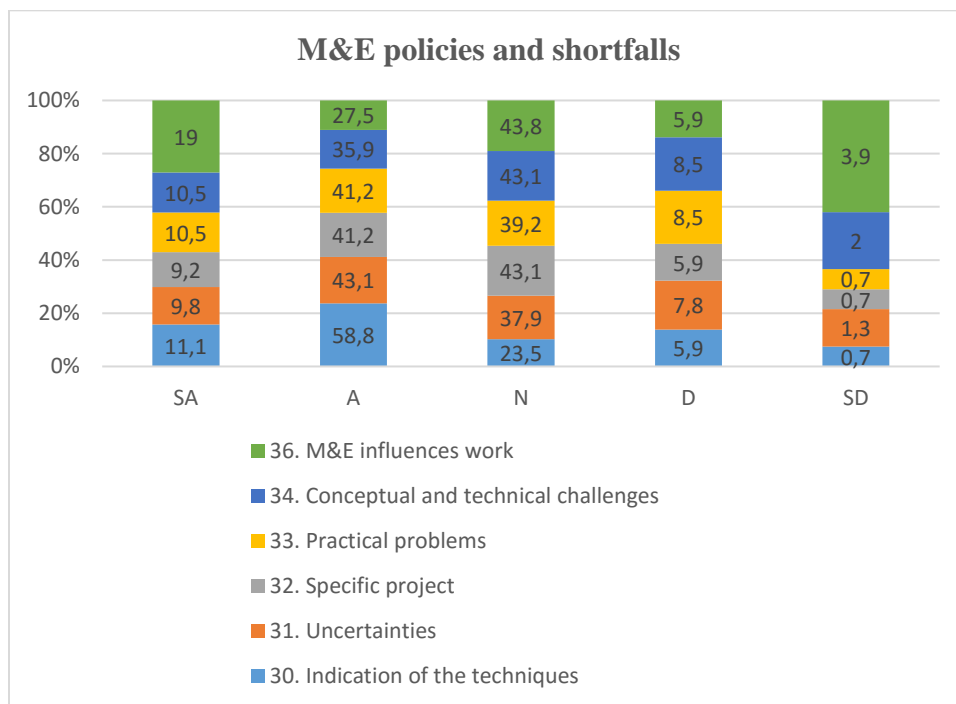
The Figure 4.3 above depicts the impact of M&E in promoting good governance. The results of the study show that 48.4% agreed that the M&E system helps to promote social transformation,

45.8% neither agreed nor disagreed, while the remaining 5.9% disagreed. In relation to quality of work life, 50.3% agreed that M&E contributes to quality of life through the creation of a better Africa and better world, 42.5% neither agreed nor disagreed with this view and the remaining 7.2% disagreed. Concerning transparency and accountability, 58.2% of the respondents were in agreement that the M&E process is effective enough to promote transparency and accountability in the department, 34.6% neither agreed nor disagreed, and 7.2% disagreed. The results revealed that 51.6% of the respondents agreed that that M&E assists the government to understand and appreciate the political, economic and sociocultural environment in which public policies operate, 42.5% neither agreed nor disagreed, and the remaining 7.9% of the respondents disagreed. Finally, the findings showed that 59.5% of the respondents agreed that the M&E system allows the government to address the challenges affecting the country, 39.2% neither agreed nor disagreed, while the remaining 5.9% disagreed.

4.6 Department M&E policies and their shortfalls

Figure 4.4 below shows the results on department M&E policies and their shortfalls. There are six main items in this section measuring the policies on M&E and their shortfalls. The results are presented below.

Figure 4.4 Department M&E policies and their shortfalls

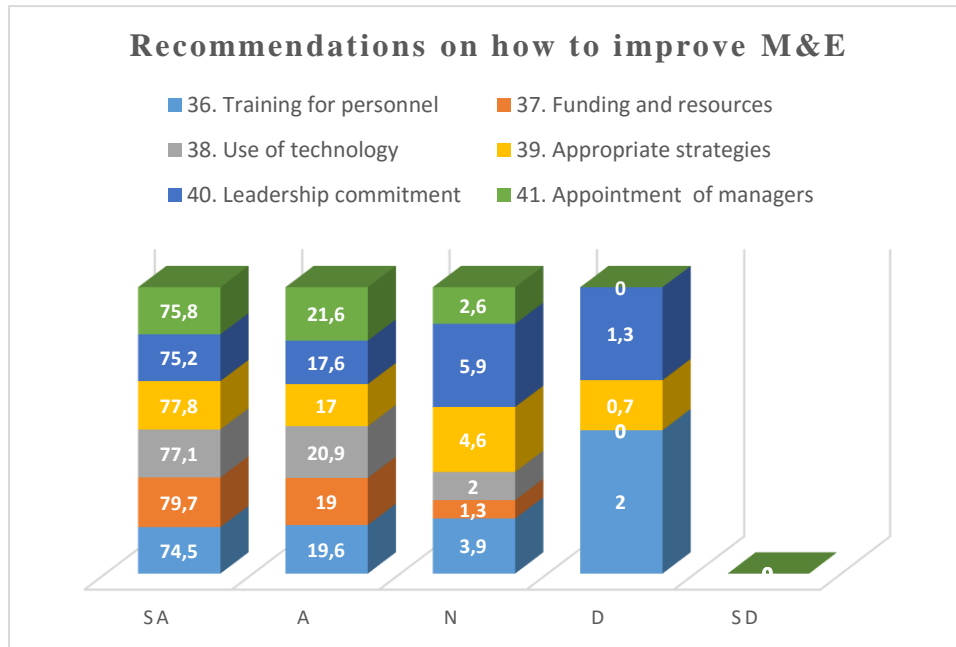


In Figure 4.4 above, 69.9% of the respondents stated that they were aware that the current M&E policies in the department indicate the M&E techniques to be used, 23.5% neither agreed nor disagreed and the remaining 6.6% disagreed. Furthermore, 52.9% of the respondents agreed that they have the information that the M&E policies in the department make provision for uncertainties or changes in the future, 37.9% neither agreed nor disagreed, while the remaining 9.1% of the respondents disagreed. Findings further revealed that 50.4% of the respondents agreed that the M&E policies in the department are tailored to address a specific project or programme, 31.1% neither agreed nor disagreed, while 6.6% disagreed. Findings reveal that 51.2% of the respondents agreed that they are confident that the M&E policies in the department are designed to address practical problems that constrain the production and use of knowledge, 39.2% of the respondents neither agreed nor disagreed, while the remaining 9.2% of the respondents disagreed. The results show that 46.4% of the respondents were in agreement that the M&E policies are tailored to address conceptual and technical challenges, 43.1% of the respondents neither agree nor disagreed, and the remaining 10.5% disagreed. Lastly, the results indicate that 46.5% of the respondents agreed that they were fully aware that the M&E policies do not influence work, 43.8% neither agreed nor disagreed, while 9.8% disagreed.

4.7 Recommendations on how to improve M&E system in the department

The last objective of the study sought to determine from the respondents how to improve the M&E system in the Department of Public Works. The recommendations are presented in Figure 4.5 below.

Figure 4.5 Recommendations on how to improve the M&E system in the department



In Figure 4.5 above, 94.1% of the respondents recommended that the department should provide training for personnel involved in the M&E process, 3.9% of the respondents neither agreed nor disagreed, while the remaining 2.0% disagreed. The results show that 98.7% recommended that the department should look for sources of funding and provide resources to support the M&E process and the remaining 1.3% neither agreed nor disagreed. The results also reveal that 92% of the respondents agreed that the department should develop an M&E technology system to collect information easily and systematically. However, a few (2.0%) of the respondents neither agreed nor disagreed with this recommendation. The high figure of 94.8% of the respondents suggested that appropriate strategies should be developed and implemented to support the M&E process in the department, 4.6% neither agreed nor disagreed, and the remaining 0.7% disagreed. In addition, the results show that 92.8% of the respondents recommended that a strong political/leadership commitment is necessary to support M&E in the department, 5.9% neither agreed nor disagreed, while 1.3% disagreed. Lastly, 97.4% of the respondents suggested that high performing managers should be appointment in the department to be in charge of the M&E system, while the remaining 2.6% of the respondents neither agreed nor disagreed.

4.8 Descriptive statistics

As mentioned in Chapter Three, the study adopted descriptive statistics such as mean, standard deviation, minimum, maximum and range. The descriptive statistics are presented in accordance with the outlined objectives.

4.8.1 Understanding of M&E in the department

As mentioned above, the first objective of the study investigated the respondents' understanding of the nature of M&E in the Department of Public Works. Using the descriptive statistics, the results are presented in Table 4.2 below.

Table 4.2 The nature of M&E

Descriptive Statistics

Items	N	Range	Minimum	Maximum	Mean	Std. Deviation	Kurtosis	
	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Std. Error
Nature of M&E	153	3.25	1.75	5.00	4.0310	.54717	2.082	.390
Valid N (listwise)	153							

The first objective of the study was to investigate the nature of M&E in the Department of Public Works. The mean score (Mean = 4.0310), as reflected in the Table 4.2, indicates that the respondents were satisfied with the nature of M&E in the department.

4.8.2 Effectiveness of M&E in promoting good governance

The next objective determined the effectiveness of M&E in promoting good governance in the Department of Public Works. The results from the study are presented in Table 4.3 below.

Table 4.3 Effectiveness of M&E in promoting good governance

Descriptive Statistics

Items	N	Range	Minimum	Maximum	Mean	Std. Deviation	Kurtosis	
	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Std. Error
Effectiveness of M&E	153	3.25	1.75	5.00	3.4877	.73516	-.907	.390
Valid N (listwise)	153							

The descriptive statistics reveal that the mean score ($M = 3.4877$), as reflected in the Table 4.3, indicates that the respondents were satisfied with the effectiveness of M&E in promoting good governance in the Department of Public Works. Per the rule of thumb, a mean score greater than three implies that the outcomes of the study are satisfactory.

4.8.3 Good governance

The third objective of the study investigated the impact of M&E in promoting good governance. The findings are presented in Table 4.4 below.

Table 4.4 Promoting good governance in the Department of Public Works

Descriptive Statistics

Items	N	Range	Minimum	Maximum	Mean	Std. Deviation	Kurtosis	
	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Std. Error
Good governance	153	4.00	1.00	5.00	3.5595	.69523	.663	.390
Valid N (listwise)	153							

The descriptive statistics reveal that the mean score ($M = 3.5595$), as reflected in the Table 4.4, indicates that the respondents were satisfied with how M&E impacts on good governance in the Department of Public Works.

4.8.4 M&E policies and their shortfalls

The fourth objective of the study examined the current M&E policies in the Department of Public Works and their shortfalls. The main findings from the study are presented in Table 4.5 below.

Table 4.5 M&E policies and their shortfalls

Descriptive Statistics

Items	N	Range	Minimum	Maximum	Mean	Std. Deviation	Kurtosis	
	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Std. Error
M&E policies and shortfalls	153	3.50	1.50	5.00	3.5447	.67322	.000	.390
Valid N (listwise)	153							

In Table 4.5 above, the descriptive statistics show that the mean score ($M = 3.5447$) indicates that the respondents were satisfied with the policies and their shortfalls on M&E in the Department of Public Works.

4.8.5 Recommendations to the Department of Public Works on how to improve M&E

The last objective of the study sought to determine from the respondents how to improve the M&E system within the Department of Public Works.

Table 4.6 Recommendations to the Department of Public Works on how to improve M&E
Descriptive Statistics

	N	Range	Minimum	Maximum	Mean	Std. Deviation	Kurtosis	
	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Std. Error
Recommendations to improve M&E	153	2.00	3.00	5.00	4.7200	.41299	1.893	.390
Valid N (listwise)	153							

The descriptive statistics from Table 4.6 above show the mean score ($M = 4.7200$) indicating that the respondents were satisfied with various recommendations on how M&E system can be improved in the Department of Public Works.

4.9 Inferential statistics

In this study, inferential statistics are computed to enable the researcher to draw conclusions based on each of the objectives. The inferential statistics used include Cronbach's alpha coefficient correlations, factor analysis, ANOVA and t-test

4.9.1 Reliability: Cronbach's alpha coefficient

The reliability of the research instrument (questionnaire) is determined using Cronbach's alpha coefficient. The results from the study are presented in Table 4.7 below.

Table 4.7 Reliability of the measuring instrument: Cronbach's coefficient alpha

Dimension	N of items	Cronbach's coefficient alpha
Section B: Nature of M&E	8	0.878
Section C: Effectiveness of M&E	8	0.892
Section D: M&E and good governance	5	0.920
Section E: Policies on M&E	6	0.886
Section F: Recommendations to improve M&E	6	0.838
All dimensions (Sections B, C, D, E, & F)	33	0.923

Table 4.7 indicates Cronbach's coefficient alpha that was employed for the questionnaire regarding the five dimensions of M&E such as its nature, effectiveness, effect on good governance, policies on M&E and recommendations to improve M&E. As reflected in sections B, C, D, E and F of the questionnaire, there is a very high level of inter-item consistency ($\alpha = 0.923$). The reliability of all the above five dimensions were also assessed as separate dimensions. All the dimensions, the nature of M&E ($\alpha = 0.878$), the effectiveness of M&E ($\alpha = 0.892$), M&E and good governance ($\alpha = 0.920$), policies on M&E ($\alpha = 0.886$) and recommendations to improve M&E ($\alpha = 0.838$), have high levels of inter-item consistency. Sekaran and Bougie (2016) suggest that the closer to 1 Cronbach's coefficient alpha is, the higher the internal consistency reliability. Therefore, it is evident that the questionnaire used to measure the dimensions of the study is reliable and capable of producing consistent results.

4.9.2 Validity: Factor analysis

The validity of the self-developed questionnaire was measured using factor analysis. The factor analysis was computed on all five dimensions (nature of M&E, effectiveness of M&E, M&E and good governance, policies on M&E and recommendations to improve M&E).

Table 4.8 KMO and Bartlett's test for the M&E sub-scale

KMO and Bartlett's test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy	.830
Bartlett's Test of Sphericity	Approx. Chi-Square
	Df
	Sig.
	3949.342
	528
	.000

The factor analysis results for the M&E sub-scale are shown in Table 4.7 above. Hair et al. (2010:243) state that the “KMO measure of sampling adequacy index ranges from 0 to 1, reaching 1 when each variable is perfectly predicted without any error by other variables”. This measure can be interpreted as follows:

- i. 0.80 or above (meritorious);
- ii. 0.70 or above (middling);
- iii. 0.60 or above (mediocre);
- iv. 0.50 or above (poor); and
- v. below 0.50 (unacceptable).

Table 4.8 shows that MSA for the nature of M&E in the Department of Public Works is 0.830 and Bartlett’s test is significant, which indicates that the data set complies with the requirements of sampling adequacy and sphericity for the factor analysis performed.

The principle component analysis extracted five components (factors) and is presented below, and a verimax rotation was conducted to make the components (factors) interpretable.

Table 4.9 Validity of the measuring instrument using principal component: factor analysis

Rotated Factor Matrix^a

	Factor				
	1	2	3	4	5
SecB_9	.036	.038	.650	-.085	.160
SecB_10	.232	.170	.775	-.068	.074
SecB_11	.063	.185	.816	-.074	-.051
SecB_12	.156	-.013	.832	.089	-.010
SecB_13	.016	.118	.796	.053	.020
SecB_14	.148	.059	.480	.056	.357
SecB_15	.009	.147	.412	.156	.587
SecB_16	.015	.239	.427	.157	.526
SecC_17	.096	.717	.223	.137	.154
SecC_18	.125	.800	.226	.024	.139
SecC_19	.338	.729	.095	-.031	.049
SecC_20	.441	.695	.081	-.002	.080
SecC_21	.403	.582	.062	-.008	.164
SecC_22	.637	.451	.107	-.166	-.233
SecC_23	.483	.518	.082	-.004	.108
SecC_24	.659	.397	.083	-.188	-.168
SecD_25	.500	.399	.021	-.109	.523
SecD_26	.526	.324	-.029	-.064	.525
SecD_27	.446	.573	-.005	-.068	.380
SecD_28	.712	.247	-.039	-.028	.341
SecD_29	.716	.289	.048	.046	.239
SecE_30	.581	.211	.112	.131	.190
SecE_31	.754	.109	.191	.182	.131
SecE_32	.770	.158	.077	.206	.090

SecE_33	.761	.298	.158	.157	.058
SecE_34	.669	.241	.149	.260	-.038
SecE_35	.588	-.110	.059	.097	-.123
SecF_36	.061	.108	-.050	.487	.167
SecF_37	.040	.081	.036	.732	.024
SecF_38	.080	.052	.046	.803	-.078
SecF_39	.102	-.091	.107	.687	-.027
SecF_40	.089	-.206	-.017	.660	.011
SecF_41	.045	.047	-.119	.820	.041

Extraction method: principal axis factoring

Rotation method: Varimax with Kaiser Normalization

a. Rotation converged in 7 iterations

From Table 4.9 above, all items >0.45 were considered to be significant and when an item loaded significantly on more than one factor, only that with the highest loading was accepted. Table 4.8 also indicates that 13 items loaded significantly on Factor 1. In relation to these 13 items three of the items relate to M&E effectiveness, two relate to good governance, six items relate and the remaining two items relate to recommendations on M&E. However, since a majority of the items relate to M&E policies, Factor 1 can be labelled as M&E policies.

From Table 4.9, eight items loaded significantly on Factor 2. In terms of these eight items, seven relate to M&E effectiveness and one item relates to the impact of M&E on good governance. Therefore, Factor 2 can be labelled as M&E effectiveness.

From Table 4.9 above, six items loaded significantly on Factor 3. All the six items related to the nature of M&E, hence Factor 3 can be labelled as the nature of M&E.

Table 4.9 shows that seven items loaded significantly on Factor 4. In relation to these seven items, one item relates to policies and shortfalls on M&E, and the remaining six items relate to recommendations to improve M&E. Therefore, since most of the items relate to recommendations on how to improve M&E, Factor 4 can be labelled as such.

Finally, Table 4.9 depicts that four items loaded significantly on Factor 5. Out of these items, two relate to the nature of M&E, while another two items relate to good governance. However, since two items loaded equally in this Factor, only the item with the highest significant number can be accepted. Therefore, Factor 5 can be labelled as the nature of M&E.

4.9.3 Pearson’s correlations: the nature of M&E, policies and good governance

In order to determine whether relationships exist between the nature of M&E, policies and good governance, Pearson’s product-moment correlation coefficient was calculated and tested for significance.

Table 4.10 Nature of M&E, policies and good governance

Correlations

		M&E	Policies	Good governance
M&E	Pearson Correlation	1		
	Sig. (2-tailed)			
	N	153		
Policies	Pearson Correlation	.265**		
	Sig. (2-tailed)	.001		
	N	153	153	
Good governance	Pearson Correlation	.285**	.596**	
	Sig. (2-tailed)	.000	.000	
	N	153	153	153

** . Correlation is significant at the 0.01 level (2-tailed).

The results of the study show that there is a significant relationship between good governance and the nature of M&E. Additionally, the results of the study indicate that there is a significant

relationship between good governance and M&E policies. The next section of the chapter presents the analysis of variance (ANOVA) in relation to all the dimensions in the questionnaire.

4.9.4 ANOVA

The study investigates whether the demographic variables of age, education, the nature of employment, experience and position influence M&E and governance in the Department of Public Works.

Table 4.11 ANOVA: Dimensions of age, education, employment status, experience and position

Statement	Age		Education		Emp. Status		Experience		Position	
	F	P	F	P	F	P	F	P	F	P
Nature of M&E	.460	.837	2.746	.031	.134	.969	.447	.815	3.531	.016
Effectiveness of M&E	1.372	.230	2.320	.060	1.43	.225	1.768	.123	2.306	.079
Good governance	.815	.560	1.740	.144	2.349	.057	2.096	.069	1.482	.222
M&E policies	1.334	.246	1.008	.405	1.248	.293	1.201	.312	.884	.451
Improving M&E	.356	.905	1.105	.356	.892	.471	1.094	.366	3.412	.019

The results of the statistical analysis used in relation to the ANOVA for the five main objectives are presented in Table 4.11 above. In terms of age, results of the study show no statistically significant difference in the nature of M&E, ($F = 0.46$, $p > 0.05$), effectiveness of M&E ($F = 1.372$, $p > 0.05$), good governance ($F = 0.815$, $p > 0.05$), M&E policies ($F = 1.334$, $p > 0.05$) and improving M&E ($F = .356$, $p > 0.05$). Concerning education and all the dimensions, the results of the study show no statistically significant difference in the effectiveness of M&E ($F = 2.320$, $p > 0.05$), good governance ($F = 1.740$, $p > 0.05$), M&E policies ($F = 1.008$, $p > 0.05$) and improving M&E ($F = 1.105$, $p > 0.05$). However, there is a statistically significant difference in the nature of M&E ($F = 2.746$, $p < 0.05$).

In terms of employment status, the results of the study indicate no statistically significant difference in the nature of M&E ($F = 0.134$, $p > 0.05$), effectiveness of M&E ($F = 1.43$, $p > 0.05$),

good governance ($F = 2.349, p > 0.05$), M&E policies ($F = 1.248, p > 0.05$), and improving M&E ($F = 0.892, p > 0.05$). Concerning working experience, the results show no statistically significant difference in the nature of M&E ($F = 0.447, p > .815$), effectiveness of M&E ($F = 1.768, p > 0.05$), good governance ($F = 2.096, p > 0.05$), M&E policies ($F = 1.201, p > 0.05$) and improving M&E ($F = 1.094, p > 0.05$). In relation to position, the results reveal that there is a statistically significant difference in the nature of M&E ($F = 3.531, p < 0.05$) and improving M&E ($F = 3.412, p < 0.019$). However, there is no statistically significant difference in effectiveness of M&E ($F = 2.306, p > 0.05$), good governance ($F = 1.482, p > 0.05$) and M&E policies ($F = 0.884, p > 0.05$).

4.9.11 One sample t-test

The sample t-test was calculated to determine whether gender influences M&E and good governance in the Department of Public Works. The results of the statistical analysis using inferential statistics are shown below.

Table 4.12 One sample t-test

	T-test					
	T	Df	Sig. (2-tailed)	Mean Difference	Mean	Standard deviation
Nature of M&E	68.519	152	0.000*	3.03105	4.0310	0.54717
Effectiveness of M&E	42.850	42.850	0.000*	2.10703	3.1070	.60823
Good governance	39.737	152	0.000*	1.83529	2.8353	.57129
M&E policies	57.311	152	0.000*	2.73529	3.7353	.59035
Improving M&E	111.418	152	0.000*	3.72004	4.7200	.41299

Table 4.12 shows that there is a significant difference in the perceptions of male and female workers in the Department of Public Works regarding the nature of M&E, effectiveness of M&E, good governance, M&E policies and improving M&E, at the 1% level of significance.

4.10 Conclusion

The chapter presented and analysed the results of the quantitative study in accordance with the key research objectives. The results were analysed and interpreted using both descriptive statistics (frequency, range, mean and standard deviation) and inferential statistics (Cronbach's alpha coefficient correlations, factor analysis, ANOVA and t-test).

CHAPTER FIVE: PRESENTATION AND ANALYSIS OF QUALITATIVE DATA

5.1 Introduction

The previous chapter presented and analysed the quantitative data collected from the respondents through the questionnaire. This chapter proceeds to present and analyse the qualitative data. The researcher interviewed 15 participants, even though the sample size selected was 20. All audiotaped data were transcribed manually by the researcher. Analyses were conducted using thematic analysis, which makes use of newly designed interview questions to structure the process of analysis. The thematic analysis involves sorting or coding the data into themes and categories by identifying, analysing and repeating all the patterns which emerge from the data (Oppong Asante, Osafo & Nyamekye, 2014). The themes identified are important and they relate to the research objectives and assist in answering specific research questions. Oppong Asante et al. (2014) state that thematic analysis involves six steps. The study has adopted these steps to analyse the data. The first step involved the transcription of the data. The second step was the iterative process where the researcher read and reread the data and got deep into the data. The third and fourth steps involved the identification of themes and codes relevant to the aims and objectives of the study. The fifth step dealt with restructuring and revisiting the themes which emerged from the study in order to ensure that the analysed data were focused and detailed enough. The last step involved the process of grouping the coded data under different broad themes.

The presentation and analysis of the data were in accordance of the five research objectives which were

- to gain an understanding of the nature M&E in the Department of Public Works in KwaZulu-Natal ;
- to analyse the effectiveness of M&E in promoting good governance in KwaZulu-Natal;
- to analyse the impact of M&E in promoting good governance with the Department of Public Works in KwaZulu-Natal;
- to investigate current organisational policies on M&E and their shortfalls in the Department of Public Works in KwaZulu-Natal; and

5.2 Understanding the of nature M&E in the Department of Public Works

The first objective of the study investigated the nature of M&E in the Department of Public Works. Using thematic analysis, five broad themes were identified. These themes described the

participants' opinions, perceptions and understanding of how M&E functions within the Department of Public Works. The results of the study are presented as follows.

5.2.1 Appointment of qualified staff

Most (n = 7) of the participants expressed their understanding that M&E requires effective communication to ensure the stakeholders are informed of relevant information concerning the implementation and progress relating to a project. Below are some of the transcribed comments in this regard.

It is critical to communicate the policies relating to M&E so that everybody will understand what is expected of him/her (Participant 2). I think communication is important because it helps to provide regular feedback in terms of the implementation processes and achievement of the department so that we will know early whether we are going according to plan and provide corrective measures as soon as possible (Participant 3).

Monitoring and evaluation is a complex organisational activity which requires the service of competent employees or personnel. However, the failure of an institution to appointment or recruit the most qualified persons as monitors and evaluators will affect the success of projects.

5.2.2 Ensuring regular and constant feedback

The majority (n = 8) of the participants perceived M&E as important in ensuring regular and constant feedback on an implemented project so that decisions can be taken regarding whether things are going according to plan or not. Some of the iterative voices from the interviews are presented below.

M&E helps in provision of early warning of poor performance so that we can provide interventions/corrective measures (Participant, 1). I think it provides important guidance in terms of the implementation process so that everybody in the value chain will know what is exactly needed to be done to ensure proper implementation (Participant 2).

The success or failure of a project largely depends on how feedback is communicated to all the stakeholders. Therefore, M&E is a strategic tool that helps organisations to track the progress of their projects. Many organisations across the world rely on M&E as a means of providing regular feedback on projects in order to determine how well it is going according to plan.

5.2.3 M&E requires effective communication

The results of the study show that most of the participants expressed their understanding that M&E requires effective communication at every stage of a project. Two comments from the interviews are presented below.

It is critical to communicate policies relating to M&E (Participant 2). Communication is required to inform everyone about the progress in relation to the projects that have been undertaken (Participant 2).

Communication is a critical tool in every organisation. No organisation or individual can exist without some form of communication. Many institutions are using M&E as strategic tools for communicating with their stakeholders concerning how well their projects are progressing as planned. Through M&E, stakeholders are informed about whether an organisation's project is doing well according to plan or not, so that corrective actions can be taken.

5.2.4 Commitment from the personnel and management

From the interviews, some of the participants expressed the view that M&E requires total commitment from both the personnel and management. A few comments from the various interviews are presented below.

The personnel in charge of M&E are required to report on monthly, quarterly or annually basis, hence the person is required to be committed to his/her work (Participant 2). I think that M&E also requires total commitment from personnel because this is a tool for the department in terms of knowing how well the projects are doing in terms of service delivery. So commitment from personnel is important, it provides critical role because that person will provide regular report and engage sections in terms of finding out how far they are with their projects and precautionary measures (Participant 4). Management buy-in is required and plays a central role (Participant 5).

In recent times, various research articles have paid more attention to employee commitment and attitudes to work in order to enhance the quality of their service delivery or job performance. M&E is an important strategic tool demanding total commitment from the organisation as well as staff. In today's competitive business environment, most organisations are facing new challenges regarding sustained productivity and creating a committed workforce. There is no organisation

that can perform at peak levels unless the employees are committed to the organisation's objectives. Therefore, for M&E to function effectively in terms of its projects and activities, it requires total commitment from all staff, especially those that are directly involved.

5.2.5 Submission of reports to external oversight bodies

Some of the participants understood that M&E requires the submission of reports to external oversight bodies in order to tighten the internal management processes, and improve M&E capacity and capability. Two direct comments from interview are presented as follows.

Reporting to oversight structures provides accountability and transparency and also promotes service delivery to the communities we serve (Participant 1).

However, one participant expressed the view that: *Oversight report does not tighten internal management processes for the sake of compliance. M&E capacity is urgently required in this department (Participant 2).*

5.3 Effectiveness of M&E

The second objective of the study explored the effectiveness of M&E in promoting good governance in the Department of Public Works. Using the thematic analysis, a few themes were identified which relate to the research objective. The results of the study are presented as follows.

5.3.1 Promotion of accountability and transparency

The study found that M&E are very power tools which promote accountability and transparency within the work environment. The following are a few comments that emerged from the interviews with the participants.

M&E is trying to spread the word of accountability and transparency. People are accountable for their actions (Participant 1). I think M&E ensure accountability and transparency because it ensure that every individual in the department gets the work done to meet mandate of the department (Participant 3). M&E, as a tool, promotes accountability and transparency because whatever target you achieve you have to provide evidence of that achievement (Participant 4)

The increasing interest in the transparency and accountability, especially within the public sector in most countries, forms part of a renewed governance agenda that has an effect on global and

domestic arenas. At the international level, the transparency and accountability agenda seeks to alleviate the negative effect of the global financial crises and promotes a greater balance between the rich and poor. Monitoring and evaluation is an important tool in promoting good governance.

5.3.2 Employee performance

The results of the study showed that M&E are important tools enhancing employee performance. From the interviews, a majority (n = 9) of the participants were of the view that Monitoring and evaluation do not track progress, but encourage people to meet their targets. A few comments from the interviews are presented below.

I believe that M&E ensure that targets are met with agreed time period and agreed budget (Participant 3). I think M&E keep people on track, especially when they are not meeting their targets, hence they serve as a meaning of increasing people's performance (Participant 5).

Monitoring and evaluation assists those involved with projects to assess if progress is being achieved in accordance with expectations. M&E processes are conducted for many reasons and one of which is to learn “what works and does not”. Through an effective M&E system, people are able to assess their level of performance and make decisions on how well to perform their roles.

5.3.3 Addressing urgent needs of communities

The study found that M&E are powerful tools used by many governments or institutions to address the urgent needs of their communities. A few (n = 5) of the participants expressed their views regarding how M&E helps the government to attend to urgent needs of citizens. Some of the direct comments from the study are presented below.

Through M&E, the government or the department is able to identify the pressing challenges affecting the communities and urgent steps are taken to address such challenges (Participant 3). M&E is seen as central activities within the department, which is linked to an intervention to meet the communities demands (Participant 4).

M&E are important tools which every government relies on to address the needs of citizens. An effective M&E system enables the government in this and to determine how such needs should be fulfilled or met.

5.3.4 Integration of M&E into institutional management arrangements

The results of the study suggest that M&E can be effectively integrated into an institutional management arrangement in order to add value to the organisation. The participants expressed the following opinions.

M&E need to be understood in order to add value to the organisation (Participant 2). Emphasis of buy-in from management is again pointed out. Each branch, chief directorate, directorate, sub-directorate should do M&E of their programmes prior [to] submitting information to directorate (Participant 5). The department can also be viewed as mini-Auditor General to check if things are going well prior to Audit start by external auditors (Participant, 7).

Monitoring and evaluation should not be seen as a different organisational activity. The process should be integrated into the institutional management arrangements so that they can add value to the organisation. M&E should always be linked to an organisation's strategic plan. Any activity within an organisation which cannot be linked to the overall strategic plan or objective of the organisation is bound to fail.

5.3.5 M&E ensures service delivery

A few respondents expressed the view that M&E is critical in ensuring continuous service delivery in the country. According to these participants, M&E helps the department to determine what kind of services should be provided to communities. Some of the direct comments from the interviews are as follows.

I will say that through M&E, we are able to identify what the people want. We are also not only providing any kind of service, but we ensure that whatever service we offer is of good quality (Participants 1). M&E has the capacity to assess the needs of the communities and provide them according [to] their demands (Participant 6).

However, some of the participants disagreed with the above findings. They suggested that M&E does not necessarily ensure service delivery. The following are some direct quotations from the interview.

M&E in the department is misunderstood because they are perceived as policy as opposed to improving service delivery. They should be used as tools to improve service delivery

(Participant 1). *The department does not take M&E seriously, hence [it] cannot be viewed as a central management tool to assist the department* (Participant 7).

5.4 Impact of M&E in promoting good governance

This section of the study analysed the impact of M&E in promoting good governance in the Department of Public Works. Using a thematic analysis, the study identified various themes that relate to this research objective. The results of the study are as follows.

5.4.1 Social transformation

The study found that a good M&E system promotes social transformation, where systems are put in place to change the lives of citizens. Some of the direct quotations from the study interviews are highlighted below.

M&E promote good governance. The department is transforming. Previously, the department used to get qualified audit opinions. Lot of improvement in terms of providing services to client departments and this is shown in the annual reports (Participant 1). *I think that through the M&E the department is now focused on help to address the imbalances of the past. The department is working with other government agencies to transform the South African economy* (Participant 8).

Since the mid-1980's, South Africa has gone through far-reaching transformations. The two most prominent transformations were getting rid of the yoke of apartheid and entering into a new democratic dispensation after the first democratic elections held in 1994. However, social transformation must be distinguished from that of development. Monitoring and evaluation has been identified as effective way to support the process of social transformation.

5.4.2 Quality of life

Good governance can be measured in terms of the quality of life of citizens. The results of the study reveal that M&E contributes to quality of life. Comments from the interviews are presented below.

M&E is capable of enhancing the quality of life. M&E help determine what the community actually want and plans are made to deliver to them (Participant 1). *M&E system is critical for the department to track progress, especially on service delivery target. The system ensures that high quality and consistent results are achieved* (Participant 5).

5.4.3 Transparency and accountability

Transparency and accountability are important determinants of good governance. The results of the study show that most participants expressed the view that M&E ensures transparency and accountability. Some of the direct comments from the participants are highlighted below.

Transparency and accountability are promoted because we as the department report to oversight structures like, Office of the Premier, KZN Legislature and CARC (Participant 1). M&E are used as a measure to check corruption in the department. Therefore they ensure transparency and accountable. Everybody is responsible for his/her action (Participant 3). M&E serve as a check and balance system, therefore there is a high level of transparency and accountability in the municipality (Participant 6).

5.5 M&E policies and their shortfalls in the Department of Public Works

The fourth objective of the study was to investigate current policies on M&E and their associated challenges or shortfalls in the Department of Public Works. Through the use of thematic analysis a few themes were identified in relation to the research objective. The findings from the study are analysed below.

5.5.1 Lack of specific policy on M&E

The results of the study reveals that the department does not have a specific policy on M&E. Most of the participants argued that the policy on M&E is broad. The following are some of their comments from the interviews.

There is a policy about performance information management but we don't have a detailed M&E framework which covers both monitors and evaluators (Participant 1). We don't have a broader M&E framework that clearly streamline monitoring, reporting and evaluation (Participant 3).

M&E are delicate activities requiring a specific and clear policy. However, most organisations do not have one for M&E.

5.5.2 Inflexibility of the policy on M&E

A good policy should be flexible to allow for changes to be made at any time when the need arises. The results of the study shows that the policy on M&E in the Department of Public Works is very

rigid, which makes it very difficult for any alteration to be made. The participants expressed the following opinions.

We are finding it very difficult to amend some portions of M&E policy because of the bureaucratic processes within the department. The consultation processes alone are very frustrating (Participant 8). The personnel in charge of M&E do not have the power to make any change because the system does not allow for that (Participant 9).

Processes of organisational change are driven by a number of strategic considerations, including the need for more integrated ways of working and the need to increase performance. These considerations normally result in structured programmes for change based on the assumption that change management consists of a set of interventions, which are regarded as objective, measurable and linearly manageable programmes that can be realised in a relatively short time. However, resistance to change is a global phenomenon and is a recurring theme in the change management literature underscoring the results of this study.

5.5.3 Failure to tailor M&E policy to address specific projects

The findings reveal that the policy on M&E in the Department of Public Works fails to address specific projects or programmes. The participants expressed the view that the policy is wide and is not tailored to seek solutions to a particular problem. They expressed the following views.

M&E is not functioning well as it supposed to be with the sense that it does not really address just one project. The department is failing us because it does not have the capacity and personnel to execute M&E duties, hence the function is taken lightly (Participant 4). The policy on M&E is too broad and it fails to focus on specific issues. We cannot actually see what the department is doing because the structures are not working well (Participant 6).

5.5.4 Practical problems that constrain the production and use of knowledge

The results of the study show that the department is failing because there are a number of gaps that need to be addressed. Some of the comments from the interviews are highlighted below.

Evaluations are neglected. In this regards nothing is happening in the department, hence there are critical issues for the government. The inability on part of management to tailor the M&E policy to address practical problems is affecting the production and use of

knowledge in relation to M&E (Participant 3). The organisational structure is failing us because it does not have enough personnel to execute M&E duties, therefore the function of M&E is often neglected (Participant 5).

5.6 Recommendations on how to improve M&E in the Department of Public Works

The last objective of the study explored how M&E can be improved in the Department of Public Works. Using thematic analysis, five themes were identified as recommendations for improving M&E. The results of the study are analysed below.

5.6.1 Appointment of competent personnel

The majority (n = 10) of the respondents recommended that the department should appoint competent personnel to be in charge of the M&E unit. Comments from the interviews are presented below.

The unit is short of staff because currently they... it has less than five (5) employee. Organogram needs review. This may hinder service delivery (Participant 1). It is crucial to capacitate M&E personnel. More staff is needed because the department has regions, districts and sub-districts. Therefore, four (4) personnel will not assist the department (Participant 2). The department needs improvement in terms of M&E organisational structure. Only three (3) staff for the whole provincial department (Participant 5).

5.6.2 Training for M&E personnel

The majority (n = 11) of the respondents recommended that training should be organised for personnel in charge of M&E. Comments from the interviews are presented below.

Training is also critical to enhance service delivery. I believe that when training is provided for the staff they will be more efficient and effective in their positions. Huge investment in training is good to enable staff to carry out their mandates (Participant 1). We need training to make use of the function in our responsibilities. Training is the surest way for the department to meet its mandates (Participant 4).

5.6.3 Funding to support M&E

The participants recommended funding in order to support the effectiveness of M&E in the department. The participants expressed the following views.

Funding is also needed to conduct evaluations for programmes. Example EPWP Izandla Ziyage Zana Programme (Participant 1). Funding is required to support the M&E unit. We need fund to procure vehicle and other equipment to be able to continue to engage in effective M&E processes (Participant 3). Without fund the M&E system cannot function well. Fund is critical to support M&E (Participant 5).

5.6.4 Leadership support and commitment

Most of the respondents stated that M&E requires leadership support and commitment from the top management in the department. Comments from the interviews are highlighted below.

Political commitment is required so that we improve service delivery (Participant 2). Political leadership management buy-in is needed or required. Their commitment will improve M&E system. Linking NDP to provincial PGDPs and departmental strategic objectives. They are also mandated to report to parliament on progress on service delivery (Participant 4).

5.6.5 Use of technology to support M&E

The participants also recommended the use of technology in M&E. Based on interviews, the participants expressed the following views.

We need to have a good technology which supports M&E system. The technology should be user friendly, meaning people must be able to use it (Participant 3). M&E requires technology in order to track progress and the extent to service delivery by the department. However, the personnel must be trained on how they can use the technology in their M&E processes (Participant 5).

5.6 Conclusion

The chapter presented and analysed the results of the qualitative study. The data collected from the participants were transcribed manually. The themes were identified and the supported by various quotes.

CHAPTER SIX: DISCUSSION OF THE FINDINGS

6.1 Introduction

The previous two chapters presented and analysed both the quantitative and qualitative data collected from the participants. This chapter offers the discussion on the main findings. The discussion of the findings is organised according to each of the objectives. As highlighted above, the main objectives were to gain an understanding of the nature M&E in the Department of Public Works in KZN; to analyse the effectiveness of M&E in promoting good governance in KZN; to analyse the impact of M&E in promoting good governance in the Department of Public Works in KZN; to investigate current M&E organisational policies and their shortfalls in the Department of Public Works in KZN; and to make recommendations to the department on how M&E can promote good governance. The discussion of the findings is linked to the empirical literature, as discussed in Chapter Two above. The purpose of linking the discussion of the findings to the literature review is to confirm whether the present findings agree or disagree with previous findings on M&E and good governance.

6.2 Understanding of the nature M&E in the Department of Public Works

As observed in the above two chapters (Chapters Four and Five), the participants held different understandings about the nature of M&E in the Department of Public Works. The findings reveal that the participants understood that the nature of M&E requires the appointment of competent personnel. This conforms previous studies on M&E. According to Kariuki (2014), many organisations conduct their M&E by appointing personnel to be in charge of the process. Effective M&E systems largely depend on highly qualified personnel. Kariuki (2014) recommends that in order to understand the nature of M&E it is important for the organisation to appoint or recruit personnel with skills, knowledge, abilities and experience on M&E. Personnel at the provincial government in charge M&E have special engagements with municipalities in order to ensure that their IDPs accord with the Provincial Growth and Development Strategy as well as the Local Government 5-year Strategic Agenda.

Additionally, the findings show that the understanding of M&E requires regular feedback on the project being implemented. These findings agreed with existing research on M&E. Phillip et al. (2014), in their study, argue that M&E in the KZN provincial government is providing regular feedback on the M&E process. The KZN provincial government has a strategic plan as part of its

M&E process to provide regular and constant feedback to the government on its programmes and projects, which is in compliance with national and international legislative frameworks. The KZN provincial government expects all municipalities to provide quarterly reports on progress in implementing the priority outcomes within the province.

It has also been found that M&E requires the design and implementation of good policies. The findings support the research conducted by Engela and Ajam (2010) and Hlatshwayo and Govender (2015). Engela and Ajam (2010) advocate that every provincial government in South Africa has a policy on M&E, which is tailored to the national policy on M&E. Although the initial intent was to produce a set of guidelines on M&E principles and practices, it became increasingly clear that the guiding framework had to be more formally structured. However, in South Africa, studies show that most government departments have not yet institutionalised M&E, despite the dictates of the legislation (National Treasury, 2011; Molepo, 2011; Govender, 2013).

Furthermore, the findings reveal that most (86.9%) of the respondents agreed to the fact that the nature of M&E requires effective communication on the policies that are designed and implemented. These findings reaffirmed the previous research conducted by Hlatshwayo and Govender (2015). Hlatshwayo and Govender (2015) postulate that the ministry in charge of M&E in the presidency plays a vital role in regard to coordination and communication on government policies and programmes, as well as accelerating integrated service delivery.

Furthermore, the findings reveal that the nature of M&E requires total commitment from personnel in charge. The results of the study show that the majority (72.5%) of the respondents said that they were aware of how audit committees function in the department. In addition, the results reveal that the respondents were aware that the reporting of financial misconduct to the PSC is useful and serves as a deterrent to staff within the department committing fraud. Finally, the findings show that the submission of reports to external oversight bodies helps to tighten the internal management process in the department and improves its own M&E capacity and capability.

6.3 Effectiveness of M&E in promoting good governance

The second objective of the study investigated the effectiveness of M&E in promoting good governance. The results of the study reveal that there is a positive relationship between M&E and good governance. The findings from both studies (quantitative and qualitative) show that the effectiveness of M&E contributes to ensuring accountability and transparency. Studies reveal that

M&E are important tools that help to ensure transparency and accountability within an organisation, society and government (Hlatshwayo & Govender, 2015; Kariuki, 2014; Kunwar et al., 2013). Monitoring and evaluation promotes transparency and accountability by allowing the external and internal stakeholders to have a clear sense of the status of projects, programmes or policies.

The findings also suggest that M&E is very effective in enhancing the performance of employees within the Department of Public Works. In relation to the quantitative study, approximately 60.1% of the respondents agreed that the M&E system in the department is very effective in managing the performance of staff. The findings from the qualitative research also confirm that the majority (n = 9) of the participants were of the view that M&E does not only track progress, but encourages people to meet their targets. The findings from both studies reaffirm findings from previous studies (El-Hajji, 2011; Gopane, 2012; Kariuki, 2014; World Bank, 2011). El-Hajji (2011) postulates that M&E improves performance of municipal, provincial and government in South Africa. In South Africa, M&E serves as an important tool to determine how government is performing its responsibility. According to the World Bank (2011), one of the purposes of project evaluation is to improve the performance and achieve the results of the project. Kariuki (2014) found that many organisation undertake to evaluate their project with the aim to improve performance. The essence of M&E in South Africa is to monitor the performance of public sector servants in national and provincial departments and municipalities as well as monitor basic service delivery. Goldman et al. (2012) state that in an attempt to enhance performance value for money in government, the Department of the Treasury has designed a mechanism to measure performance and performance budgeting. However, Gopane (2012) points out that the 2007/2008 Consolidated Report on Municipal Performance states that the overall performance of municipalities showed all municipalities performing below 45%, with the exception of the Nelson Mandela Metropolitan, which showed an exceptional performance of 70%.

Furthermore, findings from the study show that M&E system is effectively integrated into the institutional management arrangements to add value to the department. Engela and Ajam (2010, p.94) state that GWM&ES attempts to promote an “integrated, encompassing framework for M&E principles, practices and standards to be used throughout government, and function as an apex-level information system, which draws from the component systems in the framework to

deliver useful M&E products for its users”. According to Engela and Ajam (2010), GWM&ES describes how M&E should be conducted at the institutional level and linked with managerial systems such as planning, budgeting and project management.

The results also show the effectiveness of M&E in the department allowed it to respond to the urgent needs of its community. Kariuki (2014) states that the purpose of M&E is to assist the planners and governments to initiate new projects. Hlatshwayo and Govender (2015) support this view expressed by the above author in that M&E helps planners to decide on how to introduce a new project in addition to existing ones.

6.4 Good governance

The third objective investigated the impact of M&E in promoting good governance. The results of the study reveal that there are several determinants of good governance such as accountability, transparency, social transformation and quality of life. The quantitative findings of the study show there is no significant relationship between good governance and social transformation. However, the qualitative results contradict the quantitative results, because there is an association between social transformation and good governance. Hlatshwayo and Govender, (2015) note that M&E can impact on good governance through the process of social transformation. South Africa has a transformation agenda, which seeks to bridge the gap between the poor and the rich. M&E has been institutionalised at all levels in South Africa based on objective measurements that reflect the ideals of the Constitution.

The findings also indicate that good governance is measured by the quality of life in the country. Both studies found that there is a link between good governance and quality of life. Thus good governance promotes quality of life in a country. The study finds that there is a strong association between M&E and quality of life. These findings reaffirm findings of previous research. Hlatshwayo and Govender (2015), in their study, observe that M&E impacts on good governance by improving the quality of life of all South Africans and ensuring that South Africa contributes to the creation of a better Africa and a better world.

Furthermore, the results of both studies show that good governance is determined by the level of transparency, especially in government institutions. Sisman et al. (2015) describe transparency as the widespread availability of relevant and reliable information concerning periodic performance, financial statements, investment opportunities, value, risk of publicly traded firms and governance.

Sebudubudu (2010) suggests that one way of ensuring good governance is through transparency. M&E is a vital tool that contributes to building good governance by ensuring that there is transparency in the government institutions or system. The UNDP (2013) also advocates that a strong M&E system helps to ensure transparency, which helps to promote good governance. The M&E process in South Africa plays an important role in reducing corruption and poor service delivery in the society. According to the UNDP (2013), in regard to poor service delivery and rampant corruption in the South African public sector, M&E supports transparency and builds a performance culture to support better management and policymaking, including the budgeting process. The UNDP (2013) states that good governance depends on transparency of leadership practice. Hlatshwayo and Govender (2015) suggest that the institutionalisation of M&E in the public sector in South Africa over the years has contributed to transparency, which helps promote good governance.

It was also found that there is a strong correlation between good governance and accountability. The results of both studies show that M&E contributes to good governance by promoting or ensuring accountability in the department. Studies have found that accountability is an important contribution or hallmark of effective M&E and good governance (Hlatshwayo & Govender, 2015; Kraipornsak, 2014; Sebudubudu, 2010; Stankowska, 2014). Hlatshwayo and Govender (2015) postulate that M&E has the potential of forcing government to be accountable to people. It was found that an effective M&E system strengthens the management of government activities within ministries and in local governments, and supports accountability relationships within civil society (Kraipornsak, 2014). Omolumen Egbefo (2014) argues that even though the term accountability is widely accepted as a good thing, it is highly abstract and often used in a very broad way.

The findings show that the M&E system allows the government to address the challenges affecting the country. Kariuki (2014), in his study, reveals that M&E can impact or affect good governance by allowing the government to address the challenges of the country. According to Kariuki (2014), M&E allows the government to solve social problems within the community or country. M&E assists the government to understand and appreciate the political, economic and sociocultural environment in which public policy operates. This will, in turn, enable the concerned organisations to take the necessary steps to mitigate the undesirable consequences of these environmental factors.

6.5 Shortfalls of M&E policies

The fourth objective explored the policies and the shortfalls of M&E in the Department of Public Works. Findings from quantitative study show that the respondents were aware that the current policies on M&E in the department indicate the M&E techniques to be used. However, the results of the qualitative study contradict the quantitative findings. They reveal that the department does not have a specific policy on M&E. Most of the participants argued that the policy on M&E is broad. According to Kariuki (2014), one of the shortfalls is the failure to establish the technique to be used. The author recommends two techniques of conducting M&E: quantitative and qualitative technique. The quantitative technique has to do with using statistical methods to monitor and evaluate an ongoing project, while the qualitative technique has to do with using subjective judgment or opinion to monitor and evaluate a particular project. Both the quantitative and qualitative techniques in M&E include survey methods, rapid assessment, focus group discussion, cost effective analysis, observations and comparative case studies. However, the shortfall is that some organisational policies on M&E fail to specify the kind of technique to be used.

Furthermore, the results reveal that the respondents had the information that the policies on M&E in the department make provision for uncertainties or changes in the future. According to Jones (2011), some policies on M&E are inflexible and cannot accommodate future changes that might happen. The author recommends that a good policy should be flexible and progressive to accommodate future changes. Kariuki (2014) asserts that current policy on M&E is unable to predict the changes that are likely to occur in the near future.

The findings from the quantitative research reveal that policies on M&E in the department are tailored to address a specific project or programme. However, the qualitative results reveal that the policy on M&E in the Department of Public Works fails to address specific projects or programmes. Kariuki (2014) argues that organisations have different projects or programmes that require different policies. However, the shortfall is that most organisations have just one policy that seeks to monitor and evaluate all projects. Even at governmental level, there are different developmental projects, but there is only one M&E policy (Jones, 2011). The shortfall here is that the policy may not be suitable for all the projects. It is against this background that the above

author suggests that each project must have its own M&E policy document. The author recommends that each public sector should have its own M&E policy.

With respect to the quantitative study, the results show that the respondents agreed that they are confident that the policies on M&E in the department are designed to address practical problems that constrain the production and use of knowledge. However, the qualitative results contradict the quantitative results. Jones (2011) asserts that staff carrying out influential work rarely have the time or resources to conduct robust M&E, and there tend to be further problems of M&E capacity at the individual and institutional level in many organisations that work in advocacy and other influencing activities. This can also result in objectives and goals that are not clearly defined or communicated from the outset. He states that policy involving political and sometimes highly conflicting processes, leads to difficulties in determining how best to solicit or interpret the accounts of different actors. Influencing work is often unique, rarely repeated or replicated and, even worse, there are incentives against the sharing of 'good practice'.

6.6 Recommendations on how to improve M&E in the Department of Public Works

The last objective of the study examined how the M&E system in the Department of Public Works can be improved. Based on the study, the respondents recommended several measures of to improve upon M&E in the department. The findings from both studies are discussed here. The qualitative and quantitative study recommended training should be provided for the personnel in charge of M&E in the department so that they can function effectively and efficiently. Training is an important tool for equipping people with skills and knowledge necessary to perform a particular task. According to El-Hajji (2011), the evaluators should be trained to enable the acquisition of skills, knowledge and experience so that they can carry out their tasks more effectively and efficiently. El-Hajji (2011) suggests that the training should cover important aspects such as how the evaluators can handle complex issues, how to make use of the appropriate tools for the evaluation and the criteria for evaluating the project. However, Kariuki (2014) argues that not everyone can be trained to be an evaluator. Kariuki (2014) suggests that only people with the potential should be selected for the training to undertake the evaluation process.

The results of both studies recommended that the department should look for sources of funding and provide resources to support the M&E process. Phillip et al. (2014) advise that support from donors is an important factor that influences the use of M&E. They argue that even though an

M&E system is domestically driven and primarily domestically resourced, some donor support is necessary to enable the system to develop much more quickly and to pilot systems before they are scaled up using government funds. Robert et al. (2014) assert that the presence of an EU-funded programme, the Programme to Support Pro-Poor Policy Development (PSPPD), promoting evidence-based policymaking, is an important intervention which provides a flexible support facility that has been crucial in supporting the emergence of the Department of Performance Monitoring and Evaluation. The authors suggest that support from the Department for International Development, German technical assistance, and Canadian International Development Agency are other sources of support towards the utilisation of M&E in South Africa.

Furthermore, both studies recommend that the department should develop an M&E technology system to collect information easily and systematically on projects. Researchers have developed a number of techniques (rapid assessment, focus group discussion, in-depth analysis, cost effective analysis and comparative case studies) that are used in M&E (ACF International, 2011; Kariuki, 2014; World Bank, 2011). These techniques are classified under quantitative and qualitative methods. Each of these methods is used in a unique study based on the nature and objectives of the M&E. These techniques involve the use of technology, so the department should take advantage of current technological advancement in its M&E.

In addition, both studies recommended that a strong political/leadership commitment is necessary to support M&E in the department. According to Robert et al. (2014) strong leadership commitment is an important factor which supports the use of M&E in an organisation, society or government. In recent times, there has been considerable pressure, both from the electorate and the ruling party in South Africa, to improve the performance of the public sector organisations. M&E is seen as an effective tool for improving performance of the public sector. The use of M&E has resulted in high-level political commitment in South Africa for a strong M&E system. Robert et al. (2014) suggest that the president has seen M&E as a critical tool for what is happening in many parts of the country.

Lastly, both studies suggest that high performing managers should be appointed in the department to be in charge of the M&E system. Robert et al. (2014) argue that higher performing management is a strong driver for M&E. Phillip et al. (2014) are of the view that project managers in the various departments have had a high degree of delegated authority that has helped them to manage, monitor

and evaluate projects more effectively. Phillip et al. (2014) maintain that the M&E system in the government departments have highly qualified managers who are responsible for the day-to-day administration of M&E.

6.7 Conclusion

The chapter discussed the findings that emerged from both the quantitative and qualitative studies. The discussion of the findings were linked to the empirical literature as was discussed in Chapter Two. This chapter began by discussing the findings on the understanding of the nature of M&E in the Department of Public Works. The results show that the respondents had a perfect understanding of the nature of M&E in the department. The next section followed with the discussion on the effectiveness of M&E in promoting good governance. In general, the study found that there is a link between M&E and good governance. The chapter proceeded to discuss the findings relating to good governance. The findings reveal that there are several determinants of good governance such as social transformation, accountability, transparency and quality of life/standard of living. The chapter also discussed the findings of the shortfalls in the policies on M&E in the Department of the Public Works. The final section of the study discussed the findings on the recommendations of how to improve the M&E system in Department of Public Works. The next chapter presents the conclusions and recommendations of the study.

CHAPTER SEVEN: CONCLUSIONS AND RECOMMENDATIONS

7.1 Introduction

The previous chapter discussed the findings of the study. The purpose of this chapter is to provide the conclusions and recommendations based on the main findings that emanated from both studies. The chapter also provides the direction for future studies. The conclusions and recommendations are provided in relation to each objective. The main objectives are to gain an understanding of the nature M&E in the Department of Public Works in KZN; to analyse the effectiveness of M&E in promoting good governance in KZN; to analyse the impact of M&E in promoting good governance in the Department of Public Works in KZN; and to investigate current M&E organisational policies and their shortfalls in the Department of Public Works in KZN

7.2 Conclusions based on the findings

The study draws conclusions from the main findings, which emerged from both the quantitative and qualitative studies. All the research questions were adequately answered, hence, the objective outlined in the chapter one above were achieved. The conclusions from the study are highlighted below.

7.2.1 Understanding the nature of M&E in the Department of Public Works

Findings from the study show that the respondents held different understandings about the nature of M&E in the Department of Public Works. This concludes that M&E requires the appointment of competent personnel, regular feedback on the project implement, design and implementation of good policies, effective communication on the policies that are designed and implemented and total commitment from personnel in charge. Furthermore, the respondents were aware of how audit committees function in the department, that the reporting of financial misconduct to the PSC is useful and serves as a deterrent to staff committing fraud within the department, that the submission of reports to external oversight bodies helps to tighten the internal management process in the department, and this improves its own M&E capacity and capability.

7.2.2 Effectiveness of M&E in promoting good governance

The study concludes that there is a relationship between M&E and good governance. The study found that M&E ensures accountability within the Department of Public Works, it promotes transparency, is effective in managing the performance of staff, the system is integrated into institutional management arrangements in order to add value to the organisation, the system assists

government and departments to respond to urgent needs of the community, its function in the department is well located and adequately capacitated, its components add value to employee work and it produces useful management tools and information.

7.2.3 Good governance

Based on the findings, the study concludes that there are several determinants of good governance. The results reveal that good governance in the Department of Public Works helps to promote social transformation in South Africa. Furthermore, the study concludes that good governance contributes to quality of life through the creation of a better Africa and a better world. The study also concludes that good governance promotes transparency and accountability within the society. In addition, it concludes that good governance allows the government to understand and appreciate the political, economic and sociocultural environment in which policies operate. Another important finding is that good governance allows the government to address urgent needs of the country.

7.2.4 Shortfalls in the policies on M&E in the Department of Public Works

The fourth objective of the study examined the current policies on M&E and their shortfalls in the department. In regard to the findings from both the quantitative and qualitative studies, several conclusions were made. The first conclusion is that the policies on M&E in the department fail to indicate the kind of specific technique/s to be used. It was also concluded that the policies on M&E in the department do not make provision for future uncertainties and that the policies are not tailored to address a specific projects or programmes. Nevertheless, the qualitative study disagreed with these findings. The study also concludes that the staff were confident that the policies on M&E in the department are designed to address practical problems that constrain the production and use of knowledge. Finally, the study concludes that the policies on M&E in the department influence projects undertaken.

7.2.5 Recommendations on how to improve M&E in the Department of Public Works

The last objectives explored the recommendations on how to improve M&E in the Department of Public Works. Various recommendations were provided by the respondents in terms of how to improve the M&E system. Among the conclusions was the recommendation that training should be provided for employees, especially those in charge of M&E processes. Furthermore, department should look for alternative sources of generating funds in order to support the M&E system, the

department should develop and adopt a technology system to collect information easily and systematically and it should adopt appropriate strategies. In addition, the study concludes that M&E requires strong leadership support and commitment. Finally, the study concludes that M&E requires the appointment of high performing managers into the department.

7.3 Recommendations

In relation to the findings and conclusions, the following recommendations are important.

7.3.1 Nature of M&E in the Department of Public Works

Based on the findings, the study recommends that training should be provided for the personnel who are in charge of M&E in the Department of Public Works. The same recommendation was offered by researchers such as El-Hajji (2011) and Kariuki (2014). However, El-Hajji (2011) recommends that the training should cover important aspects such as how the evaluators can handle complex issues, how to make use of the appropriate tools for the evaluation and criteria for evaluating the project.

The success of the M&E process highly depends on the calibre of persons that are recruited or appointed into the organisation. From the study, the results show that the Department of Public Works lacks competent personnel to be in charge of the M&E process. It is against this background that the study recommends the appointment of competent personnel. This recommendation reaffirms similar recommendations proposed by Phillip et al. (2014). They posit that the nature of M&E in the KZN provincial government requires the appointment of competent M&E personnel at a district level.

Also, communication is an important strategy which affects every activity within an organisation. The study recommends that there should be an open communication system among all the stakeholders in the municipality. A good communication system will facilitate coordination and high involvement in the municipality.

Sources of funds are another important factor determining the success or failure of the M&E process. With respect to the findings, the Department of Public Works does not have sufficient funds to support the M&E process. The allocation of a budget to the department is not sufficient to support the process. It against this background that the study recommends alternative sources of funds to support the M&E process.

The study found that lack of strong leadership support and commitment in the Department of Public Works is affecting the M&E system. Therefore, in order to ensure its successful functioning, there should be strong leadership support or commitment, especially from those in the top management positions. In addition, the M&E process should receive a strong commitment from the government or president.

7.3.2 Effectiveness of M&E in promoting good governance

A number of recommendation where made in relations to the **effectiveness of M&E in promoting good governance. The following are some of the commendations that were made. The municipality should ensure that** M&E is based on the principle of accountability. The M&E should hold people accountable for their actions in the municipality. Kambuwa and Wallis (2002) in their study recommended that M&E process in the public sector in South Africa should incorporate participatory implementation and institutionalise processes for greater accountability. Matsiliza (2012) also recommends that M&E system should promote political and administrative accountability in the public sector

Besides, it is recommended that M&E process within the municipality should promote transparency. Patton (2009) made a similar recommendation that a good M&E system should be transparent enough in order to put confidence in all the stakeholders. Deprez (2008) also made a similar recommendation that an effective M&E process should be capable of producing results that are very transparent.

Also, based on the results of the study, the study recommends that an effective M&E should be capable of improving employee performance. According to Deprez (2008), there is no consensus on how M&E interventions contribute improvement in organisational performance. From this point of view, the researcher strongly recommends that M&E system in South African municipalities should aim at increasing performance.

In addition, the study recommends that a good M&E system should be effectively integrated into the institutional management arrangements to add value to most institutions in South Africa. The researcher believes that a good M&E system within an organisation should be linked to the strategic goals as well as institutional policies. McNeil and Malena (2010) suggest that there has been a general movement in most developing countries towards democracy, accountability and transparency which has placed substantial emphasis on the M&E.

7.3.3 Impact of M&E in promoting good governance

A number of recommendations were made in terms of the usefulness of M&E in promoting good governance. The study recommends that an effective M&E should help in promoting social transformation in South Africa. This recommendation reaffirms a similar recommendation made by Engela and Ajam (2010). According to Engela and Ajam (2010), M&E should be linked to both the National Development Plan and other global commitments in an effort to embark on social transformation.

Furthermore, the study recommends that a good M&E should improve quality of life in South Africa. According to the Presidency (2007), one main aim of implementing M&E transform the public sector by promoting capacity building, and decision making to support public service delivery in order to enhance the standard of living. In addition, the study recommends that an effective M&E system should help government to address the pressing challenges facing South Africa.

7.3.4 Department M&E policies and their shortfalls

The study recommends that the M&E process should be supported and linked to the strategic plan of the department. Monitoring and evaluation are critical organisational activities or interventions, which must be supported or linked to the organisation's strategies. They cannot be effective without supporting strategies and the system must fit into the department strategic plan.

The study found that the use of technology is important to support M&E. Both studies recommend that the department should develop an M&E technology system to collect information on projects easily and systematically. Researchers have developed a number of techniques (rapid assessment, focus group discussion, in-depth analysis, cost effective analysis and comparative case studies), which are used in the M&E process. The technology should be user friendly.

7.4 Directions for future studies

The current study investigated the role of public service M&E in promoting good governance in the Department of Public Works, in the KwaZulu-Natal provincial government. However, the

nature of the study was limited to only the employees working in this department. A study of this magnitude should not have been limited only to employees in the Department of Public Works. By implication, the results or findings from the study cannot be generalised. Therefore, future studies should combine two or more departments in the KwaZulu-Natal provincial government. Another limitation of the study is that it could not explore how M&E contributes to service delivery in the Department of Public Works. Future research should examine the relationship between M&E and service delivery.

7.5 Conclusions

The chapter presented the conclusions and recommendations of the study emanating from both the qualitative and quantitative study. The conclusions are in accordance with the objectives underlining the study. The recommendations also follow the conclusions. The chapter additionally provided directions for future studies. It was recommended that future studies should combine two or more departments in the KwaZulu-Natal provincial government. Also, the study recommended that future research should examine the relationship between M&E and service delivery.

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Appendix A: Questionnaire

UNIVERSITY OF KWA-ZULU NATAL

College of Law and Management Studies

School of Management, Information Technology and Governance

Westville Campus

Section A: Background Information

This part of the questionnaire cover questions pertaining to the biographical data of the respondents with in terms of gender, age group, race, educational qualification, nature of employment, years of experience, position and so forth.

Please mark with X in the appropriate box which apply to you.

A.1 Gender

1	Male	
2	Female	
3	Other	

A.2 Age group

1	20-25years	
2	26-30 years	
3	31-35 years	
4	36-40 years	
5	41-45 years	
6	46-50 years	
7	Above 5 years	

A.3 Race

1	African	
2	White	
3	Indian	
4	Coloured	
5	Other	

A4. What is your highest educational qualification?

1	Diploma	
2	Undergraduate	
3	Honours	
4	Masters	
5	PhD	
6	Other	

A.5 Nature of employment

1	Permanent/full-time	
2	Fixed term contract	
3	Part-time	
4	Other	

A6. Your years of experience in the department?

1	Below 2 years	
2	2-5 years	
3	6-10 years	
4	11-15 years	
5	Above 15 years	

A7. What is your current position in the department?

1	Manager	
2	Deputy director	
3	Director	
4	Other	

A8. Which management forums do you sit on?

1	Management committee	
2	Executive management	
3	Budget from time to time	
4	Other	

Section B: Understanding the nature of M&E in the Department of Public Works in KZN

This part of the questionnaire contain questions on understanding the nature of M&E in the Department of Public Works in KZN. Please indicate with a cross (X) the appropriate box the extent to which you agree or disagree with the following statements using the 5 point Likert scale below: The response choice scoring weights are: Strongly Disagree (SD) = 1; Disagree (D) = 2; Neutral (N) = 3; Agree (A) = 4; and Strongly Agree (SA) = 5.

No.	Statement	5 SD	4 D	3 N	2 A	1 SA
B9	I understand that M&E requires appointment of competent personnel					
B10	I am aware that M&E requires regular feedback on the project					
B11	I fully understand that M&E demands the design and implementation of good policies					
B12	I understand that the nature of M&E requires effective communication on the policies that are designed and implemented					
B14	I am fully aware that the nature of M&E requires total commitment from the personnel in charge					
B15	I am fully aware of how audit committees functions					
B16	The reporting of financial misconduct to the PSC is useful and serves as a deterrent to staff within the department when it comes to committing fraud					
B17	I understand that the submission of reports to external oversight bodies helps to tighten the internal management processes in the department , and improve its own M&E capacity and capability					

Section C: Effectiveness of M&E in promoting good governance in KZN

No.	Statement	5 SD	4 D	3 N	2 A	1 SA
C18	The M&E system in the department is effective in ensuring accountability					
C19	The M&E process in the department is effective enough to promote transparency					
C20	The M&E system in the department is very effective in managing performance of the staff					
C21	The M&E system in the department is effectively integrated into the institutional management arrangements of the department to add value					
C22	M&E system in the department assists the government to respond to urgent needs of the community					
C23	The M&E function within my department is well located and adequately capacitated					
C24	The M&E Component adds value to my work as a manager, in that it produces useful management tools and information					
C25	The department takes M&E seriously , and sees M&E as a critical management tool					

Section D: Impact of M&E in promoting good governance with the Department of Public Works –KwaZulu-Natal.

No.	Statement	5 SD	4 D	3 N	2 A	1 SA
D26	The M&E system in the department helps to promote social transformation					
D27	M&E in the department contributes to quality of life through creation of a better Africa and a better world.					
D28	M&E system in the department promotes transparency and accountability within the society					
D29	M&E system in the department assists the government to understand and appreciate the political, economic and sociocultural environment in which public policy operates.					
D30	M&E system in the department allows the government to address the challenges of his country					

Section E: Current organisational policies and their shortfalls on M&E in the Department of Public Works in KZN

No.	Statement	5 SD	4 D	3 N	2 A	1 SA
E31	I am aware that the current organisational policies on M&E in the department indicate the M&E techniques to be used					

E32	I have the information that the policies on M&E in the department make provision for uncertainties or changes in the future					
E33	The policies on M&E in the department are tailored to address a specific project or programme					
E34	I am confident that the policies on M&E in the department are designed to address practical problems that constrain the production and use of knowledge					
E35	The policies on M&E in the department are tailored to address conceptual and technical challenges					
E36	As a manager, I am fully aware that the policies on M&E in the department does not influence work					

Section F: Recommendation to the Department of Public Works on how M&E system can be improved

No.	Statement	5 SD	4 D	3 N	2 A	1 SA
F37	I recommend that the department should provide training for personnel involve in M&E					
F38	I recommend that the department should source for funding and provides resources to support the M&E process					
F39	I agree that the department should develop M&E technology system to collect information easily and systematically					
F40	I am of the view that appropriate M&E strategies should be implemented in the department					
F41	I suggest that strong political/leadership commitment to support M&E in the department is necessary					
F42	I recommend that high performing managers should be appointment in the department					

Thank you for the participation

Appendix B: Interview Guide

UNIVERSITY OF KWA-ZULU NATAL

College of Law and Management Studies

School of Management, Information Technology and Governance

Westville Campus

Section A: Background Information

This part of the questionnaire cover questions pertaining to the biographical data of the respondents with in terms of gender, age group, race, educational qualification, nature of employment, years of experience, position and so forth.

Please mark with X in the appropriate box which apply to you.

A.1 Gender

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2	Female	
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A.3 Race

1	African	
2	White	
3	Indian	
4	Coloured	
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A4. What is your highest educational qualification?

1	Diploma	
2	Undergraduate	
3	Honours	
4	Masters	
5	PhD	
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A.5 Nature of employment

1	Permanent/full-time	
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A6. Your years of experience in the department?

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1	Manager	
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3	Director	
4	Other	

A8. Which management forums do you sit on?

1	Management committee	
2	Executive management	
3	Budget from time to time	
4	Other	

Section B: Understanding the nature of M&E in the Department of Public Works in KZN

B.9 What is your understanding the nature of M&E in the department?

- i. What is your understanding that M&E requires appointment of competent personnel?
- ii. How do you understand that the nature of M&E requires regular feedback on the project?
- iii. To what extent do you think that the nature of M&E requires effective communication on the policies that are designed and implemented?
- iv. What is your understanding that the nature of M&E requires total commitment from the personnel in charge?
- v. What is your understanding that the submission of reports to external oversight bodies helps to tighten the internal management processes in the department, and improve its own M&E capacity and capability?

Section C: Effectiveness of M&E in promoting good governance in KZN

C.10 How effective is M&E in promoting good governance?

- i. How does M&E system in the department is effective in ensuring accountability?
- ii. To what extent does M&E process in the department is effective enough to promote transparency?

- iii. How does M&E system in the department measure staff performance?
- iv. How can the M&E system in the department be effectively integrated into the institutional management arrangements of the department to add value?
- v. How can M&E system in the department assist the government to respond to urgent needs of the community?
- viii. How does the department see M&E as a critical management tool?

Section D: Impact of M&E in promoting good governance with the Department of Public Works –KwaZulu-Natal

D.11 How does M&E promote good governance?

- i. How does M&E system in the department help to promote social transformation?
- ii. How does M&E system in the department contribute to quality of life?
- iii. To what extent does M&E system in the department promote transparency and accountability?
- iv. How does the M&E system in the department allows the government to address the challenges in the country?

Section E: Current organisational policies and their shortfalls on M&E in the Department of Public Works in KZN

E.12 What are the shortfall in the M&E policies in the department?

- i. How does the failure to indicate the specific techniques to be used in the policy on M&E affect the M&E process in the department?
- ii. To what extent does the failure to make provision for uncertainties or changes in the future affect M&E system in the department?
- iii. How does the failure to tailor the policy on M&E to address specific project or programme affect the M&E system in the department?
- iv. To what extent does the failure to tailor the policy on M&E to address practical problems that constrain the production and use of knowledge is a challenge to M&E system in the department?
- v. To what extent does the failure of the policy on M&E in the department to address conceptual and technical challenges affect the M&E system in the department?

Section F: Recommendation to the department on how M&E system can be improved

F.13 What recommendation will you give to the department to improve M&E system?

- i. To what extent is training important for personnel involve in M&E system in the department?
- ii. How will you recommends that the department should source for funding to support the M&E process?
- iii. How relevant is technology system in improving M&E process in the department?
- iv. How does strong political/leadership commitment help to improve M&E system in the department?

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