MONITORING AND EVALUATION AS A CONTRIBUTING FACTOR TOWARDS SUSTAINABLE SERVICE DELIVERY: A CASE OF WATERBERG DISTRICT MUNICIPALITY, SOUTH AFRICA

by

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DECLARATION

I Makhurupetje M.G hereby, declare that this thesis titled: "*Monitoring and Evaluation as a contributing factor towards sustainable service delivery: A case of Waterberg District Municipality, South Africa"* submitted to the University of Limpopo for the fulfilment of the degree of Doctor of Administration in development planning and management, has not previously been submitted by me for any degree at this or any other university. I further declare that this is my own work, and all the material contained herein, has been duly acknowledged.

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Signature **Date**

DEDICATION

I dedicate this thesis to community members and structures, public servants working very hard to serve the people of Limpopo province towards ensuring sustainable service delivery at the community level.

I would also want to dedicate this thesis to my two sons, Mahlatse and Tshegofatso, my mother, brothers, and sisters for their support.

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ABSTRACT

The study's intention was to investigate the role of monitoring and evaluation as a contributing factor towards the sustainable delivery of service to the community. The main rationale was informed by observed factors such as community dissatisfaction, which emanated from poor service provision and lack of accountability by government to the community.

The researcher conducted a comprehensive literature review focusing on the following: contribution of monitoring and evaluation processes, causes and effects of service delivery challenges and other elements that could complement mechanisms towards the achievement of improved service provision to communities by three spheres of government, including the assessment of the existing legislative framework. The researcher went further to review literature on how, compared to South Africa, countries like Mexico, Australia, Canada, Rwanda, Zimbabwe, and Uganda conceptualised Monitoring and Evaluation (M&E) approaches and how they implement those M&E frameworks and processes within their governance context.

The Waterberg District Municipality in the Limpopo province with its five local municipalities, was used as a case study and the exploratory research method was applied in the process. Similar studies may be replicated in other similar municipalities in the province. The population size and samples were drawn from the three spheres of government as follows: councillors, ward committee members, community members, community structures and the officials from the national and provincial departments especially those responsible for monitoring and supporting the municipalities. Data was collected through various tools, such as questionnaires, interviews, and focus groups. Consequently, it was captured and analysed through the Statistical Package for Social Sciences (SPSS) software, which was further used as a tool to produce results that are presented in a descriptive statistic, percentages, and frequencies. The qualitative data was presented in words rather than statistically. It was interpreted and analysed with the use of assisted questionnaires. The report was written in word format so that, it could be understood through a series of words interpreted from raw data by the respondents. The key findings, conclusions, recommendations, and the lessons learned through the

literature review and the inputs provided by the participants are outlined in detail to inform the final conclusions of the study. The study proposes and recommends that, Government-wide M&E System be retained but with a combination of Results-based and Participatory approach systems.

Key words: Monitoring, Evaluation, Service delivery, Sustainability

LIST OF ABBREVIATIONS

AEA: American Evaluation Association

AES: Australian Evaluation Society

CDF: Comprehensive Development Framework

CBOs: Community Based Organisations

COGTA: Department of Cooperative Governance and Traditional Affairs

COGHSTA: Department of Co-operative Governance, Human Settlements and Traditional Affairs (Limpopo Province)

DEAT: Department of Environment Affairs and Tourism

DPME: Department of Planning, Monitoring and Evaluation

DPSA: Department of Public Service and Administration

DoF: Department of Finance

DORA: Division of Revenue Act

E-G: E-Government

GCIS: Department of Communications and Information Systems

GoZ: Government of Zimbabwe

GWM&E: Government-wide Monitoring and Evaluation

HIPC: Highly Indebted Poor Country

IDP: Integrated Development Planning

IGRFA: Intergovernmental Framework Act

ISRDP: Integrated Sustainable Rural Development

LGTAS: Local Government Turnaround Strategy

LFA: Logical Framework Approach

M&E: Monitoring and Evaluation

MDG's: Millennium Development Goals (MDGs)

MfDR: Management for Development Results

MFPED: Ministry of Finance, Economic Planning and Development

MFMA: Municipal Finance Management Act

MIG: Municipal Infrastructure Grant

MoF: Ministry of Finance

MPAT: Management Performance Assessment Tool

MSA: Municipal Systems Act

MTSF: Medium-Term Strategic Framework

MTEF: Medium – Term Expenditure Framework

NGO's: Non-Government Organisations

OECD: Organisation for Economic Co-operation and Development

PAE: Programme Annual de Evaluation

PEAP: Poverty Eradication Action Plan

PCC: Presidential Coordinating Council

PGDS: Provincial Growth and Development Strategy

PFMA: Public Finance Management Act

PMS: Performance Management System

PPS: Personnel Performance System

PSC: Public Service Commission

RBB: Results-Based Budgeting

RBM: Results-Based Management approach

RBME: Results-Based Monitoring and Evaluation

SALGA: South African Local Government Association

SAPS: South Africa Police Service

SASQAF: South African Statistical Quality Assurance Framework

SDBIP: Service Delivery Budget Implementation Plan

SLGR: State of Local Government Report

SONA: State of the Nation Address *(by the President in South Africa*)

SOP: Standard Operating Procedures

SPSS: Statistical Package for Social Sciences

UNDG: United Nations Development Group

UNDP: United Nations Development Programme

UNICEF: United Nations Children's Fund

URP: Urban Renewal Programme

WCED: World Commission on Environment and Development

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CHAPTER ONE

INTRODUCTION AND RATIONALE

1.1. INTRODUCTION AND BACKGROUND

Monitoring and evaluation (M&E) are considered as a process whereby, the tools for good governance and critical factors within the development space are adopted to enhance the performance of targets and the attainment of the desired results. Zwane and Mzini (2016, p.351) explains that "the monitoring and evaluation system is a set of organisational structures and management processes which ensures that the institutions of governance can discharge their M&E functions effectively and assist in the improvement of performance and the production of required results". Monitoring is also seen as an integral component of effective evaluation. The findings from the monitoring process are used to understand and evaluate projects or programmes. Monitoring is further regarded as a process that is used to ensure transparency and accountability. It enables management to reward performances within the public service and development agencies. It is also regarded as a tool or mechanisms that is used to inform the spending of public money.

Dassah and Uken (2006, p.705) and (Van der Waldt, 2012) argue that most of the countries in Africa started to implement monitoring and evaluation systems from the late 80's. It is further articulated by the African Evaluation Association, as well as other development agencies, have been making serious strides in developing evaluation and monitoring management capacity in Africa. The development agencies were striving for the development and implementation of M&E processes, to ensure achievement of enhanced sector reforms and good governance. It is further argued that those efforts might not have translated into effective implementable programmes and efficient institutionalised monitoring and evaluation systems of many countries. It is, therefore, critical for government institutions to mainstream M&E systems and mechanisms for development processes and generation of credible information and reports. As such, an institution's M&E system should generate information for accountability, managing and improving programmes and projects performance as well as policy formulation.

From the literature, it is said that some government institutions at an international and continental level, are making a concerted effort to demand the provision of more refined evidence towards development results. On the other hand, communities, residents, and beneficiaries of different development interventions irrespective of who provide service delivery intervention, expect not only inputs and outputs, but want to see sustainable service delivery with positive outcomes and impact.

Ndevu and Muller (2018, p.15), explain that, in the last decade there has been visible signs of a new paradigm shift by government institutions and other development agencies across the world towards the adoption and the implementation of M&E systems. Furthermore, the communities expect more accountability and equitable delivery of service by government and development agencies. The other observation that contributes negatively towards improved service delivery, is visible poor coordination processes and interdependence which in most cases results in a lack of accountability to the community by government at all levels.

Kahn, Madue and Kalema (2011, p.8) in Mello (2018, p.5) argue that “there are two schools of thought relating to the concept of interdependence between municipalities and other spheres of governance”. Those schools of thought are referred to as realism and pluralism. The first one is called realism. Those who believe in it are uncertain whether there are benefits or not of the interdependence between municipalities and other spheres of government. In contrast, the proponents of pluralism school of thought believe that there is some value in interdependence between the three spheres of government.

Therefore, researcher contends that, the interdependence school of thought is critical towards effective and efficient delivery of service. Further that, the interdependence principle presents more benefit for municipalities and integration of M&E systems as implemented by the national and provincial spheres of government. Sekgala (2016, p.113) outlines that, “as per Section 40 (1) of the Constitution of the Republic of South Africa (1996), the government is constituted as national, provincial and local spheres of government which have distinctive, interdependent and interrelated powers and

functions, while they are expected to deliver service to the community in a coherent manner". Distinctiveness is whereby provinces and local government are autonomous spheres from the national government (Steytler, 2005, p.319). Interdependence refers to a process whereby each of the three spheres of government in South Africa can exercise its autonomy for the common good of the country. Interdependence means that, while the three spheres of government in South Africa can exercise their autonomy for the common good of the country and must ensure that they cooperate with each other without compromising service delivery at the community level. Interrelatedness is the acknowledgement that, while a sphere of government exercises autonomy, there must be monitoring and accountability by all three spheres of government both vertically and horizontally.

The National Framework for Sustainable Development in South Africa (2022, p.7) outlines that, "the basis for a long-term process of integrating sustainability as a key component of the development discourse to achieve national development goals". In the South African context, monitoring and evaluation process is outlined by the national Department of Planning, Monitoring and Evaluation and is called 'Government-wide M&E Framework' led by Minister in the presidency. The role of the Minister is to ensure that government sets out the framework for M&E objectives and annual targets for the sector departments. The M&E framework is developed through drawing inputs on various transversal systems performed by different departments as follows: national department of Treasury on value for money; the Public Service Commission on governance matters; Public Service and Administration on human resource and an early warning system; and department of Provincial and Local government on matters of service delivery. The M&E framework is meant to ensure that all government departments, can establish their own M&E systems develop full capacity for effective implementation and regular reporting mechanisms.

It is therefore very important to note that the Constitution of the Republic of South Africa (1996) established three spheres of government, namely: the national, provincial, and local government or municipalities. The main mandate of the three spheres of government is to provide services to the citizens of South Africa through the principle of cooperative

governance. The country attained democracy in 1994 after years of struggle against apartheid. The country adopted the Constitution of 1996. The Constitution outlines the bill of rights, which guarantees citizens the right to be provided with sustainable quality services. South Africa as developmental state has developed policies and programmes which put more efforts towards the attainment of sustainable service delivery to the community.

The Constitution of South Africa recognises municipalities as a sphere of government that is closer to the citizens. Based on that, they are fundamentally responsible for the provision of basic services and the development of the local areas to ensure the implementation of poverty alleviation programmes, reduction of inequality, and infrastructure development. Delivery of sustainable services to the citizens is vital for addressing imbalances which are the consequences of the injustice created by apartheid and would contribute towards the achievement of good quality of life for the citizens.

Mbecke (2014, p.15) also argues that “South African government has had to face one of the worst predicaments of the post- apartheid, which is continuous service delivery protests”. While those protests are seen as a phenomenon resulting from the imbalances of apartheid government, the new democratic government post 1994 has put in place more efforts and initiatives towards public sector transformation. One of the key outputs of these efforts and initiatives is to transform service delivery to meet basic needs as well as to redress past imbalances. The South African government has on a considerable level made visible and considerable efforts towards the development of a performance monitoring and evaluation culture. Firstly, the establishment of the ministry of the Department of Performance Monitoring and Evaluation as the custodian of M&E framework development and secondly, the development of policies and guidelines for the implementation by all departments.

In South Africa , monitoring and evaluation is implemented through the government-wide M&E system which is driven at the highest level of the Minister in the Presidency, whereby, Office of the presidency develops the framework for M&E, drawing on various

transversal systems including value for money from the Treasury legislation, governance from Public service legislation, human resource and early warning systems from the Department of Public Service and Administration as well as the service delivery model from the Department of Provincial and Local Government (Dassah & Uken, 2006).

The Auditor General of South Africa MFMA report (2021/2022, p. 48) indicates that, “Public frustration at the lack of service delivery is high, as reported by various civil society organisations and as can be seen from the frequent service delivery protests of which a key contributing factor is also attributed to the municipalities’ inability to plan for, monitor and report on their performance”. Consequently, despite several government’s good intentions of monitoring and evaluation systems development and implementation, they seem to have not yet produced the desired levels of outcomes and impacts towards the achievement of improved service delivery to the community. Further, that while, there are considerable efforts by government, the citizens and other stakeholders do not view the poor-quality service or lack of provision as consequence of apartheid government system but as the system’s failure to act promptly to monitor and correct challenges.

The service delivery protests, or community dissatisfaction considered as a result or a consequence of poor service provision ranging from water, housing, electricity, land, and health, education unemployment, mining, crime, corruption, and many more as expected to be delivered by the three spheres of government. The researcher contends that, it is very critical for the three spheres government to work together in a more proactive and coherent way to ensure improved delivery of public services. The study acknowledges that the primary purpose of monitoring and evaluation as a contributing factor towards sustainable service delivery is to ensure that, through learning from experiences management would make informed decisions to achieve accountability. Further, to achieve value for money in relation to the resources allocated for projects as well as empowerment of the beneficiaries towards the attainment of the planned goals.

1.2. STATEMENT OF THE RESEARCH PROBLEM

The democratically elected government in South Africa, came to power in 1994 and since then, there have been some kind of community protests, with communities complaining about poor service delivery. This includes among others, lack of housing opportunities, irregular provision of water, poor roads conditions, high level of unemployment and poor public health and education infrastructure. According to the South African Police Service (SAPS) Incident Registration Information System –IRIS, 2021), which the police use to track community protests, South Africa recorded more than 909 service delivery protests within a period of six months between August 2019 and February 2020. The same report warned that protests in South Africa are the communities' way of showing their dissatisfaction or unhappiness towards the government of the day. As community protests are taking place somewhere almost daily, there is as well a lack of proper or adequate response from the government leadership that lead to the decline of public confidence and trust in various government institutions. Such protests corroborate what Siddle and Koelble (2016, p. 1) posit that "South Africans are reminded almost daily of incompetence, corruption, and the collapse of service delivery at local level."

The community's expectations of basic services, among others, include clean water, sanitation, electricity, housing, waste removal, roads, health, and education services. Municipalities and sector departments are therefore expected to develop effective service delivery mechanisms that are coherent and provide better systems to mitigate project failures. Service delivery protests might be a good strategy for the communities in the short term, while they are not able to see on the negative site in the long term (Ngcamu, 2019).

The researcher can argue that the most important indicator of assessing whether service is delivered to the community or not, would be to determine what their experiences and perceptions are of how services are delivered to them daily. Ayeni (2001, p. 42) refers to 'Batho Pele' principles as an important vehicle that government can use to maximise and promote public participation to ensure the achievement of improved basic services provision to the population. The Batho Pele programme was developed to ensure the enhancement and improvement of the relationship between public servants and the

citizens to accelerate public participation and improvement of service provision in South Africa. Sharma, Sadana, and Kaur (2012:65) in Oluwagbamila (2017, p. 30) brings forward the critical factor of good governance as the way authority of government is exercised in mobilizing a society's social and economic resources, to add the issues of public interest.

Tshishonga (2016, p.186) argues that "while there are policies and systems to ensure South African democracy is enhanced, local government is viewed by public and the citizens as always in the public scrutiny due to its failure to fulfil its obligations of service provision and civic education duties". Service delivery protests are seen as a problem which in most cases is attributed to various factors, such as, rapid urbanization and increased demand of services by the communities to the municipalities that already have limited financial resources to comply with the IDP plans.

These factors contribute to the dissatisfaction and frustration of many citizens who depend on basic services for their well-being and dignity. As a result, some citizens resort to protests, legal actions, or withholding payments for services, to express their grievances and to demand better service delivery. Consequently, these actions may have negative impact to the community such as violence, service disruptions and further rapid deterioration of available basic services and infrastructure. Therefore, there is a need for more constructive and collaborative solutions such as increased efficiency systems, responsiveness, and accountability by all levels of government to achieve improved service delivery outcomes.

Govender (2016, p.23) articulate that, it is crucial to take note that, South Africa has inherited considerable levels of backlogs of service delivery in the areas of the disadvantaged communities, especially the rural and township areas, which were neglected by the apartheid government previously. Therefore, while the new government has promulgated laws to ensure the devolution of powers from the national to the provincial and local spheres of government, the annual reports of government and the

Stats SA portray that the country is still plagued by high levels of poverty, unemployment and income inequalities.

The national Department of Cooperative Government and Traditional Affairs (COGTA) has through years and existence of municipalities, considered several interventions to assess municipal performance, and develop some new intervention programmes with an intention to improve service delivery to the community. Some of these interventions include: the Local Government Turnaround Strategy (LGTAS) (2009), Operation Clean Audit Programme (2009-2014) and Back to Basics Programme (2014-Current). These municipal development intervention programs were meant to evaluate the implementation of the constitutional mandate by municipalities, their success and failures, and propose areas of improvement. Further, evaluation tools included key elements of challenges and opportunities in activating struggling municipalities to ensure they are supported to be more self-reliant, and proactive towards acceleration of service delivery to the people.

The report findings outline that failure of some municipalities to provide services to the communities are caused by challenges such as: incapacity of councillors to plan and monitor projects regularly, ineffective monitoring systems, poor administrative management capacity, and lack of financial resources. Therefore, monitoring and evaluation as a system could be considered as one of the key elements to enhance constant reporting and feedback to beneficiaries as well for management to intervene timeously. Lastly, stakeholder participation should also be considered to ensure that community involvement and better communication process are in place for measuring government performance and the determination of the impact of such interventions at a community level. The effective delivery of service would be enhanced through implementation of proper mechanism for planning, budgeting performance management and public participation.

Porter and Goldman (2013, p.2) contend that “the establishment of proper institutional arrangements for M&E units is crucial for the harmonisation of the fragmented M&E functions amongst government departments”. The purpose of M&E functions is to ensure

continuous assessment of programmes aimed at early identification of progress or delays for intervention. Consequently, the achievement of improved service delivery and effective M&E functions could be strengthened and accomplished through setting of consistent standard operating procedures, rules, and incentives by all three spheres of government. Lastly, there must be effective communication across government levels to minimise the challenges of multiplicity of units. Based on the outlined current systems of government above, one can assume that existing financial resources are in some instances, not being used properly by municipalities. This could also be the case with the current challenge faced by the municipalities, national and provincial departments. This specific study intended to investigate existence of effective implementation of monitoring and evaluation framework within the South African governance, to ensure the attainment of sustainable service delivery to the community. The findings would, therefore, add new information to the existing body of knowledge on monitoring and evaluation.

1.3. AIM AND OBJECTIVES

1.3.1. Aim of the study

The study aimed to explore contribution of monitoring and evaluation framework by both national and provincial spheres as a key factor towards sustainable service delivery at the local government sector and the community in general.

1.3.2. Objectives of the study

The study achieved the following objectives:

To investigate contribution of monitoring and evaluation as a key factor towards sustainable service delivery within the local government sector.

To assess role of national and provincial government on monitoring and evaluation of service delivery.

To examine effects of poor service, as delivered by the national, provincial and the local government sector.

To explore other critical factors that could contribute to improved service and complement monitoring and evaluation towards sustainable service delivery.

To develop a new monitoring and evaluation framework that will ensure improved synergy of sustainable service delivery between national, provincial, and local government sector.

1.4. RESEARCH QUESTIONS

The general research question for this study was, what is the contribution of monitoring and evaluation towards sustainable service delivery within the local government sector? From the general research question above, specific questions were formulated as follows:

How does monitoring and evaluation contribute towards sustainable service delivery within the local government sector?

What is the role of national and provincial government on monitoring and evaluation of service delivery within the local government sector?

How does poor service delivery affect communities within the local government sector?

What are other critical factors that could complement monitoring and evaluation to improve service and contribute to sustainable service delivery within the local government sector?

What type of a new monitoring and evaluation framework that would ensure improved synergy of sustainable service delivery between national, provincial, and local government sector?

1.5. DEFINITION OF KEY CONCEPTS

For this specific study, Monitoring, Evaluation, and sustainable service delivery were the concepts defined to ensure consistency throughout the study on how those concepts are being referred to.

Monitoring

The definition of the concept monitoring was sourced from several authors. Kusek and Rist (2004, p.13), indicates that, “Monitoring is a continuous function that uses the systematic collection of data on specified indicators to provide management and the main 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”.

Similarly, Public Service Commission (2008, p.3) defines monitoring “a continuing function that uses systematic collection of data on specified indicators to provide management and the main 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”. Markiewicz and Patrick (2016, p.1) define monitoring as, “the planned, continuous, and systematic collection and analysis of program information able to provide management and key stakeholders with an indication of the extent of progress in implementation, and in relation to program performance against stated objectives and expectations”.

After considering the above definitions on monitoring, the researcher decided to adopt the Public Service Commission’s (2008) definition of monitoring for this study. It is more explicit on the key elements critical to the monitoring processes, including financial accountability and for the purpose of consistency common understanding through the study.

Evaluation

Kusek and Rist (2004, p.13), outline that “evaluation is a systematic and objective assessment of an ongoing or completed project, program, or policy, including its design, implementation, and results”. The UNDP (2009, p.8) defines evaluation as, “a rigorous and independent assessment of either completed or ongoing activities to determine the extent to which they are achieving stated objectives and contributing to decision making”. Public Service Commission (2008, p.3) defines evaluation as “the systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation, and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact, and sustainability”.

For this study, an operational definition was formulated as per UNDP’s (2009) and the Public Service Commission’s (2000) definition of evaluation. They highlight key elements such as the emphasis on, ongoing process and they are time bound on when the results are required for consistency and common understanding.

Sustainable service delivery

Sustainable service delivery is considered as a process whereby government deliver the community service needs, monitor the processes of how those services are delivered and ensure the way service is delivered. Hamza and Bardill (2009, p.116) indicate that, “making development sustainable means moving beyond just a narrow economic growth but build towards considerations relating to the quality of that growth to ensure that, the peoples’ basic needs are being met, the resource base is conserved, that there is a sustainable population level, that environmental and cross-sectoral concerns are integrated into decision-making processes, and also that the communities are empowered”.

Sustainable development is aimed at ensuring that how service is delivered, there is a need to ensure the ability of the future generations to meet their own needs. This includes the environmental management and consideration of climate change requirements. For this specific study, the definition of sustainable development by Hamza and Bardill, (2009) was adopted to ensure consistency throughout the study and report writing.

1.6. SIGNIFICANCE OF THE STUDY

The South African system of governance of municipalities is considered, as an important level of government that can interface with the citizens on a more frequent basis. Consequently, it is a sphere where participatory democracy is experienced in its practical terms by communities. The communities are actively involved not only when they participate in voting for their public representatives during elections, but they can also be consulted during policy formulation and programme implementation. Furthermore, communities can hold government from the three spheres accountable. Notably, over the past several years, the citizens have observed the deterioration of the level of confidence on the government and unhappiness by many communities. Some of the complaints raised by communities are that promises on projects are not fulfilled, and the implementation deadlines are never adhered to by government departments and municipalities. In certain cases, that results in communities that are no longer patient with the explanation by government and resort to protests, which are often marred by violence.

The community expectations seem to have far exceeded the level of services provided by municipalities and departments across the board. The pattern of the national, provincial government and municipalities operating in silos is regarded as a serious challenge. It leads to lack of coherence in planning and implementation while contributing to a situation where monitoring and oversight of government's programmes are made more difficult. Therefore, it is prudent that government must function well and perform optimally and effectively if it is to ensure that every organ of state is able to perform its core mandate well and work harmoniously with other organs of the state as well other sectors of the society.

The South African M&E system which is called Government-wide M&E could be analysed to have a better understanding of the following complexities: that it requires the implementers appointed by all departments; streamlined coordination within sectors and departments on planning, budgeting, implementation of powers and functions within the public sector as well as reporting, and accountability mechanisms by the three spheres of government.

The findings of the study add new information on monitoring and evaluation, and therefore contributes new knowledge to the existing body of knowledge in the field. As already outlined above M&E, as a field of study, continue to be explored further to align with new developing trends.Although NGOs, government institutions and the private sector show willingness to develop monitoring and evaluation as an effective management tool for projects' implementation, the major questions are whether the current approaches are adequate enough to be adopted as they are and whether the planned targets would be achieved as expected.The major questions remain whether the current or existing approaches are adequate to be adopted as they are and whether the planned targets would be achieved as expected.

The significance of this study is that it has helped to analyse the role of monitoring and evaluation towards the promotion of sustainable service delivery by all three spheres of government with special reference to the South African context. Secondly, it is anticipated that the results of this study will assist both policymakers and consultants to draw M&E

policies to foster the establishment of proper synergy between the three spheres of government on project, planning and implementation at community level. Thirdly, the outcome of the study will expand knowledge in the field of monitoring and evaluation.

1.6.1. Contribution to the theoretical literature

This study investigated the contribution of monitoring and evaluation as a key factor towards sustainable service delivery, analysed the role of government in sustainable service delivery, and evaluated the effects of service delivery challenges and its implementation at the community level. Therefore, for the researcher to achieve the objective as outlined above, there was a need to do an extensive literature review to determine what is already known on the subject. The other critical issue was to understand the theoretical framework that already exist and make recommendations based on the findings.

Furthermore, theories such as: Theory of Change, Logical Framework approach, Results-Based Management approach Management for Development Results approach, Impact Evaluation, Evaluation-Led Monitoring and Evaluation approach, Participatory Orientation Theory approach, and Theoretical framework on sustainable service delivery were analysed. These theoretical frameworks already exist in the literature. In chapter 2, the researcher assesses and analyses the function, principles, and importance of the theories presented above to M&E systems in government. The researcher also analysed how other countries have implemented these approaches in order to assess what lessons could be learned from them. At the theoretical level, the key findings and the responses from the participants were captured and analysed through the research report, to bring new ideas that enhance knowledge on M&E.

1.6.2. Contribution to the Empirical Literature

The aim of every study is to generate new information that would contribute to the existing body of knowledge within a specific field. The analysis of the literature in this study focused on the effect of poor service delivery and other critical factors that could contribute to the improvement of service and complement monitoring and evaluation

towards sustainable service delivery. To achieve the above objectives, the researcher did an intense literature review in chapter 3 and chapter 5. In Chapter 3, the researcher focused more on the international experiences on how M&E has been conceptualised and implemented, its success stories and failures and the lessons that could be learned to improve M&E systems at community level. In this research, the experiences from the following countries were considered and analysed: Mexico, Australia, Canada, Rwanda, Uganda, and Zimbabwe.

Chapter 4 focuses more on the South African perspective whereby its M&E system called "Government-wide Monitoring and Evaluation Framework" is outlined extensively. The chapter further, analyses the legislation in place; institutional arrangements; and how it is implemented. The chapter further outlines how local government level interfaces with other spheres of government, and they implement projects at community level. After the researcher had analysed the government documents and findings of the research participants, it was very clear that there were serious gaps, in relation to the government, between performance indicators, achieving targets or outcomes, and the impact on the ground.

The second point that came out clear was that the "Government- wide" M&E policy does not provide for local government role in reporting to the provincial and national government. Therefore, the main gap is that reporting frameworks provide for national and provincial staff to implement projects at the community level and to report without any knowledge of the municipality where projects are being implemented. The third issue was that there was minimal participation by community or community structures during the project's inception, implementation as well as during the operation and maintenance of projects.

It was also noted that the "Government- wide" policy does not provide for either incentives or accountability by departments or their officials. This leads to a lot of dissatisfaction and dissent at community level and the municipalities are unable to deal with matters whose jurisdiction lies at national and provincial spheres. Therefore, the findings form the basis,

on which the researcher would develop recommendations on whether there is a need to propose a new M&E framework approach or not. The recommendations and proposals are elaborated in detail in chapter 7.

1.6.3. Contribution to the Novelty

The existing literature indicates that some countries, particularly those that have had donor funding, and those that have 20 years or more experience in M&E, have started to implement the modern M&E. Some development agencies and some countries have created an M&E culture and systems, to varying degrees, in response to internal and external pressures. The researcher further observed that other countries have introduced different M&E approaches and different levels of their governance systems.

In South Africa, the government adopted an approach called “Government-wide Monitoring and Evaluation” (GWM&E) as a key milestone towards the achievement of a long-term public service reform trajectory since 1994. The M&E system is aimed at building the public management reforms that encourage coordination of programs and cooperation on matters of service delivery by municipalities and departments. While the M&E as a field of study, has been explored, there are still some questions that remain unanswered as to whether the current or existing approaches are adequate to be adopted as they are, and whether the planned targets would be achieved as expected. Australia is one of the countries that are already ahead with the implementation of M&E processes. However, it is not very easy to get a clear answer whether the desired results could be achieved if their experience could be replicated as they are in South Africa or not. Therefore, the researcher contends that there is a need to do more. In this regard, a new approach that would integrate more than one approach, take the new technological environment as well as participation of community members into consideration, and ensure that there is sustainable service delivery at the community level, should be developed.

1.7. LIMITATIONS OF THE STUDY

Sample size

Both convenient and random sampling were used because the researcher not only depended on the availability and accessibility of the respondents but also on their random identification. Due to financial resources and time constraints, it was not easy for the study to include all 22 municipalities and 5 districts in Limpopo province.

Comprehensiveness

Many community members, more community structures, many councillors, as well as more provincial and national departmental officials could have been given an opportunity to participate in the study, but due to time and resource challenges, it was not feasible.

Limited Literature review

The available literature indicates that, M&E was historically driven by external donors and professional evaluators, rather than by government institution. It was, therefore, critical for the researcher to access as much literature available as possible, on the success stories which could easily be adaptable to other countries without amendment. The researcher relied on existing statistics, supplied information or documents by government officials.

Direct Limits on Research

Government officials have adopted established protocol on how to handle academic investigation. For example, according to the IGR processes, no organ of state will provide negative information against another. However, a protocol like this one has the potential to restrict free scientific inquiry.

1.8. THE STRUCTURE OF THE THESIS

Chapter 1: Introduction and the rationale

The M&E discussion and the rationale is outlined in detail. The chapter further focuses more on monitoring and evaluation as the main topic, how it is understood, its origin, as well as how it is perceived by the public, private sector, NGOs, and other development agencies. The problem statement; research questions; the definition of key concepts; and

the significance of the study are outlined in detail. Ethical considerations, limitations, as well as the study "lay-out", are outlined.

Chapter 2: Theoretical literature

The chapter focuses more on the conceptualisation of the literature relating to monitoring and evaluation. It further reflects in detail, on the following theoretical frameworks that are relevant to the study: Theory-Based Evaluation approach, Theory of Change or Program Theory approach, Logical Framework approach, Results Based Evaluation approach, Managing for Development Results approach, Impact Evaluation, Evaluation–led approach, Participatory Theory approach as well as Theorical framework on sustainable service delivery. As the analysis was made, it was important to note that all approaches have positive elements that could contribute positively towards the development of the best M&E systems. The researcher also noted that all these approaches had their own different weaknesses.

Chapter 3: Empirical Literature: International Perspective

The chapter looked in detail at how countries such as Mexico, Australia, Canada, Rwanda, Zimbabwe, and Uganda conceptualised M&E approaches and systems, as well as how they implement M&E systems. The chapter also analyses what the best practices are, which could be lessons to be shared across different government institutions, and how different M&E approaches and systems that already exist in different countries could be adopted in South Africa.

Chapter 4: Empirical Literature: South African Perspective

The chapter focusses on the outline of the empirical literature review on the South African governance context. It further outlines the process of capturing the analysis on the findings of the information documented as per the readily available studies by other scholars and to explore the legal framework on M&E systems. In addition, it analyses South Africa 's monitoring and evaluation system, which is informed by an overarching Policy Framework of Government-wide Monitoring and Evaluation framework that was adopted by government in 2007. Furthermore, it outlines the findings of the researcher

on what gaps exist at the legislation, policy, institutional and integration of planning and budgeting process from the national, provincial, and local government.

Chapter 5: Research Methodology

The chapter outlines the research methodology and design, kinds of data collected, target population, area of study and profiling, sampling size, data collection methods, data analysis, validity, and reliability as well as ethical considerations.

Chapter 6: Data presentation, analysis, and key findings

The chapter outlines how the data was captured, analysed and presented. It further gives full report on how the questions were responded to by the participants and participant's demographic data, how questions were structured and how they were responded to by the participants for the researcher to make analysis if the research questions were adequately answered. The chapter as well captures if the questionnaires were responded to and if not, how will the researcher get more information to ensure the next chapter, which is chapter 7 is able to deal with the expected on the recommendations of the study. The chapter also covers keys findings of the research.

Chapter 7: Summary, Conclusions and Recommendations

The chapter outlines the summary of the study findings, conclusions, and recommendations, both from the literature and the respondents. The key findings therefore inform conclusions and the recommendations. The chapter also goes into detail to answer the question of whether there is a need to develop a new system or to simply adopt one from other countries that is found to be suitable for the South African environment.

1.9. CONCLUSION

Chapter 1 was able to give the outline of the study in terms of the background and the statement of the research problem, the aim and objectives, research questions, the definition of the key concepts and the significance of the study. Ethical considerations, limitations of the study as well as study layout are outlined. The chapter as well, was able

to capture how the thesis is structured. The next chapter, which is chapter 2, focuses on the theoretical and empirical literature review, with special reference to monitoring and evaluation as the field of study. The chapter further identifies the monitoring and evaluation theories and how sustainable service delivery theories could help the researcher to do the study within the proper theoretical framework.

CHAPTER TWO

THEORETICAL LITERATURE

2.1. INTRODUCTION

Mouton (2001, p178) defines a literature review as the study that provides an overview of scholarship in a certain discipline through an analysis of trends and debates. Furthermore, Bless and Higson- Smith (2000, p.20) states that, the purpose of a literature review is to sharpen and deepen the theoretical framework of the research**,** familiarize the researcher with the latest developments in the area of research as well as in related areas, identify gaps in knowledge and weaknesses in previous studies as well as to discover connections, contradictions or other relations between different research results by comparing various investigations.

This section of the study focuses on the theoretical and empirical literature review with special reference to monitoring and evaluation. The literature that was reviewed, among others, investigated the following aspects: monitoring and evaluation, sustainable service delivery, causes of service challenges, and the effects of service delivery challenges within the national, provincial, and local government sector as well as the existing legislative framework. This section takes into account other arguments as made by (Matimba 2023, p. 27) that, theory must be tested and proven through empirical evidence and application for it to be relevant and useful. One of the objectives of this scholarly research was to do exactly that, with a view to validate monitoring and evaluation theories, concepts and frameworks against their application and practice by the three spheres of government in the implementation of various developmental projects (Matimba 2023). The chapter further analyses the monitoring and evaluation theories as well as how sustainable service delivery theories could help the researcher to do the study within the proper theoretical framework. While the main participants provided the primary data to the researcher, government reports, documents, speeches, and other unpublished records were used for the purpose of the research findings and recommendations of the study.

2.2. THEORETICAL LITERATURE ON MONITORING AND EVALUATION

According to Cloete (2016, p.58), it is argued that in the post-colonial era, M&E started as a prerequisite for development aid and involved signing agreements that emphasised the adoption of those models and practices by the agencies or donor countries. The systematic practice of evaluation was reported to have been started in Nairobi, Kenya, by a network of evaluation practitioners in 1977 whose main objective was to enhance capacity building for the United Nations Children's Fund. It outlines that monitoring and evaluation systems have since been built at various levels in the public and private sectors in various African countries and this growing practice has resulted in the registration of over 26 verified evaluation associations and networks in Africa. The role of monitoring and evaluation to a greater extent, is to facilitate the interactions between the government and its citizenry by providing relevant, accurate and timely information that could be used for improvement in the implementation of the public service programmes and projects at a community level.

Over and above that it is important to note that, monitoring and evaluation systems have been adopted by different African governments, with Benin, Uganda, Kenya, and South Africa being acknowledged for the faster implementation of their national evaluation systems (Goldman, Byamudisha, Gounou, Smith, Ntakumba, Lubanga, Sossou and RotMunstermann, 2018). It is then argued that these are some of the countries that have developed the national evaluation policies, adopted different M&E approaches or systems, and had legislative and institutional frameworks in place with the main objective of achieving the improved level of service delivery and reduce poverty at all levels and sectors of communities.

2.2.1. Theory-Based Evaluations

Theory-based approaches to evaluation, emerged in the 1970s through the work of Carol Weiss, Peter Rossi, Huey Chen, and others, but they took time to gain traction in evaluation practice (Alkin, Knowlton & Phillips, 2013). This foundation work achieved more visibility in the 1980s, and the approaches gained popularity in the mid-1990s with a range of different perspectives and terminology used in theory-based approaches.

There was a common concern identified across those approaches which involved the existence of the relationship between a programme's efforts and its intended results. Such a process shows further linkages that operate between identifying how and why change is expected to occur. The programme theory is understood as a process that articulates the programme's assumptions about the sequence of expected change over which it has influence. According to Chen (2005, p.43) and (Chen: 2015.p65), theory-based evaluations refer to a variety of ways of developing a causal modal linking programme inputs and activities to a chain of intended or observed outcomes, and then using this model to guide the evaluation. According to Matimba (2023, p.27) theories contemplate or conceptualise to explain or describe observed phenomena or predict events.

Based on the articulation above, Theory of Change is understood as a systematic visual way of presenting and sharing an understanding, a perspective of the relationships among the resources available to operationalise a programme, planned activities with the desired results. It is further argued by the researcher that, there is an observation that, many development commentators have advocated for the adoption and utilisation of the Theory of Change as an approach whereby, it seems to have received a great deal of attention in programme evaluation for over two decades, signifying its important role in the implementation of development interventions and to the poverty reduction agenda.

Some of the key elements of Theory-Based approach include the formulation of a monitoring and evaluation framework as a fundamental and widely applied approach in evaluation practice, developing models of how a programme works through evaluation, examining the viability of the model, including its level of appropriateness and accuracy. The approach further includes the process of theory making, theory testing, and any required readjustment of the theory as a result.

Lastly it also includes a process whereby the evaluator is required to identify and understand the assumptions that underlie anticipated changes brought about by the programme. With all positive elements to it, unfortunately it has some weaknesses, such

that, if not properly explained, different stakeholders may perceive how the programme works and its assumptions differently. For those different interpretations and perceptions to be clarified, it will require the role of the evaluator in mediating such differences to reach a consensus position. Therefore, the failure of the evaluator to mediate properly might jeopardize the success of the programme and project in achieving its desired outcomes.

Crawford and Bryce (2002, p.365) Hamdy (2019, p. 4) contend that, by mapping out the determining or causal factors judged important for success, and how they might interact, it can then be decided which steps should be monitored as the programme develops, to see how well they are in fact borne out. The mapping out process allows for the critical success factors to be identified, and where the data show these factors have not been achieved, a reasonable conclusion would be that the programme is less likely to be successful in achieving its objectives. It is on that basis that the Theory of Change could be understood as it has much to offer to the development trajectory and it allows for a full stakeholder participation when developing development interventions.

2.2.2 Logical framework approach

According to Crawford and Bryce (2002, p.364) and (Campos & Williams, 2016), the Logical Framework Approach (LFA), was first developed by Practical Concepts Incorporated in 1969 for the United States Agency for International Development (USAID) to assist with project design and appraisal. They further indicate that the origins of the concept can be traced back through management by objectives, popularised in the 1960s to ancient Greece where the role of the ‘‘Strategoi’’ was to advise military leadership on logical means to victory. The literature also outlines that since the development of LFA approach, it has been utilised widely by managers in processes such as planning, budgeting and management of development interventions.

It is further understood that Logical framework approaches are used to strengthen the internal logic of activity design, implementation, and evaluation, whereby a logical framework matrix is developed as a document that forms the basis of an actionable work plan to guide implementation through the project or programme lifecycle. Carden and

Alkin (2012, p.107) regard, the LFA as “a critical management tool upon which M&E could be premised once a thorough LFA project has been described in terms of the logic model, critical measures of performance can then be identified”.

The key elements of LFA includes the following: a technical management technique that comprehensively summarises significant information associated with given development interventions, a matrix or a table covering categories such as inputs, activities, outputs, outcomes, and impact indicators and the means of verification, and assumptions/risks and mostly the achievement of the outputs and outcomes. The key elements are presented through, means of verification as well as the risk management tool planned well in advance before the start of the project. Further that LFA on its own is the best management tool that provide managers with clear indicators that are easy to observe throughout the project cycle. Managers can address project weaknesses and rectify mistakes during the project implementation as some times it becomes difficult to correct at the end of the project and it might even be more costly to the funders of the project.

Figure 2.1: below depicts the logical framework analysis that provides a useful and visual way of mapping out programme management. It illustrates how the key features of LFA could be summarised in the form of a pyramid shape. The figure further shows: Inputs (What is used to do the work?), Activities (what are the targets to be achieved? / What is done?), which will include the planning of the resources that are required and made available to achieve certain outputs, such as personnel, finance, materials, and time. The activities further include processes that are utilised to achieve certain outputs. The outputs refer to the achievement of the set targets as planned, while outcomes are medium to long term goals that will result in translating into positive impact and change in people’s daily lives and the development of the country.

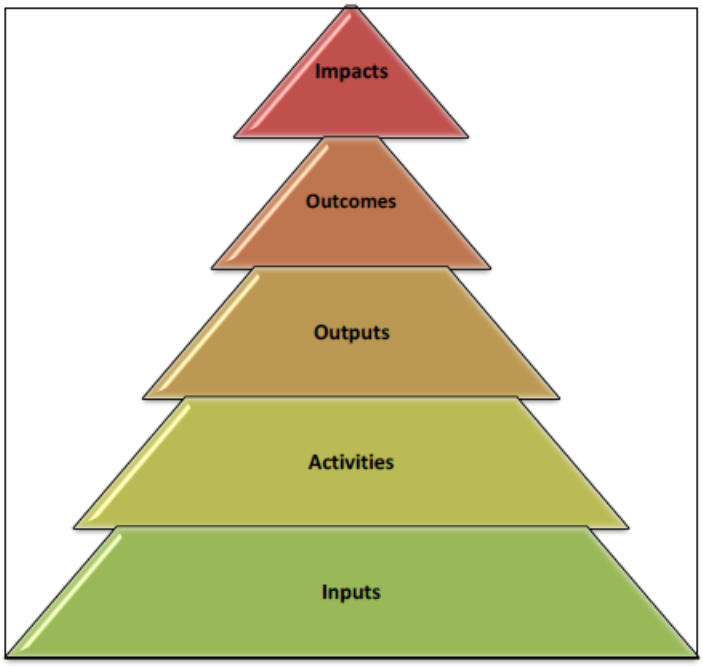

Figure 2.2:Programme Logic Framework, Source: RSA, 2011a

The weakness of LFA, amongst others, includes a situation whereby, an evaluation using a programme logic model may only investigate whether a particular result has occurred or not, of which might produce little information or no information as required. Additionally, only some aspects of the logic may be investigated without explanation of the focus adopted whereby such observations might be inconsistent with what was expected on the outcome of the assessments. Lastly some of the questions formulated based on the programme theory might be descriptive in nature, rather than evaluative questions that prompted investigation of the programme's quality and value.

The other key feature very important to this study, is that, the logical framework approach could also be seen as an approach whereby key planned objectives will be reached, the potential risks to achieving the objectives are identified, the ways in which outputs and outcomes might best be monitored and evaluated are established, a summary of the activity is presented in a standard format, as well as suggestions are made for M&E activities and risks are mitigated and dealt with during the programme or project implementation. According to Markiewicz and Patrick (2016, p.166), it is outlined that

Logical frameworks have two very important factors called, Vertical logic and Horizontal logic. *The two factors are explained below as follows:*

Firstly, the vertical logic is whereby factors that are stated as to what the project intends to achieve and is done by clarifying relationships between project means and the product. The causal relationships are made in the context of uncertainties that may exists and viewed as concerns for the project itself and associated environmental factors such as social, physical, and political. Much of the work is embedded in the process of ensuring that all concepts in the log frame are considered holistically to give the kind of vertical logical explanation that is expected. Lastly, those vertical linkages and explanations would include checking the hierarchy of project objectives, the causal linkages across the hierarchy and whether the important assumptions have been considered and addressed accordingly.

Secondly, horizontal logic is explained as a process to provide some measurement of resources required towards the results of development interventions to be achieved. Those measurements are done using an objectively verifiable indicators tool together with the means of verification. Horizontal logic further provides details about results to be obtained at each of the higher levels of the hierarchy of objectives, which includes, expected output, outcome, and impact of the project. Lastly, the status of learning and its critical role within monitoring and evaluation processes is reinforced where organizational leadership promotes a culture and support from the leadership needs to achieve.

Based on what has been articulated above, it is the researcher's view that monitoring and evaluation are viewed as mechanisms for programme improvement and betterment of service delivery and therefore, is more likely to embrace all the functions and purposes indicated earlier. Therefore, it must be noted that, for the development and implementation of a successful monitoring and evaluation practice, effective leadership, ownership of monitoring and evaluation purposes and processes, evaluation capacity building, and adequate resourcing of the monitoring and evaluation system, becomes very important elements to be considered. In summary, it is as very critical that a

Monitoring and Evaluation Framework is not constructed as simply to support compliance with accountability requirements but developing programme impact theory, formulating, and prioritizing evaluation questions, and answering evaluation questions for the achievement of the desired outputs, outcomes and impacts at the community level.

2.2.3. Results-Based Management

According to Kusek and Risk (2001, p.17) it is outlined that, “the evolution of the Results Based Management (RBM) approach dates from the 1990s onwards and it seemingly contributed positively to the effective and efficient delivery of goods and services by public sector and other development agencies”. They further explain that the RBM approach is widely used in the developed and less developed countries as a practically oriented management approach which includes the results managed frameworks or logic models, results-based strategic planning, risk management, results-focused budgeting, and results-based monitoring and evaluation principles. The key elements of RBM becomes visible through the relationship between RBM and M&E, which is considered as intrinsic, whereby the two are a fundamental way of achieving great development results. Therefore, within that context, it is crucial to ensure that M&E is pursued within the broader context of RBM, and vice versa, and that practitioners and learners of both take this important relationship into account for the successful implementation of the approach which will in turn contribute positively towards building and sustaining stronger M&E systems, essential for all development implementers.

According to Markiewicz and Patrick (2016, p.167) it is further explained that “Results-Based Management (RBM) is a management approach that has achieved wide acceptance within the public sector”. Thereby, it has drawn on management practices of the private and not-for-profit sectors while asserting its own level of influence in those contexts. The other main aim of the RBM is to gear towards organizational and programme efforts of improving performance and the achievement of planned results. The emphasis and accompanying concerns with accountability have heightened expectations of what monitoring and evaluation should deliver.

The RBM also consider importantly the element of management strategy by which all actors must ensure their processes, products, and services contribute to the achievement of desired results whereby those actors are as well expected to use the information and evidence generated to improve decision making, accountability, and reporting. Lastly as RBM approach is strongly associated with a need to increase the use of reliable evidence as a basis for decisions made, as opposed to the conventions of usual practice, or simply drawing the perceptions of a limited range of stakeholders. The use of such evidence must advocate for breaking down traditional divides between planners and managers and those assessing organizational and programme performance.

The RBM approach has been critiqued for displaying an obsessive measurement disorder, whereby the approach is viewed as relying strongly on quantification, affirming that which can be easily measured and discounting that which cannot be measured. The risk it runs is to discount the value of transformational initiatives that may be relatively less possible to measure as well as reinforcing top-down perspectives where what is valued and measured is usually not according to the needs of implementing partners, operational personnel, and beneficiaries who are the community members. Another critical point that needs to be highlighted is that the approach had failed to identify how outcomes may be influenced by multiple actors and external risk factors, and its perceived formalistic perspective seemed to stifle the innovation and flexibility required to achieve those results.

On a positive note, RBM is appreciated for its Positivistic perspectives and strong methods. The accountability that reinforces calls for the use of methods which are more scientific and precise measurements involving more singular use of quantitative data due to their perceived greater validity and reliability and perspectives are opposed by a constructivist or interpretive approach, which is also more concerned with learning in complex nonlinear environments by eliciting stakeholder voices of using participatory methods. The RBM approach (United Nations Development Program [UNDP], 2011) as presented in Figure 2.2, outlines the processes whereby the management approach with its

cyclical, iterative, and integrated orientation also typifies what is known as performance management are outlined in a figure form as depicted below:

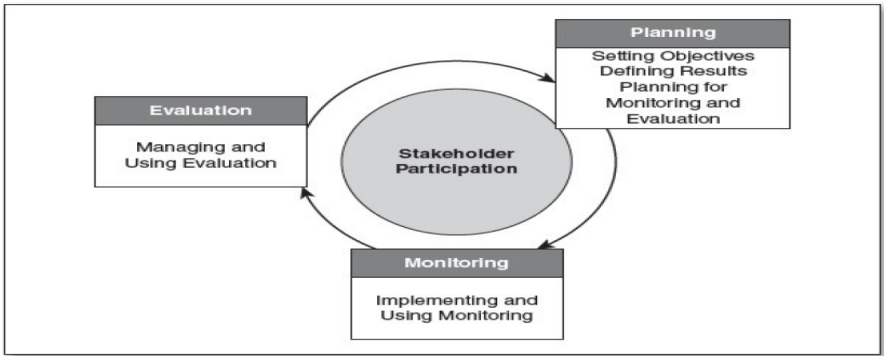

Figure 2.2 Results-Based Management Life Cycle Approach Source: UNDP, 2011

It is important to note that the RBM approach processes as displayed above, is the critical element of the interlinked and balanced relationship between planning, monitoring, and evaluation as well as the participation of the stakeholders. Further, the incorporation of monitoring with its focus on tracking progress and more learning-focused evaluation and broad base of the inquiry driven by evaluation questions. The inquiry's key elements may include: a focus on identifying outputs, outcomes, and impacts that are formally identified as the results of an initiative. Secondly, some other performance areas such as the appropriateness and efficiency of an initiative are assessed to provide a broader view of performance. Some of the critique of the approach is that the risks of adopting an RBM approach is characterized by reductionist, linear, or positivist thinking can be reduced where a range of methods and measures are used to establish change. On a positive note, is that the RBM approach advocates for developing plans for monitoring and evaluation, and simultaneously promotes the adoption of evaluative thinking.

2.2.4. Managing for Development Results

Managing for development results (MfDRs) is another M&E approach that is common among practitioners of M&E around the globe and has widely been adopted and practised as a paradigm among public sector and non-state development actors. Markiewicz and Patrick (2016, p,167) outlines that MfDRs is understood broadly as a management strategy which emphasises the achievement of development results at all levels of an

intervention or project implementation. It is further argued that the approach uses performance information to support enhanced decision-making processes through the utilisation of technical tools for strategic planning, progress monitoring, outcome evaluation and risk management.

The key elements of the MfDRs strategy are the concrete and continuous utilisation of evidence to inform all phases of development processes while it promotes good governance, whereby it includes the processes of objective setting, transparency, evidence-based decision making, and constant adaptation and improvement. Secondly, its utilisation of results informs the development processes as the central focus of the MfDRs strategy. The MfDR strategy further puts an emphasis on the acquisition of evidence by those in charge of public policy and decision making and directly utilise such information for development purposes and contends that, with limited and scarce resources in the custody of development agencies, including governments, it is incumbent upon public managers and agencies to ensure the use of evidence for planning and designing development interventions.

2.2.5. Impact Evaluation

Crawford and Bryce (2002, p.364) define Impact Evaluation as the systematic identification of the effects – positive or negative, intended or on individual households, institutions, and the environment, caused by a given development activity such as a programme or project. They also argue that Impact Evaluation approach helps us better understand the extent to which activities reach the poor, and the magnitude of their effects on people's welfare. They range from large-scale sample surveys in which project populations and control groups are compared before and after. Further, it is at a small-scale rapid assessment and participatory appraisals where estimates of impact are obtained from combining group interviews, key informants, case studies and available secondary data.

2.2.6. Evaluation-Led Monitoring and Evaluation Approach

Armytage (2011, p.262) articulate that “Evaluation-Led Monitoring approach and monitoring and evaluation are intrinsically linked and important functions, although they have evolved from different historical roots and theoretical foundations”. The evaluative-led monitoring approach is used to establish the theory and principles that are used to guide both monitoring and evaluation processes in a development intervention. But such understanding may contrast with many other traditional approaches towards the development of monitoring and evaluation frameworks, wherein the central focus is placed on monitoring of inputs, activities, and outputs to track program implementation and the achievement of the planned results.

As such, some of the traditional approaches of evaluation, if included, may be positioned as an add-on to complement to the centrality of monitoring and evaluation activities and processes. On that note, in some instances in many practice areas, including the international development space, what is defined as evaluation often has more characteristic of monitoring. Consequently, the emphasis on monitoring might overshadow the more disturbing challenges of evaluation as a process.

Nielsen and Hunter (2013, p. 121) argue that “the central positioning of monitoring within a monitoring and evaluation framework has occurred in part because monitoring has provided funders and managers with more tangible, immediate, and regular information than evaluation has been able to with its focus on producing in-depth, periodic studies”. Some key elements of this approach includes the following : (a) that there is a need to answer the question of whether evaluators should engage in cross-fertilizing performance management and monitoring efforts with evaluation thinking and techniques, (b) whether the evaluators must elevate evaluative thinking and processes at the core of organizational operations,(c) whether the evaluation theory and principles should be used to guide the nature of inquiry that takes place through program monitoring, and (d) whether monitoring should be emphasised at the expense of evaluation.

The many different purposes of a monitoring and evaluation framework were described as inherent rather than a set of options from which a few are chosen (Nielsen & Hunter, 2013). It is, therefore, important to take note that, in adopting an Evaluation-Led approach, there is a need to follow the evaluation concepts such as, the commitment to use of a participatory approach, use of theory-based approaches, development of evaluation questions to guide inquiry, framing areas of inquiry against the domains of appropriateness, effectiveness, efficiency, impact, and sustainability, use of mixed methods.

The Evaluation-Led Monitoring approach principles includes the pluralist approaches to guide methodology development and data collection support for implementation-focused, formative as well as summative. The approach uses the evaluation processes, development of agreed criteria and standards for assessing program quality and value assessment of fidelity of program implementation. It is also based on identification of results, development of useful and useable reporting processes with wide dissemination of findings, commitment to organizational learning and evidence-informed decision making. Finally, the commitment to organizational evaluation capacity building and the underpinning of those concepts are fundamental evaluation values that are identified and expounded by various professional evaluation associations.

According to Markiewicz and Patrick (2016, p.166) it is further outlined that “an Evaluation-Led approach is reinforced by using evaluation questions to guide the monitoring and evaluation processes as well as to use of several measures beyond indicators and planned targets”. Some of the key features of the approach includes drawing on a common pool of methods, tools, and analytical skills that are used within monitoring and evaluation functions as per the need, timing, expertise, available resources, and feasibility. The approach is as well viewed as it avoids the development of parallel and unrelated systems. It is on that basis that, the researcher’s view agrees with other scholars’ views that, in summary the evaluative process is a very important component as it emphasise more on the impact, which is beyond just attainment of the targets.

2.2.7. Participatory Orientation Theory

According to Onyango (2018, p. 438), it is outlined that, “the concept of participatory monitoring and evaluation originate from an understanding of the limitations of conventional M&E methods”. The need to strengthen public participation mechanisms of primary stakeholders during programme implementation as active participants in interventions by them taking the lead in tracking and analysing progress towards jointly agreed results and deciding on corrective action (Hilhorst & Guijt, 2006).While UNDP (2004, p.16) argues that “participatory methods provide active involvement in decision-making for those with a stake in a project, program, or strategy and generate a sense of ownership in the M&E results and recommendations”. On the same understanding, the stakeholder involvement within the programme intervention or project implementation enables the range of diverse views an inputs and interests to be canvassed and represented to enhance the success of the program or project.

The stakeholder involvement is a very important democratic process to advance the social justice perspective, diversity of values and manage different interest within the society. The participatory approach also includes a process where evaluation activities consider an effort to support stakeholders and programme beneficiaries. For effective stakeholder participation, evaluation should be done through capacity-building plans, to ensure they can evaluate their own programme, and they can achieve self-determination and empowerment.

The Participatory approach principles

The participatory approaches are embedded with the principles of rights, relevance, accuracy, effectiveness, and process. For effective project implementation, it is very critical to consider these principles as the human rights of the community especially the marginalised, as they are, the beneficiaries of the service which must be always respected. Further, participatory methods promote high level of community participation during development interventions and has greater potential to achieve increased outcomes and impact. Lastly, the involvement of key stakeholders in the development of a monitoring and evaluation framework from the planning up to the implementation level

will assist to build awareness and ownership with the likelihood to achieve the desired results, findings, and recommendations.

Key features, strength, and weaknesses

The participatory approach is identified through the following features and weaknesses: participation levels are not systematic; the evaluation processes are difficult to follow by the stakeholders; and the evaluators are more in control over the evaluation process. Consequently, there are other constraints and challenges in implementing participatory approach which are to be taken into cognisance for a successful development intervention which include: evaluators must possess certain levels of knowledge and skills; time and resources involved in implementing participatory practice; stakeholders to be familiar and understand the participatory methods being implemented. Notwithstanding such challenges, the researcher contends that, there is still a need to promote Participation Orientation Theory approach to advance successful development and implementation of an effective monitoring and evaluation framework.

The researcher was able to take note that, there are considerable opportunities that could be considered in developing an effective M&E system. These opportunities include its features such as: participation of key stakeholders may differ on levels and stages of the process of encouraging stakeholders' involvement and its principles of rights, relevance, accuracy, effectiveness, and process remain very key towards promoting community participation during projects implementation.

2.3. THEORETICAL FRAMEWORK ON SUSTAINABLE SERVICE DELIVERY

Brundtland (2013, p.2) argue that "sustainable development is explained as the development that meets the needs of the present without compromising the ability of future generations to meet their own needs". According to (WCED, 1987) and (Gibbens & Schoeman, 2020), further argued that the best-known definition of sustainable development is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". It relates to the physical environment, where environmental degradation should be mitigated to ensure the

preservation of natural resources to safeguard for the future generations. Rural communities need more awareness campaigns to be encouraged to participate on nature conservations programmes to achieve the sustainable development. Development agencies and government in some instances develop policies and present them on local people without them fully taken on board so that they take ownership of those policies for effective implementation (Taylor & Mackezie, 1992).

According to Markiewicz and Patrick (2016, p.18) it is explained that, “multiple purposes for monitoring and evaluation and the value of a monitoring and evaluation framework lies not just in its development but in the use of the information that it generates to track the progress of implementation, to identify results and account for funding provided, to improve program performance and enhance service delivery, to support learning and program development, and to inform policy development and decision making”. It is further argued that the expectations from the community towards service delivery implementation processes are based more on the achievement of target by government institutions.

It should, therefore, be noted that, it would be very critical for the state institutions to put mechanisms in place to ensure there is maintenance of an appropriate balance between functions in a monitoring and evaluation framework and the achievement of planned targets. To achieve that balance, the evaluators are required to have full knowledge of the focus of evaluation and negotiation and possess negotiation skills to explore and accommodate different needs of different stakeholders. The other important element is that the evaluators should be aware of the reporting lines as well as reporting time frames.

2.4. CONCLUSION

This chapter was able to explain in detail the theoretical frameworks including the following: Theory-Based Evaluation approach, Theory of Change or Program Theory approach, Logical Framework Approach, Managing for Development Results approach, Impact evaluation, Evaluation-Led approach, Participatory Theory approach and Theorical framework on sustainable service delivery. As analysis was made, it is

important to note that they all have some positive elements that could contribute towards best and successful M&E systems development as well as some kind of weaknesses to be considered in mitigating and ensure they do not negatively affect the development of effective M&E system.

Similarly, those different approaches could be used either as one approach or in a multiple combination as they present some elements that might be complementary to one another. The linkages between MfDRs, ToC, RBM and LFA and M&E are based on key elements of a results chain, and the impact. They also provide for techniques, tools, methodology, data, and information required to achieve the desired results.

This chapter link directly to the next chapters whereby the literature on empirical literature on both international perspectives as well as the empirical literature on the South African context was reviewed to inform integrate with the findings of the study. Further, analysis would further inform the development of recommendations at the end of research to address the other objective which was to propose new M&E framework to both South African government and other countries to improve service delivery to the community. The next chapter analyse in detail the empirical literature, with specific reference to the international perspective of monitoring and evaluation. The chapter further analyses what are the best practices from several different countries which could be lessons to be shared across different government institutions and how different M&E approaches and systems that already exist in different countries could be customised depending on the material conditions and their situation and governance systems.

CHAPTER THREE

EMPIRICAL LITERATURE: INTERNATIONAL PERSPECTIVE

3.1. INTRODUCTION

In developed nations like Australia, United States, and United Kingdom, the implementation of monitoring and evaluation use tools and methods which focus on performance indicators, rapid reviews, impact evaluations, and performance audits (Lahey, 2005). Dassah and Uken (2006, p.710) further argues that “the African Continent has come into monitoring and evaluation (M&E) at a late stage in its third wave, is indisputable”. To that end, it is further worth noting that, many government institutions and other development agencies are working very hard to make considerable efforts and initiatives towards the adoption of M&E frameworks. Throughout the world, accountability to donors on funds received and to the community on the projects delivered is becoming a must to do. Therefore, this chapter further look in detail how the following countries (Mexico, Australia, Canada, Rwanda, Zimbabwe, and Uganda) conceptualised M&E approaches, systems and how these are implemented. The chapter as well analyses what are the best practices which could be lessons to be shared across different government institutions.

3.2. MONITORING AND EVALUATION IN OTHER COUNTRIES

This specific section of the text focuses on how the following countries (Mexico, Australia, Canada, Rwanda, Zimbabwe, and Uganda) conceptualised M&E approaches and systems as well as how they implement M&E systems. The chapter as well analyses what are the best practices which could be lessons to be shared across different government institutions and how different M&E approaches and systems that already exist in different countries could be customised depending on the material conditions and their situation and governance systems.

3.2.1. Mexico

Lopez-Acevedo, Krause, and Mackay (2012, p.167) contend that, Mexico started its M&E system implementation through a process where some few scattered evaluations were conducted, while it was not implemented systematic performance measurement system. It is only in the late 1990s where there were political governance changes which necessitated that there was high demand for transparency and accountability by both government to the community level. The political changes in Mexico, with new political leadership in office necessitated the amendment of the legislation including the M&E framework and institutions which were required to strengthen government oversight were establishment. Breceno and Gaarder (2009, p.34) further outlines that, “by the year 2000, guided by the Congress mandate, the Mexican government began to measure poverty and evaluate its social programs for the first time”. It should be noted that, the main was to ensure that the results are measured.

Mexico’s framework and key elements

“M&E in Mexico has gradually evolved into the Performance Evaluation System (Sistema de Evaluación del Desempeño [SED]). SED’s main purpose is to assess progress in meeting policy and program objectives to inform the performance-based budgeting decision-making process” (Rubio, 2012, p.170). It is the researcher’s observation that, while they adopted the Logical framework, Results Based Monitoring approach elements were also incorporated within its approach and had a separate planning and budget processes. Further, the government program objectives, policies, annual budget, and performance targets are aligned to the plan.

Mexico’s M&E successes, weaknesses, and possible threads

Mexican M&E systems’ success factors include the following: Public servants were trained, and the training was facilitated by the SED;180 Building Better Policies training also contributed to maintaining institutional capacity, the implementation Logical Framework approach was effective towards regular monitoring and evaluation of the planned targets. Although the Mexican M&E program was characterized by good intentions, there were considerable limitation on its vision. Some further weaknesses

include: the evaluation tool adopted seems very costly and does not provide regular feedback, the adopted organizational structure is not fully trained and capacitated regarding planning and implementing such many evaluations, and there is no formal process in place to ensure evaluation results translate into effective decision-making.

3.2.2. Australia

In Kusek and Risk, (2001 p.29) it is outlined that, “the Australian M&E system, was in existence from 1987 to 1997, which was one of the most successful in the world and was driven by the federal Department of Finance (DoF)”. However, the historical background shows that, in the 1980s, Australian government faced economic challenges such as monetary policy failure and recession which resulted in high unemployment.

Further, they became very committed to economic transformation program and were able to improve efficiency and effectiveness of the achievement of targets that relates to value for money and government expenditures. Consequently, the framework produced better results due to intensified strong human, institutional, and management capacity in the public sector.

Australian’s M&E framework

Australia adopted the M&E framework, called **“**Managing for Development Results (MfDRs)”. Further the country adopted principles to create a conducive environment for building a sound evaluative culture such as: public service known for integrity, honesty, and professionalism; credible financial, budgetary systems and controls; build a culture for accountability and transparency; and legitimate, credible political leaders elected. MacKay (2002) also indicates that, “several public sector reforms were implemented to encourage this new approach, including a substantial devolution of powers and responsibilities to government departments known as letting the managers manage”.

The researcher contends that, public sector reforms are aimed at improving the achievement of planned targets. Therefore, achievement of effective and efficient delivery of services could be accelerated and enhanced through evidence based decision-making processes. Therefore, managers at different levels of government should be given

authority to make decisions quicker with confidence that the leadership will fully support them. Further, with M&E framework implemented in a transparent manner would gradually make the community to have confidence in government and will participate in their service delivery implementation processes.

Australian's M&E Success factors

It was observed that implementation of M&E programs in Australia, assisted to achieve and maintain the following positive principles: to build a sound culture of regular evaluation within the governance system, to develop and establish an organisational structure with strong human and institutional management capacity, to ensure the implementation of public service that perform their duties with integrity, honesty, and professionalism, to ensure that there are internal controls geared towards the development of improved financial systems, budgetary and accounting systems to achieve accountability, transparency and credible as well as a legitimate political leadership at all levels.

The Australian's M&E promote a whole of government strategy of which institutionally is championed with the main purpose to bring all ministries on board as a compulsory task and ensure that the evaluation findings were used to improve the decision-making processes. The other important factor was that the Australian governance was guided by a very clear legislation which was in place with a ministry responsible even to finance the strategy and the M&E framework approach has clear as reporting lines in place. The evidence-based processes had a very positive impact towards achievements of targets and improved service delivery to the community.

Australian's M&E weaknesses and possible challenges

During the study analysis, it was observed that, while the Australian M&E system had several considerable positive elements, also had several challenges that needed some attention such as: lack of sufficient governmental cooperation and coordination amongst departments and due to some of the samples of evaluation templates with methodological weaknesses produce poor quality reports. Consequently, it would result in departments

relying on poor quality evaluations and unreliable information which might be misleading for the attainment of quality decision-making processes.

3.2.3. Canada

In Canada the evaluation process started during years of around 1969. Lahey (2015, p.2) also observed that, “the introduction of the evaluation processes, was inspired by the governance principle of allowing the managers to manage and thereby, allowing deputy ministers of federal government departments to assume greater responsibility and be accountable for the performance of their programs and the prudent use of public funds”. The evaluation processes in Canada have been implemented for period of over 30 years. Since its inception, there were some policy development, practices, and standards set for evaluation. The formalised Evaluation Policy was updated in1991, 2001, and 2009. As a result, reporting lines and accountability processes were improved.

Canada’s M&E framework

As already outlined above, during the early 2000s, a more formal results-orientation M&E framework was adopted by the Canadian government. Consequently, performance, monitoring, evaluation, and internal auditing were recognized as key tools adopted within the governance sector. It was aimed towards the achievement of results focused, reduce wasteful expenditures, and accountability across the government departments to achieve improved service the community.

Furthermore, a more revitalised evaluation function across government, as introduced in 2001. It consists of the following three key elements: emphasis on the achievement of results, the establishment of ‘Centre of Excellence for Evaluation (CEE)’, and the building of M&E institutional capacity and programs. CEE’s responsibility was also to serve as an institution that oversees, champions, and helps to rebuild the M&E implementation capacity across government. Further, to serve as an investment strategy, that support the different departments and agencies. Lastly, to assist the departments to rebuild the M&E functions and meet the increasing demands on evaluation.

Key features of M&E framework in Canada

The Canadian government's M&E features include the following: the policy development processes emphases more on results achievement; establishment of internal evaluation units within different departments but led centrally; evaluation standards adhered to by all institutions; development of M&E guidelines with checks and balances; the evaluators to remain independent and neutral; oversight mechanisms aligned to ensure reports credibility and quality controlled; and lastly, to ensure the transparency and the commitment towards capacity building of the officials responsible for M&E processes. Furthermore, the role of TBS unit was to provide leadership to support departments; assist departments in the repositioning of evaluation; and to be the champion for evaluation management and implementation within the governance system.

Success factors and challenges or weaknesses

The planned evaluations are regularly conducted with the deputy heads of government departments or agencies. Each department to account for high organizational performance and for the achievement of planned targets. Further that while it was observed that, the departments and agencies have some flexibility on the resources available, required or provided. The central agency provides consistent support to the departments for ongoing monitoring of their programs, evaluation studies (and internal audits), to ensure good governance, and management practices.

There are some observed weaknesses such as: very little coverage on programs evaluated by each department; the tools utilised for monitoring not providing sufficient focus on effectiveness of programs; the evaluation report producing insufficient performance information on programmes implemented within departments; and the shortage of experienced evaluators; and poor overall government spending growth.

3.2.4. Rwanda

The country of Rwanda experienced the devastating genocide and civil war in 1994. Hwang (2014, p. 24) indicates that, "Rwanda's first Poverty Reduction Strategy Paper, finalized in 2002, prioritized medium-term challenges and allowed the national priority

areas of human development, economic infrastructure, governance, private sector development, institutional capacity building, rural development, and agricultural transformation to be adapted at the sectoral, provincial, and district levels". It must be noted that, there were positive signs of economic growth, however, the poverty reduction results were not fully achieved as expected.

Rwanda's M&E framework

Rwanda is another African country, that took major steps to adopt an evidence-based in 2002. The processes were linked to government planning cycle. It was further aligned to annual budget processes framework. Secondly, it was aligned to the 2007 Poverty Reduction strategy. The M&E framework was further used as a tool for the determination of indicator matrix. The reports were submitted biannually to the donors, national, and sectoral level indicators. Furthermore, the line departments, district government, and donors annual plan and reports, were designed and adopted.

The researcher contends that, the M&E framework adopted by government included the appointment of M&E champions at the highest level of government. The champions include: the president and prime minister, the donors, and MINECOFIN. The champions were responsible for the development and implementation of the M&E processes and programs within the whole government departments. The process of developing an integrated M&E framework, was led by leadership from the highest offices.

Further, the information generated through evaluation tools, was regularly sent to champions for further processing to ensure effective decision-making and the achievements of targets. The president and prime minister used the information, to hold line ministries and district mayors accountable so that, for results achieved are properly rewarded and there is implementation on consequence management for the non-performance of targets. Consequently, there were processes adopted which led to the increased on the achievement of planned targets, the stakeholders in Rwanda had a strong incentive that was acceptable by the stakeholders and projects beneficiaries.

The Rwanda's M&E framework, strength, and weaknesses

Strengths of the Rwanda's M&E framework were observed as follows: a continuous role-played donors to generate the required M&E information; building capacity processes provided by donors to M&E practitioners; coordination between donors and government practitioners provided was critical for the harmonization and alignment of planned targets; and further the alignment of planned targets. The president and prime minister's roles on the implementation of M&E processes was very crucial as they were able to reinforce rewarding best performance, penalised poor performance, including demotion and firing officials from work.

While the Rwandan government had extensive M&E framework in place and there was effective utilisation of evaluation findings information for reporting in budget allocation decisions, it was observed that the M&E processes still had some weaknesses such as follows: lack of human capacity for analysing the results and evaluating planning or budgeting; lack of baselines for some data collected, and timely evaluation of indicators. Additionally, reports were unable to provide a mechanism to analyse the results, but simply examined what is achieved or not achieved, without presenting some ideas on how to amend plans that are difficult to achieve. The evaluation reports were also unable to provide a mechanism to further analyse processes or assess whether the policies are effective in reducing poverty, or not.

3.2.5. Zimbabwe

According to Brushett, (1998, p.1), it is articulated that, "the Director of the NPA collaborated with a UNDP-funded external specialists to draw up a first conceptual framework for Zimbabwe in 1991, encompassing implementation monitoring, project completion reporting, performance monitoring and impact evaluation". Supplementary, the Zimbabwean government had to face serious challenges of service delivery since its independence in 1980. Due to inadequate budget allocations especially at the local authorities' level, challenges such as inadequate basic service provision, lack of infrastructure development and maintenance, poor housing provision, poor healthcare and lack of electricity provision continued to persist. The program called 'Public sector

investment program' (PSIP) placed greater emphasis on the integral elements of economic structural adjustment and fiscal budget processes.

The Zimbabwe government established a 'National Economic Planning Commission (NEPC)' placed under the Office of the President and Cabinet (OPC). The main role of the NEPC was to ensure the development of policies and plans; preparation of annual, medium-term, and long-term programs; and ensure the attainment of collaborative mechanisms between line ministries and executing agencies on the implementation of projects.

Zimbabwe's M&E framework

Mlambo and Govender (2021, p.20) aver that, "to address the poor performance issues in the public sector, the government of Zimbabwe implemented the National Evaluation Policy in 2015, which provided a framework for monitoring and evaluation in the public sector". While the policy was implemented in 2015, however inadequate institutional and human capacities to effectively to implement the evaluation framework remained a challenge needed attention.

Strength and weaknesses of the Zimbabwe's M&E framework

Some weaknesses of Zimbabwe's M&E framework included the following: the experiences and reporting indicators were not fully recorded and developed; the available processes are not able to determine the compliance or non-compliance by the evaluators from different departments; there was no standardised protocol agreed upon by departments for reward on best performance or consequence management for poor performance; and M&E approaches are more focused on quantitative rather than qualitative data collection. Consequently, due to poor coordination mechanisms between the national government and local authorities negatively affect the efficiency and effectiveness of service delivery achievement, which result in poor economic growth, poor governance, and poor basic service delivery to the community. Based on the above challenges, it was not easy for the researcher to record considerable key strengths and successes for the Zimbabwean's M&E framework implementation at the community level.

3.2.6. Uganda

The historical background of M&E in Uganda dates back from a point where the government undertook to implement the comprehensive reforms in economic management. It has achieved the stabilisation of its public finances in 1997. The Public service commission's main responsibilities include the following: to provide guidelines for public servants' appointments; monitor service conditions; payroll management; and monitoring of the implementation programme. The main purpose is to ensure the achievement of planned objectives and the development of measurable and related to government.

Uganda's M&E framework

The Ugandan government adopted a Results-Oriented Management scheme (ROM), wherein Cabinet was able to approve a plan to introduce the M&E system to all ministries and districts of government. The result-oriented management scheme was coordinated by the ministry of public services, which also introduced a Log frame M&E approach. The government of Uganda further worked on the following efforts: fiscal policy and system reforms; decentralization program of planning and resource management; ensure provision of service delivery to the localities; and the introduction of transparency measures and consultative efforts of the GOU budget processes. These measures were able to boost the government's credibility and accountability to the public. The annual budget decision-making process took into consideration the participation of stakeholder through workshops.

Strength and weaknesses

Some of the risks which might be considered as weaknesses on the implantation of the Ugandan M&E system is when government has developed an output-oriented budgeting but only to find that managers define their own performance indicators on their own. Another critical weakness observed is that to date, the ROM activities focussed more on conducting workshops to develop skills, formulation of results target which are clearly linked to the core operational budgeting, planning and performance assessment processes.

Some of the strengths of the Ugandan M&E system include the following: the introduction of reward for outcomes mechanisms; determination of resource allocation for performance incentives; well-developed infrastructure project management training programs; the structure for culture of regular assessment and decision-making process, the development of consequence management policy.

3.3. CONCLUSION

This chapter considered the literature review, the international perspective on how other countries implement M&E towards improving service delivery. The following countries: Mexico, Australia, Canada, Rwanda, Uganda, and Zimbabwe were analysed on what and how M&E frameworks were conceptualised, the successes as well as other lessons that could be learned from them. The analysis also shows that for the M&E systems that already exist in different countries can be customised depending on the material conditions and their situation and governance systems. Therefore, it is important to note that, there would be 'no one-size-fits- all' on what M&E approaches to be developed by different countries. The following chapter outlines in detail the empirical literature with special reference to the South Africa's M&E framework implementation experience. The analysis includes the success factors as well as the gaps that might be observed at the legislation level, policy, institutional and integration of planning and budgeting processes to ensure the achievement of sustainable service delivery at the community level.

CHAPTER FOUR

EMPIRICAL LITERATURE: SOUTH AFRICAN PERSPECTIVE

4.1. INTRODUCTION

The chapter details the South Africa ‘s monitoring and evaluation system which is informed by an overarching Policy Framework of Government-wide Monitoring and Evaluation as adopted by government in 2007. The chapter will further analyse the main themes of study as captured in line with the objectives of the study, as they are more relevant questions to be investigated within the South African context. The chapter further provides the researcher with an opportunity to go through the literature that already exist about South African context whereby the analysis could be made on what gaps exist at the legislation level, Policy, institutional and integration of planning and budgeting process from the national, provincial, and local government that will ensure sustainable service delivery at the community level as well as what South African government could learn from the approaches on how to improve current M&E approach for the better.

Coryn, Hattie, Scriven and Hartmann (2007, p.438) outline that, “international development organisations and governments around the world, have utilised monitoring and evaluation (M&E) to inform performance results and outcomes of development interventions”. In the same context, it must be noted that it was observed through literature review that other governments including South Africa are seen increasingly adopting M&E systems, processes, and methodologies, traditionally practiced by donor agencies, whereby within the overarching context of the results-oriented public sector, coherent institutional design of integrated national systems of M&E is a national imperative for governments globally. It must be also noted that, in South Africa, it is very clear that it was only in 2004 that the Cabinet initiated plans for a monitoring and evaluation system for government. The Presidency subsequently developed the Government-wide Monitoring and Evaluation Framework whereby system has three important components which are programme performance information, social, economic, and demographic statistics evaluations. Engela and Ajam (2010 p.3) further explain that in South Africa, the

monitoring and evaluation system is informed by an overarching Policy Framework of Government-wide Monitoring and Evaluation (GWMES) (RSA, 2007). They further outline that the evolution of the GWMES and its implementation are based on three critical components that will in turn, inform government performance monitoring that includes the following: the management of social, economic, demographic statistical data across government, and the programme evaluation across government. These components, as outlined in the Framework for Programme Performance Information (RSA, 2007), are explained in figure form (Figure 4.1), below.

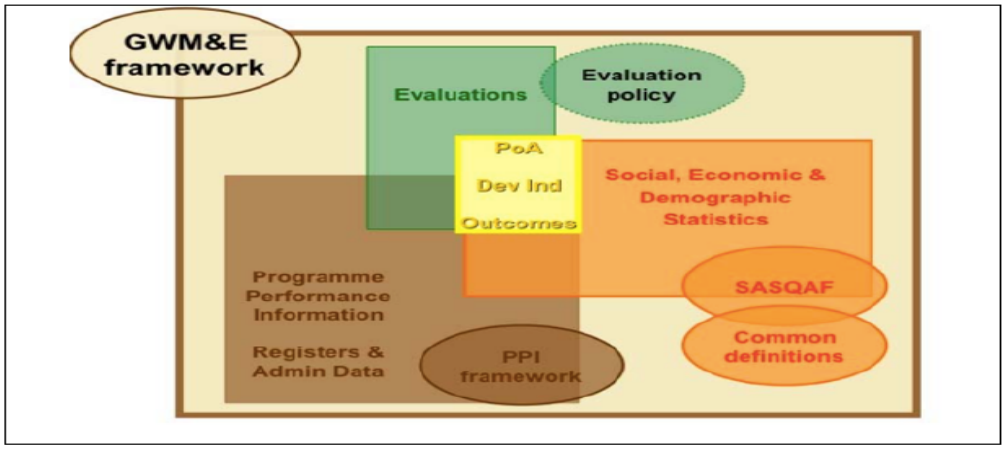

Figure 4.1: The South African Government-Wide Monitoring and Evaluation System Source: Engela and Ajam, 2010:3

The Government-wide Monitoring and Evaluation Framework as outlined above, it shows the key elements and the relationships of the framework which include Evaluation policy, Evaluation processes, Programme of Action with development indicators and outcomes, Programme performance information registers and admin data as well as the social, economic, and demographic statistics with common definitions.

Mouton (2010, p.103) contends that, the Government-wide M&E framework was the first attempt by government to formalise and streamline monitoring and evaluation activities in the government of South Africa. The programme evaluation is only one tool to assess service delivery, and various initiatives have been undertaken by government to gain greater citizen participation in the policy making process. It is understood that the M&E function was initially driven from the Department of Public Service and Administration of

which the responsibility was later transferred to The Planning, Monitoring and Evaluation department within the Presidency. It is therefore very critical to take note that according to the policy indicators, the Government-wide Monitoring and Evaluation (GWM&E) system initiative is a key milestone in the long-term public service reform trajectory since 1994. The reforms build on previous public management and consolidating those reforms to enhance systems integration as well its articulation across and within spheres of government. The process is further guided by a consistent conceptual framework which would result in good governance within the public service as one of the important elements to improve service delivery through community and civil society engagement.

It was further observed that, because the South African intergovernmental system is decentralised with three inter-dependent which are inter-related but distinct spheres of government, it introduces a considerable amount of complexity to policy formulation and implementation of M&E system. Consequently, it is noted that, where there are concurrent functions, it is not uncommon for policy to be set by one sphere of government while budgeting and implementation for that function takes place within another sphere of government. Secondly, that the complexity requires intensive sectoral, intergovernmental, functional, and spatial coordination across the policy making, planning, budgeting, and implementation processes. Furthermore, joint work (in the form of collaborative programmes, projects, services across the three spheres of government) is becoming increasingly important and it creates a compelling requirement for collaborative M&E.

The framework explains that, indeed well-functioning M&E systems are therefore indispensable for ensuring the smooth functioning of the machinery of government in a way that policy aims and objectives are achieved. Provincial governments have an especially daunting task since they need to ensure not only that provincial policy and planning frameworks are aligned with national plans and priorities, but also that local government Integrated Development Plans (IDPs) are also harmonised with provincial growth and development strategies and reflect national priorities. In addition, they need to ensure that there is bottom-up feedback: that provincial department plans are indeed

responsive to IDPs, enabling the IDPs to inform the alignment of policies, planning and budgeting of all three spheres of government. Furthermore, the Offices of the Premiers must monitor the provision of basic services by municipalities such as water, electricity, roads, housing amongst others for citizens of the province. Therefore, early warnings of potential service delivery breakdowns or incipient financial crises within municipalities are essential to enable proactive support by the provincial government when required. Clearly, M&E is also a crucial instrument for effective municipal monitoring, supervision, proactive support and (as a last resort) intervention by provincial governments. Initially, there was very little direction to Premiers' Offices on how they should perform their functions.

4.2. PRINCIPLES GUIDING IMPLEMENTATION OF GOVERNMENT-WIDE M&E FRAMEWORK

Poter and Goldman (2013.p 3) outlined that "the institutional design of government M&E systems includes the process of developing systems for capturing, processing, storing and communicating M&E information". The National Treasury report (2010, p.2) further outlines that: "the GWM&E Policy Framework sets forth a few guiding principles for its medium and long-term implementation plans and targets". These principles are highly relevant for the development and implementation of a successful M&E framework. They include the following: the regular compliance by all departments; the implementation milestones in line with annual planned targets by the departments; all government institutions can avoid the creation of multiple reporting lines. The M&E initiatives are based on the previous public sector experience and lessons learned. Figure 4.2 below depicts all the components as outlined above:

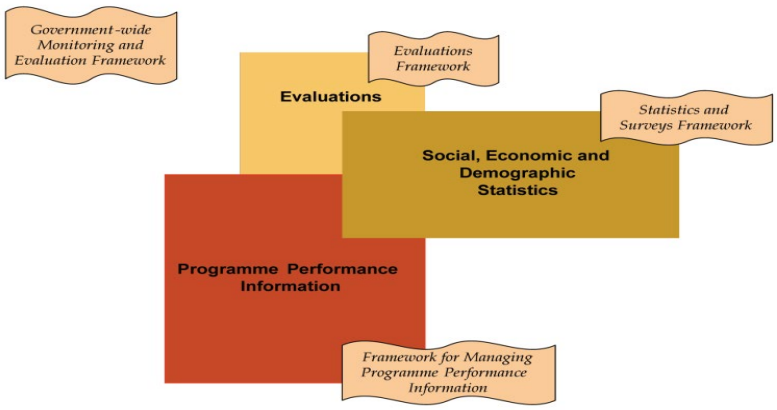

Figure 4.2. Components of the Government-wide Monitoring and Evaluation framework
Source: www.treasury.gov.za

The National Treasury report (2010, p.3) further explains that "the ability of the Offices of the Premier to conduct effective M&E will depend ultimately on the credibility and robustness of M&E systems within departments and within municipalities". Their mandate is to ensure that their effective management is aligned to the achievement of planned targets by government. The Premier's Office is expected to manage effectively the limited financial resources to achieve optimal impact and avoid unnecessary duplication and or omissions on the implementation of projects' interventions. Secondly, all the departments in government have to ensure the achievement of an integrated M&E implementation processes. Lastly, the determination of statistical standards is very critical so that the collected data is easily converted into official data to be used across the whole government sector.

4.3.THE CONTRIBUTION OF MONITORING AND EVALUATION AS KEY FACTOR FOR SUSTAINABLE SERVICE DELIVERY

Zwane and Mzini (2016, p.352) indicate that, "there is a growing realisation of the need of monitoring and evaluation systems (M&Es) across the globe". Therefore, monitoring and evaluation is considered, as a process to collect and analyse data to measure the achievements of the planned targets which is essential for government institutions to improve accountability and good governance. It further creates a conducive environment where government institutions and donors can assess the effectiveness of policies,

receive regular feedback on performance of programs and projects, and allow them to identify areas that need improvement. On the other hand, M&E processes contribute towards the enhancement of effective delivery of services, promote transparency and fast-track quality service to the community.

According to government reports on the South African government, it is articulated that South Africa like other developing countries has developed M&E policies and programmes. The process as well enables government to safeguard its democracy, develop improved development strategies and ensure that there is attainment of value for money on the budget allocated in different projects. Lastly, that it will promote public participation which would assist to build confidence between government and communities. Based on the above, the researcher explored and investigated further the contribution of monitoring and evaluation as a key factor towards the achievement of sustainable provision of basic services to the community.

4.3.1. Local Government's role towards acceleration of service delivery

Asha and Makalela (2020, p.2) argue that "the local sphere of government remains an important role player in ensuring effective delivery of services and basic infrastructure". On the other hand, Dlamini and Reddy (2018, p.2) outline that "local municipalities have the mandate to provide their communities with services which are a priority, well-informed by a consultative process, and sustainable".

It is the researcher's view that, local government is a very important sphere of government whereby communities are expected to be consulted through public participation programmes. Further, the municipalities need to design mechanism that are user-friendly for community consultation and effective community communication in relation to government programmes and service delivery projects' implementation. While citizens play an important role as voters for the public representatives in government, they must also play an active role to hold their municipal councillors accountable for their actions. Therefore, it must further be noted that, Integrated Development Planning (IDP) is a key strategic tool required to assist local authorities in accelerating service delivery and

accountability to the community (White Paper on Local Government,1998). Its main purpose is to provide a framework and a process where municipalities can work together with all stakeholders for a long-term development framework in the local sphere. It further, helps the municipalities to develop prioritised project plans in line with the budget available. It is further considered as a plan to integrate projects from the municipality to be in a co-ordinated mechanism with other spheres of government. It is further critical to ensure that, IDP is properly linked to the municipal performance management tools, participatory mechanisms, and public participation processes of the communities.

Sebake (2016, p. 27) outlined that, “the IDP must reflect the priority needs of the community and its municipality whereby the available resources must then be geared towards addressing these needs by establishing specific service delivery outputs, outcome, and impact targets to be achieved”. For the successful development of credible IDP, public participation and intergovernmental coordination process are very central and encompasses a phased approach. The IDP is a five-year plan drawn in line with municipal administration term of office. While the IDP is developed as a five-year plan at the beginning of each cycle of local government elections, it should be reviewed on an annually to allow reprioritisation of projects in line with available and the changing needs of communities.

The phases of the IDP process are as follows: extensive analysis of the existing living conditions of communities within the municipal area, strategy development to address the issues identified during analysis, projects design aligned to the strategies, integration of all strategies, and the approval of the IDP and the three-year budget estimates by the municipal council. Therefore, the credibility of the IDPs, is very critical to achieve projects implementation with effective use of scarce available financial resources and ensure intergovernmental coordination. The main criticism to this process is that the current reporting lines and mechanisms for municipalities are a bit complex which result in duplication of information collected and reported to multiple stakeholders, as outlined in

Figure 4.3, below.

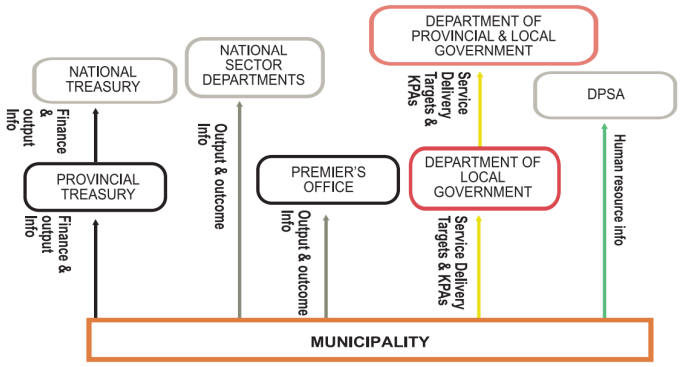

Figure: 4.3. Existing Situation: Multiple reporting lines at local government level, Source: www.thepresidency.gov.za

Public Participation

The key principles of democratic governance are embedded on approaches promoting public participation of communities on the development interventions of their areas. The communities and local stakeholders should be given opportunity to give inputs on matters affecting their lives to ensure the achievement of improved quality of service. “The local government has the responsibility of ensuring participatory and inclusive decision-making processes, with its beneficiaries, to achieve its developmental agendas” (Khan, 2003:104). Therefore, public participation mechanism enhances sustained accountability and strengthen confidence by engaging communities to improve service delivery. Further, that public participation could be done either through information dissemination, consultation, collaboration with keys stakeholders, partnership with donor agencies or business sector, community empowerment especially the vulnerable (youth, women, disable etc), and actively incorporation of public input on vital governance issues.

Some of the initiatives that are in place to enhance community involvement includes: establishment of ward committees, Imbizos, CDWs, IDP rep forums, community policing forums, school governing bodies, hospital and clinic committees. It is easy for these community stakeholders to participate as they are located and work in communities, which is even convenient for them. They are readily available at the community level they could be properly trained around various monitoring tools and techniques. They could as

well assist to bridging the gap of social distance between government and community on matter of sustainable service delivery implementation.

Reporting Mechanism at Local Government level

Section 71 of the MFMA (Act No. 56 of 2003), indicates that, “requires municipalities to submit, monthly information regarding actual expenditure and revenue collection”. The mayor and the municipal manager must use the report to identify of non-performance and compliance timeously and effect remedial action on time.

It is the intention of the Act to enable municipalities to take full accountability of the financial resources allocated to them. It is unfortunate situation that, because most municipalities do not comply with this requirement, there are lot of wastage of resources, projects are not completed on time, some budgets remain unspent and sent back to national Treasury which delay service delivery at the community level.

Municipal systems Act, section 46 (1) (2000) outlines “A municipality must prepare for each financial year an annual report consisting of a performance report reflecting comparison with targets of and with performance in the previous financial year”. Annual report also entails service delivery priorities achieved and determine the performance targets while providing information on what measures were taken to improve service delivery performance and failures.

Coordination between district and local municipalities

South African governance system comprise of the three spheres of government as outlined in the Constitution (Constitution of the Republic of South Africa, 1996). However, Municipal structures Act, give powers and functions to district and municipality as third sphere of government. District municipality perform certain powers like bulk water provision for the communities residing within more than one municipality under the same district. Based on that, it is therefore imperative than smooth coordination of activities and working together. Intergovernmental Relations Framework Act, (2005) aims to “foster

friendly relationships within government but also to ensure that each sphere performs its functions as required by the Constitution".

It therefore assists to create a conducive environment to achieve the following principles: consultation on matters of mutual interest; implement jointly the resolutions arising in the Premier's Intergovernmental forum affecting the district, and promotion agreement and mutual support. Municipal Structures Act, 1998 (Act No. 117 of 1998) it is outlined that "the provision of services in the district; coherent planning and development in the district, the co-ordination and alignment of the strategic and performance plans and priorities objectives and strategies of the municipalities in the district, as well as any other matters of strategic importance which affect the interests of the municipalities in the district" (www.presidency.gov.za).

IGR Act (No.13 of 2005) only meant for cooperation amongst departments, district and local municipalities with a specific district area. Therefore, any representative participating at the district forum should report matters of importance at either the district or municipal council in a properly constituted council sitting to ensure the resolutions are binding and could be funded by the affected municipality. While IGR Act (2005) is a very important tool for government for the integration of services within the three spheres, there is a need for its further enhancement to include obligatory and not to be only cooperation based. The national and provincial government can only intervene legally in municipalities mainly through section 139 of the Constitution of the Republic of South Africa (1996). That is because all the spheres of government have their own legislative authority, the executive authority while their powers and functions are derived directly from the constitution.

4.4. ROLE OF NATIONAL AND PROVINCIAL DEPARTMENTS ON MONITORING AND EVALUATION OF SERVICE DELIVERY

South Africa is considered as a constitutional democracy having the national, provincial, and local levels of government, with legislative powers, and the executive powers which are distinctive, interdependent but very importantly interrelated and there is as well an independent judiciary as another system of government. This section of the study

analyses how national planning approach and frameworks are interrelated to the provincial and sectoral planning and budgeting cycle. It further assesses how the current reporting processes of the provincial, national, and sectoral could be integrated to the municipal IDP processes.

4.4.1. National outcomes-oriented based planning approach

The South African planning environment is based on what is called “State of the Nation Address (SONA)”. It is presented by President in parliament every February during the term of administration of five years. The SONA is the main annual Programme of Action of government which is in line with the 5year plan of administration called “Medium Term Strategic Framework”. Consequently, processes of planning, budgeting, and reporting cycle is well outlined and the relationship between these processes are emphasised to ensure that the executive is accountable to parliament and the community.

The Medium-Term Strategic Framework (MTSF) aims to ensure the integration of policy development and implementation on a horizontal and vertical level through the clustering of sectoral line ministries around shared objectives. The researcher contends that, as the literature reviewed, it is observed that governance system emphasises more on planning but not much attention is given to monitoring, evaluation, and reporting. Moreover, there is a need to emphasise the performance information management through each of the planning, budgeting, implementation, and reporting stages. The Figure 4.3 below outlines all the government institutions, processes towards planning, budgeting, monitoring, evaluation, and reporting of government in South Africa.

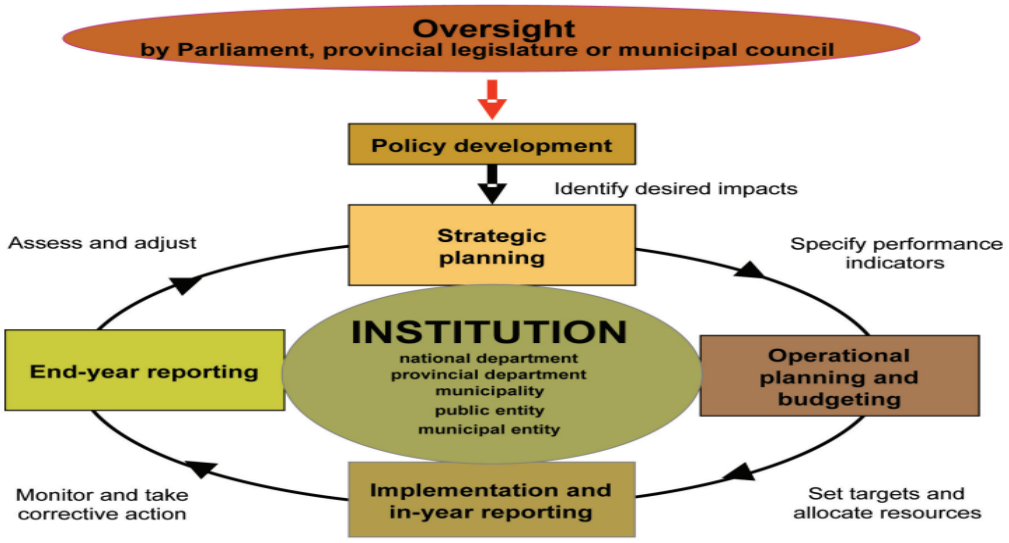

Figure: 4 .4.1. Planning, budgeting, and reporting cycle: Source www.treasury.gov.za.

The figure 4.3 above illustrates the existing relationship on planning, budgeting, and reporting cycle as performed by different stakeholders between the administrative level of government and parliament and legislature with the main oversight responsibility. It further explains how the report by departments enables Parliament, Provincial legislatures, Municipal councils, and the communities to track government performance, and to hold the executive and administration as ministers, MECs', and Mayors' accountable on a regular basis.

4.4.2. Premier's offices and provincial M&E planning approach

This section focuses on the provincial M&E practices, the commonalities and variations in the approaches employed by the nine Premiers' Offices within the context of the National planning frameworks. It must be further noted that in South Africa, the Premiers' Offices are responsible for the implementation of Government-wide Monitoring and Evaluation as an adopted approach at national level. Besides, to ensure the all-sector departments comply with the following key principles at the provincial level such as: good governance, development of provincial planning frameworks and to achieve provincial outcomes with the limited resources available, which will result in improving the lives of communities within that specific province.

Hence, it is also critical to indicate that, the adopted M&E approaches, are designed to ensure that government achieve the planned objectives and enhance the acceleration of service delivery to the community. However, it is very critical to indicate that, while it's intended to achieve good practices of accountability is achieved there are challenges that might be experienced in the process. Those challenges include misunderstanding of the M&E system implementation by different stakeholders such as: complex reporting lines, parallel reporting, duplicate reporting and failure to implement consequences management for non-performance by response officials.

The Premiers' offices in different provinces are viewed as implementing parallel data-gathering systems with other sector departments. For example, they are seen requesting information from municipalities which might have already been submitted either to the Provincial Treasury or department of COGHSTA. Therefore, municipalities might provide poor quality of information which would undermine the credibility of decision-making processes. Figure 4.4 below depicts the current fragmented reporting lines and formats which make monitoring and evaluation very complicated for both government officials at national, provincial, and local government level as well for communities to understand how government in general functions.

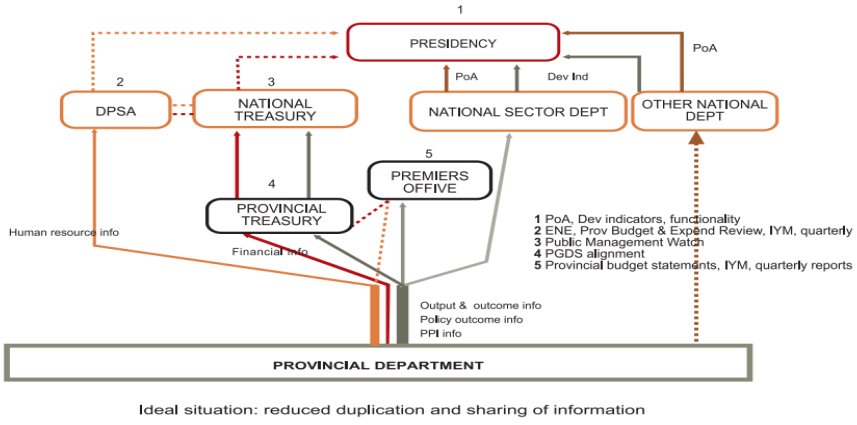

Figure: 4.4.2. Reduced reporting duplication, Source: www.thepresidency.gov.za

4.4.3. Provincial Planning frameworks

The role of the Premiers' Office in relation to the provincial planning, is to provide a coherent strategic leadership and coordination in provincial policy formulation and review planning. It is further responsible to oversee how service delivery planning and implementation in support of provincial and national priorities and plans are implemented at the community level. The Premiers and MECs must develop the provincial development strategies aimed at translating the election manifesto into a programme of action for the provincial government and report to the Provincial Legislature on a quarterly basis through the Portfolio Committees responsible.

Sebake (2016, p.26) explains that "these misperceptions may constitute a barrier to M&E making the desired impact in terms of policy innovation and service delivery improvement". The provincial growth and development strategies require greater spatial referencing to promote spatial alignment of planned programme and project interventions as well as spending patterns focused on areas with the greatest development backlogs. Therefore, Office of the Premier must develop strategies to ensure the alignment of the MTEF plans by all departments and municipalities.

4.4.4. Sectoral Strategies

Matsiliza (2012, p.68) also argue that "recently, different stakeholders critically scrutinised the role of the state in service delivery, with some reservations on failure to include all participants in the Government-Wide Monitoring and Evaluation (GWME) agenda" The report of the National Treasury further outlines that national minister of concurrent function departments, in consultation with provincial MECs, can be expected to develop a set of strategic outcome-oriented goals and objectives for performance in their sectors. It further outlines that the Medium-Term Strategic Framework has been translated into a set of strategic outcomes, with associated key outputs, activities, targets, and metrics (www.treasury.gov.za). These are in the process of being developed into Service Delivery Agreements, through which individual departments, both national and provincial, which contribute to an outcome, will commit to specific activities and targets related to the outputs.

4.5.THE EFFECTS OF POOR SERVICE DELIVERY AS DELIVERED BY THE NATIONAL, PROVINCIAL AND THE LOCAL GOVERNMENT SECTOR

The effects of poor service delivery and poor government services refer to a situation whereby there is decline of resources, zero job opportunities, job losses and overall poor living conditions. However, the service delivery issues in South Africa begin with the lack of adequate infrastructure where the fundamental challenge is the lack of facilities needed to connect the value chain necessary for economic activity and function. Therefore, poor service in municipalities is viewed as caused by non-financially viable municipalities that are not self-sufficient, lack of or poor infrastructure, as well as financial resources that are not enough to carry out obligation to the larger public, while at the national and provincial, it is mainly attributed to incomplete infrastructure projects and lack of financial accountability and poor spending by government departments.

Kariuki and Reddy (2017, p.1) outline that “post-apartheid South Africa faces major challenges in ensuring that it provides high quality and sustainable services that meet citizens’ expectations”. Consequently, it is observed that, the communities are patiently waiting for government to deliver the basic services. Unfortunately, there is a growing sense that all three spheres of government are not only responsive to their needs, but they are also not providing or delivering the quality services. Due to high expectations on basic service delivery to community, while on the other hand there is considerable insufficient budget allocations to the municipalities, some citizens resort to protests as way to raise their dissatisfaction and seeking attention from government.

The further observation by the researcher is that, in provinces like Limpopo province, there are service challenges experienced by communities that seem to be emanating from unreliable electricity supply, general outcry on water supply, in both urban and rural areas, poor roads infrastructure and generally dilapidated and unmaintained infrastructure. This mostly result in service delivery protests that might be attributed to various factors, such as: the rapid urbanisation and population growth that put pressure on the existing service delivery system which in most cases result in the increased demand of new services; the lack of coordination and cooperation between the three

spheres which normally leads to either the duplication, inefficiency, and confusion amongst officials and the communities; as the beneficiaries of the service; and lastly, the low levels of citizen participation and consultation, which also reduces the level of responsiveness, and accountability, and quality of services delivered.

Based on the above, some of those factors lead to the dissatisfaction and frustration of many citizens who depend on basic services for their well-being and dignity. As a result, some citizens resort to protests, legal actions, or withholding payments for services to express their grievances and demand better service delivery. Unfortunately, some the actions have negative consequences which normally lead to violence, vandalism of government property, disruptions of services including schooling or even deterioration of service that was already provided by government. The situation requires a more concerted efforts by all three spheres of government to develop and implement coherent, collaborative solutions to address the service delivery challenges in more integrated and coordinated manner. It is further suggested that in response to the situation, there is need to ensure the achievement of improved government performance, effective implementation of Government-wide Monitoring and Evaluation processes and the effective delivery of quality service at the community level.

4.6.THE CRITICAL FACTORS THAT COULD CONTRIBUTE TO IMPROVE SERVICE AND COMPLEMENT MONITORING AND EVALUATION TOWARDS SUSTAINABLE SERVICE DELIVERY

4.6.1. Legislative Framework and institutional arrangements

Section 40 (1) of the Constitution of the Republic of South Africa, (1996), declares that "the government should be constituted as national, provincial, and local spheres of government which are distinctive, interdependent, and interrelated" (www.gov.za). In line with the Constitution, the three spheres of government should be seen providing sustainable basic services to the community in equitable manner. Moreover, all the three spheres of government remain accountable to the community and should promote a safe,

healthy and encourage the involvement of the communities on how the service is provided.

According to the Local Government Municipal Systems Act no 32 (2000) it is outlined that; it gives effect to the constitution in terms of regulating how the municipalities are expected to provide services to the community. The Act, further stipulate that the core functions of the municipalities include: principles, mechanisms and processes that are necessary to enable municipalities to function; outline the municipality's political and administrative structures, details municipal powers and functions to be exercised and performed; provide the framework to enable community participation; outline framework for establishing mechanisms for monitoring and standard setting; and provide mechanisms for integrating the activities of all spheres of government for the overall social and economic upliftment of communities. The IGR framework Act (No.13 of 2005) enables and foster the participation and co-ordination of joint programs between organs of state in the different spheres of government. It further outlines the implementation protocols to be considered by the three spheres of government on the development and policy implementation; ensure integration on the provision of the service identified as a national priority; ensure the community participation on the provision of a service in a specific area. Therefore, the Act remain a very critical tool to be integrated on the development of a successful M&E framework.

The main purpose of the Government -Wide Monitoring and Evaluation framework is to ensure that government-wide planning and reporting is implemented by all national and provincial departments led by the minister in the presidency. Some of the key elements of the framework include the following: to ensure that there is synergy in the government's planning and reporting cycle and take into consideration all intergovernmental and interdepartmental planning processes. Consequently, it is anticipated that the implementation of the Government-wide M&E framework during the planning and reporting cycle will result in the achievement of the following important outcomes: improved plans, credible budget, effective monitoring, and evaluation results, including strengthened integration of planning between the three spheres of government and the

achievement of planned targets as well as improved delivery of quality services to the community.

Although these legislations, policies and frameworks are in place, they have some weaknesses observed by the researcher such as: Firstly, there is no evidence of how integrated planning processes, monitoring, and evaluation are achieved; there is no mechanism in place to enforce consequence management system especially, where there is non-compliance on the implementation of the M&E framework by either a department or a municipality. Secondly, there are notable gaps in the implementation of national priorities of government by provinces and municipalities (e.g. MTSF deliverables) versus the constitutional role of provinces and municipalities specific priorities; misalignment between political and budget cycles of local government versus national and provincial government (whereby the budget cycle of national and provincial is April-March while Municipalities is July-June); allocation of resources and lack of coherent implementation of programmes and projects at the community level. Based on that, the communities still bear the burden of poor service delivery as there is lack of implementation at all levels, which result in duplication of programs, infrastructure projects remain incomplete, rife corruption and wastage of resources.

The District Development Model (DDM) is the new initiative conceptualised by the national department of COGTA and was introduced in 2019 in South Africa. The main purpose was to address the challenges of operation in “silos” mentality, where there is visible lack of coherence in planning and implementation, and monitoring and oversight of government’s programme by three spheres of government at the community level. This has led to non-optimal delivery of services, high level of dissatisfaction in the community and citizens in general that occasionally result in community protests. The main thrust of the development of that District Development Model is to ensure the achievement of collaborative planning; to achieve the development of a single strategically focussed, One Plan for each of the 44 districts and 8 metropolitan geographic spaces in the country integrating projects from all the three spheres of government.

Therefore, the successful implementation of the DDM will advance effective coordination of activities and advances of the initial intended purpose of the IGR Framework Act (No.13 of 2005). That will also ensure that, all three spheres of government work together with communities and stakeholders, to plan, budget and implement projects in unison. It is also anticipated that the three spheres of government will work jointly in an impact-oriented way and ensure that there is achievement of higher performance and accountability which will result in improved quality service delivered.

It is, therefore, the researcher's observation that the government of South Africa appears to introduce new initiatives without proper analysis whereby the initiatives only focus on dealing with one specific challenge at a time, which result in processes where they try to resolve a symptom rather than the root cause of the problem. As a model, DDM is trying to strengthen the implementation of the IGR Act (No.13 of 2005), but it does not incorporate the elements of Government-wide M&E framework. As such, it might not be effective or enforceable in the long run. Therefore, when there are notable continuous disintegration and poor coordination on service delivery implementation; challenges of poor communication with the community persist and the community will continue to lose confidence in government whereby protests will remain the order of the day. Lastly, the DDM is championed through different deputy ministers who are allocated a district to manage and to coordinate programmes of all the three spheres of government. However, the reporting lines are not very clear on how their ministers are reporting back to the minister in the presidency and what authority those deputy ministers have, to enforce compliance by all three spheres of government.

4.6.2. Capable Ministry and Champions

The existing system on institutional arrangements as outlined through the Government-wide M&E approach in South Africa; its main purpose is to create a conducive environment for stewardship and championship which is put at a political level led by a capable ministry in the presidency. Consequently, its mandated to monitor the facilitation for the effective design, development, and to proper manage the system for monitoring and evaluation. The minister in the presidency and the champions further signed the

service delivery agreements with all heads of departments and ministers responsible, which supports the intensification focus on building capacity in government to monitor and report on performance. Those targets in the service delivery agreements relate to service delivery outcomes as monitored by the responsible department and are reported to Cabinet on a quarterly basis. Government champions play a very critical role to ensure successful M&E framework implementation is achieved.

Training and Development

Training and development are very critical elements for implementation of sustainable M&E framework within government institutions. They are also important elements to reinforce and strengthen the capacity of government towards achievements of targets and attainment. Therefore, it is important to ensure that officials and champions responsible for development are trained to ensure successful and sustainable system of governance. The training may include several concepts and reporting mechanisms to be emphasised. However, the trained officials are expected to ensure regular updating of new systems' improvement as and when required. Therefore, training monitoring process and how data should be collected is more than just for competencies to the level of management and leadership to enhanced improved decision-making processes.

4.6.3. Planning and Budget alignment

In South Africa, the planning process is guided by a five-year period cycle in line with Medium Term Strategic Framework, which is drawn from the political party that has won general elections for that term of five years as per the Constitution of the Republic. Therefore, it is very important that, there is a need to ensure departments establish effective M&E processes for long-term planning and the alignment to the budget cycle. Supplementary, it seems that after developing and adopting an M&E framework, it is very critical to ensure there is electronic system acquired to strengthen credibility and storage for future usage. There is further a need to recruit and retain competent staff, conduct evaluations, and ensure production of the desired result. Therefore, a long-term planning and budget would remain critical and necessary to be aligned to the service delivery targets. Consequently, the processes of planning, budgeting, and reporting cycle must

also integrate the monitoring processes to ensure the improved service delivery is achieved at the community level.

4.6.4. Alignment of M&E and Performance Management System

According to the DPSA (2001, p. 1) it is articulated that “the South African public service adopted a performance management system (PMS) which was set up in July 1999 to counteract the legacy of poor performance by government institutions”. Additionally, performance management system is a process to ensure the enhancement of tasks performed contributing to the achievement of an organisation’s strategic goals within any working environment. Department must ensure the development of indicators and targets to monitor the effective performance by government institutions. Thus, the researcher contends that there is a need to develop effective performance evaluation mechanisms and ensure full integration with the appropriate. While the PMS is a very important aspect that is to ensure the achievement of targets, there are observations by the researcher that there are visible disparities between individual public servants’ targets not aligned to the departmental main targets. That results in a situation whereby public service institutions reward public servants for outstanding performance based on individual performance targets achieved while the department continues not to achieve its targets, and the service remain undelivered for that financial year.

Kariuki and Reddy (2017, p.1) also accentuate that “the post-apartheid South Africa faces major challenges in ensuring that it provides high quality and sustainable services that meet citizens’ expectations”. It is therefore critical that the statement above articulation must be interrogated further to analyse why it is that when government from national, provincial (all departments) and municipalities has very strong policies in place on both M&E and PMS in place since communities are still found very unhappy on the services delivered. The main gaps and questions would arise as to whether there is proper alignment of PMS process and the M&E systems or whether they are even strong enough to detect challenges well in advance before the end of the financial year.

4.6.5. Public Participation

According to Ille (2012: 59), “there are loud voices and views of the stakeholders which require an approach that is consultative, cooperative, and committed to consensus building during the project implementation as well as when government plans to deliver services to any community”. There must be clear mechanisms to encourage the practical engagements by the three spheres of government. The process should also allow a process where community inputs and suggestions to remedy the plans to suit the community are promoted. Then, the stakeholders and the beneficiaries of the projects and programmes to be delivered to them, need to be informed well in advance and the role they are expected to play as early as at the conceptual stage, during the implementation as well as during operation and maintenance of the service.

That will ensure minimal risks experienced, mitigate possible project failures while it will motivate the community to take full ownership of the project or service delivered to them with pride. Consequently, it is very important to highlight that another key observation of the GWME approach is that there is no clearly outlined mechanism on how the local communities and stakeholders will be participating in the mainstream of the GWME approach implementation, either at a policy development process or system implementation phase.

4.6.6. E-governance

Information technology and E-governance are a technological area within the fourth industrial revolution context which is seen as the fastest growing field in the world. While it is mostly private institutions that are more preferring the technological way of doing things, it is important for government institutions as well to consider options to enhance effective efficient mechanisms for service delivery. Private institutions that continue to perfect their service mechanisms include services sector such as: banking, telecommunications, motor industry just to mention the few. Therefore, there are some specific technology options available that could in a more convenient be easier to use.

IT elements within the M&E approach is very important, as the M&E units generates a significant amount of information and data that needs to be processed, analysed, and re-packaged for several consumers within the government sector. While the scale of information which requires IT solutions at the level of M&E units in provinces is very critical to assist with data analysis and reporting. It is however observed that, with the current Government-wide system in place within the South African governance, there is no notable standards in place in government for IT systems.

Still, it is the researchers' view that, successful and effective implementation of the framework will be necessary for government to consider procurement of a government-owned IT systems that is managed centrally at national level where all units could report monthly on the same system. This would ensure the credibility of the reports and make reporting back to the community easy for all public servants whether at national, provincial, or municipal level. Similarly, it will simplify the decision-making process which will be easier and quicker before there are challenges or avoid even unnecessary protests by communities.

4.7. CONCLUSION

The chapter discussed the empirical literature review focusing on the South African context whereby the research went through the readily available literature monitoring and evaluation. The researcher also explored the current legal framework as well as other government processes, programs and systems that already exist within the South African government administrative system, that contribute towards sustainable service delivery. While the researcher observed that all departments are implementing the framework required, there are still serious challenges in relation to fragmented reporting lines and formats which makes monitoring and evaluation very complicated for government officials within all the government levels for communities.

Likewise, the current M&E approach (GWME) does not include reporting framework by the local government sphere and the reporting at municipality level is therefore guided by the legislation that is only relevant to municipalities and not to provincial or national

government. Notwithstanding, the Intergovernmental Relations (IGR) mechanism is a practical process meant to enable all three spheres of government to work together with communities and stakeholders, to plan, budget and implement within the same timelines, the existing legislation that makes the process coordination very complex.

Hence, there is a need for the South African government to learn from other M&E approaches as implemented by other countries to improve current M&E approach for the better. The next chapter focuses on the research methodology whereby the research design, kind of data collected, study area and the profile, target population, sampling, data collection, data analysis, validity, and reliability as well as ethical considerations are presented in detail.

CHAPTER FIVE

RESEARCH METHODOLOGY

5.1. INTRODUCTION

Mouton (1996, p.137) indicates that “research design is a plan or a blueprint of how one intends conducting research”. The research needs to structure the design and methodology in such a way that evidence support rival explanations which enables the researcher to identify the competing explanations that are most compelling and empirical. Based on that, the research design could also be defined as a plan that provides a framework for data collection and analysis. Thus, the choice of a design may reflect decisions made by the researcher about the priority being given to several dimensions of the research. This chapter focuses on the detailed outline of the research design; kinds of data collected; area profile; population sampling; data collection methods; analysis, and ethical considerations.

5.2. RESEARCH DESIGN

Babbie, (2004, p. 293) explains that “the choice of a particular method of collecting data depends upon the purpose for collecting the information and the type of information being collected, the resources available to the researcher, the skills of the researcher, and the socio-economic demographic characteristics of the study population”. The researcher identified the case study as the method suitable for this study. According to Welman and Kruger (2000, p.190),” the case study pertains to the fact that, only a limited number of units of analysis, such as individuals, a group, or an institution, are studied intensively in a case study”.

A case study can form the basis for the development of more general, nomothetic theories and consequently, the case being studied can refer to a process, activity, event, programme, individual, or multiple individuals. For this study, officials from Waterberg district and its five municipalities in Limpopo province, South Africa were used together with other officials from key provincial and national spheres of government that are responsible for supporting municipalities to deliver services to the community. The

findings from the case could be replicated to other municipalities which have similar characteristics to Limpopo and South Africa as whole.

5.3. KINDS OF DATA COLLECTED

Struwig and Stead (2001, p.8), contend that “when a researcher has to consider the type of data to be used in their research, the choice would be between numeric and non-numeric data”. The former data can also be non-verbal, as in questionnaires, or verbal data, as interviews. The data required for this research included, personal profiling of the participants, their level of education, the service delivery levels and satisfaction by the community, the role they played in the project management, their assessment of current monitoring and evaluation systems and their recommendations on the development of the new framework of monitoring and evaluation.

Data was collected from both primary and secondary sources. Data from primary sources was collected through focus group discussions and individual interviews were conducted with the sample population. Structured and unstructured interviews were used as methods for data collection. Focus group interviews were conducted with senior management, middle management, Monitoring and Evaluation units, client service units in the form of community members who walk in to pay for services in the municipality, as well as ordinary workers at lower level.

The researcher also interviewed clients to check municipal feedback mechanisms available for them. Non-scheduled interview was used to gather information from individual workers and clients who were willing to freely give feedback outside the workplace. With this method, the role of the researcher was mainly to record the information. The participants who were interviewed were advised about their rights to participate, or not participate in the interview. The researcher used standard questionnaires that contained guiding questions for the interviews. The researcher took notes during the interviews and recorded the participants’ responses, with their permission.

The researcher found it necessary to use documentary study as another data collection method from official or non-personal documents. The officials from the departments who participated in the study were able to make relevant records available as per the request of the researcher. The researcher used the documents as part of literature review and where necessary, took notes. The information or data from these documents formed part of the key findings in the study.

Questionnaires were distributed to individual workers of different organisations and clients. Standardised questionnaires' responses received from individual members both manually and electronically. All responses were recorded according to participants' personal responses. However, where the respondents were unable to complete the questionnaires themselves because of one or other reasons, the researcher completed them on their behalf to execute the whole process. Some questionnaires were emailed to participants so that they could complete them at their own time without being disturbed or put under pressure.

In summary, the researcher sent questionnaires to different participants manually and electronically. Secondly the researcher visited municipal, district and provincial departmental offices to administer structured and unstructured interviews. Thirdly, field visits and observations were conducted to inspect how service was delivered to community members and clients. The inspection entailed scrutinising the records, reports, and publications such as newsletters and annual reports of the different municipalities and departments.

5.4. STUDY AREA AND THE PROFILE

Limpopo province borders Gauteng, Mpumalanga, and Northwest provinces. It further shares international borders with Botswana and Zimbabwe northeast respectively. "Limpopo's population increased by 400 000, from 5,4 million people in 2011 to 5,8 million in 2016, making it the fifth largest province in the country in terms of population size" (211 452). *(Statistics South Africa, 2023).*

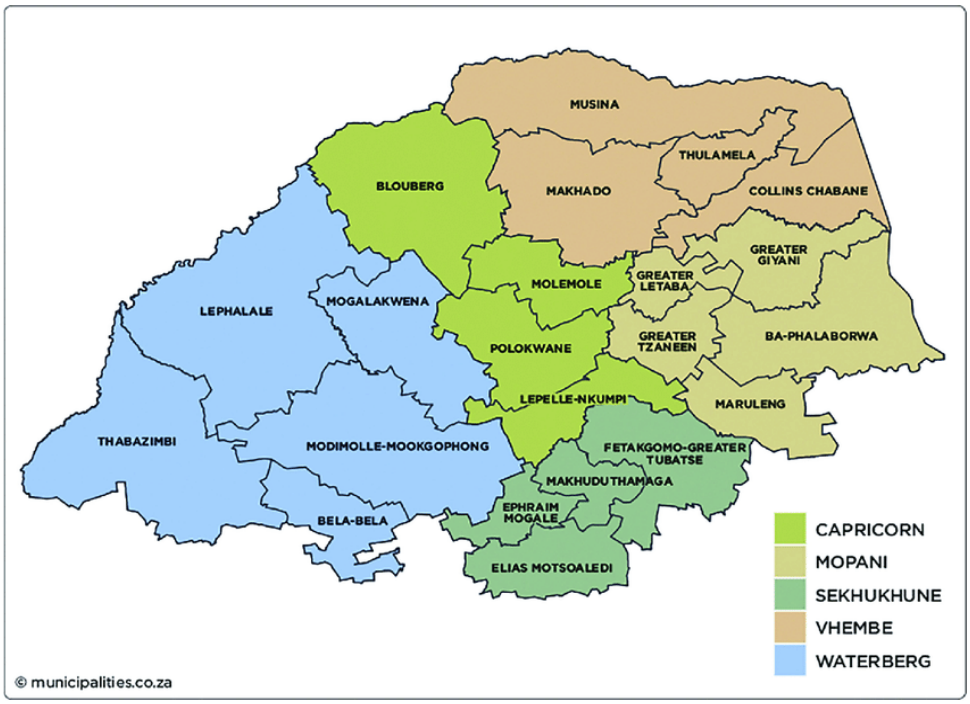

Figure: 5.1. Limpopo province map: Source adapted*: www.sciolo.org.za.*

5.4.1. Waterberg District Municipality

Waterberg is one of the 5 districts of Limpopo province. The seat of Waterberg District Municipality is Modimolle town. The population of the district is estimated at 761 590 people where the majority of its people speak Sepedi, also known as Northern Sotho (2016 Community Survey). The district code is DC36. The Waterberg Biosphere is approximately 654,033 hectares (Statistics South Africa, Community Survey, *2016)*.

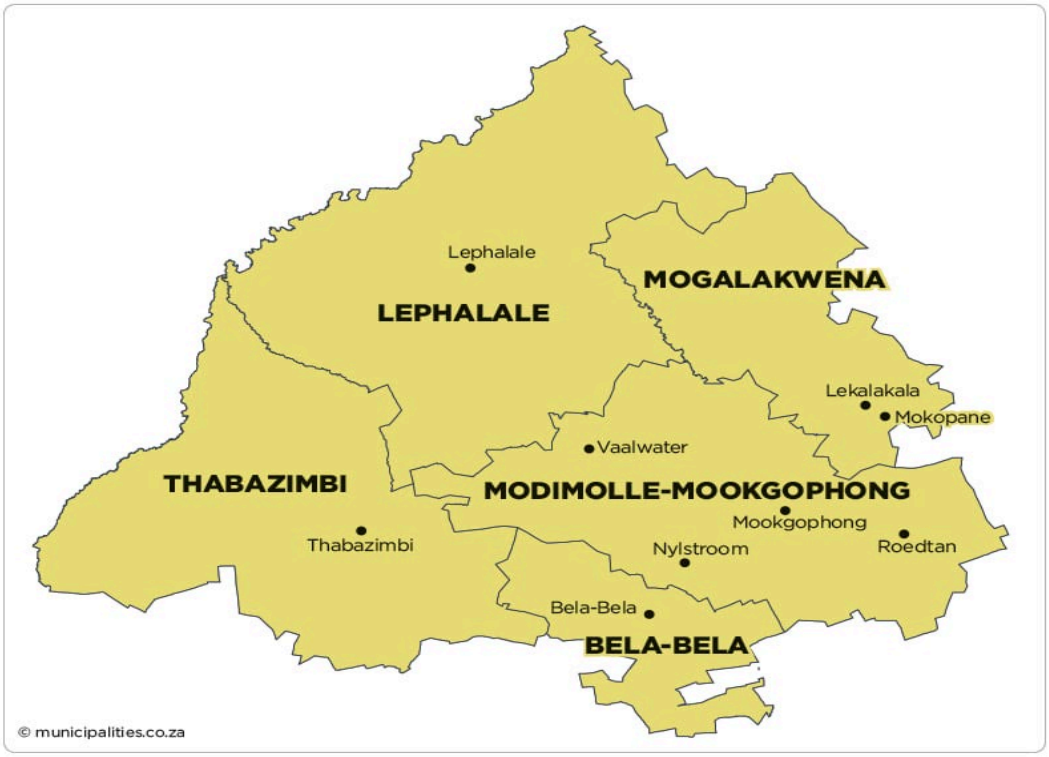

Figure: 5.2. Waterberg District municipality map: Source adapted: www.sciolo.org.za.

The Waterberg District Municipality contains the following local municipalities:

Local municipality	Population	%	Dominant language
Mogalakwena	325 291	43.62%	Sepedi (Northern Sotho)
Lephalale	140 240	18.81%	Sepedi (Northern Sotho)
Modimolle–Mookgophong	107 699	14.44%	Sepedi (Northern Sotho)
Thabazimbi	96 232	12.90	Setswana
Bela-Bela	76 296	10.23	Sepedi (Northern Sotho)

Table 5.1. Wateberg District municipality population and demographics, Source: Statistics South Africa, Community Survey 2016

5.4.2. Mogalakwena Local Municipality

The seat of Mogalakwena Local Municipality is Mokopane. Mogalakwena Local Municipality is the largest municipality, in terms of population, in the Waterberg district. The municipal council consists of sixty-four members elected by mixed-member proportional representation. Thirty-two councillors are elected by first-past-the-post voting in thirty-two wards, while the remaining thirty-two are chosen from party lists so that the total number of party representatives is proportional to the number of votes received (Statistics South Africa, Community Survey) *2016*).

5.4.3. Lephalale Local Municipality

Lephalale Local Municipality shares a name with the town of Lephalale also known as Ellisras. It is the second biggest municipality in the Waterberg district. The town Lephalale, is a coal mining town. The town was established as Ellisras in 1960 and named after Patrick Ellis and Piet Erasmus who settled on a farm there in the 1930s. In 2002, Ellisras was renamed Lephalale by the provincial government of Limpopo, after the main river that crosses the municipality. Lephalale is divided into three main subsections, Ellisras, Onverwacht and Marapong. Lephalale is derived from the Setswana language meaning “to flow” (Statistics South Africa, Community Survey *2016).*

5.4.4. Modimolle – Mookgopong Local Municipality

Modimolle–Mookgophong Local Municipality was established after the August 2016 local elections by the merging of Mookgophong and Modimolle local municipalities. It is the third largest municipality of the Waterberg district. The total population of 107 699 qualifies the municipality for 26 council members, elected by mixed-member proportional representation. Thirteen councillors are elected by first-past-the-post voting in thirteen wards, while the remaining 13 are chosen from party lists so that the total number of party representatives is proportional to the number of votes received (Statistics South Africa, Community Survey, *2016).*

5.4.5. Thabazimbi Local Municipality

Thabazimbi Local Municipality is an administrative area in the Waterberg District. Thabazimbi is a Sotho-Nguni name meaning “iron mountain”. The early Bantu communities (Sotho, Venda, Kalanga, Nguni, and Nyasa) mined iron on this mountain. The Thabazimbi Local Municipality Council, consists of twenty-three members elected by mixed-member proportional representation. Twelve councillors are elected by first-past-the-post voting in 12 wards, while the remaining 11 are chosen from party lists so that the total number of party representatives is proportional to the number of votes received. It is important to note that during the 2021 local government elections there was no political which got outright majority of votes to govern the municipality. The municipality is referred to as a hung municipality whereby there are always negotiations between parties to run its daily function of council.

5.4.6. Bela-Bela Local Municipality

Bela-Bela local municipality is the smallest in the Waterberg District. The seat of the Bela-Bela Local Municipality is Bela-Bela. “Bela” is a Sesotho word meaning “to boil”. It derives from referring to the hot water springs found in the area. The municipal council consists of 17 members elected by mixed-member proportional representation. Nine councillors are elected by first-past-the-post voting in nine wards, while the remaining eight are chosen from party lists so that the total number of party representatives is proportional to the number of votes received (Statistics South Africa, Community Survey *2016)*.

5.5. WATERBERG DISTRICT AS A CASE STUDY

Creswell (2013 p.97) outlines that, “the case study method, explores a real-life contemporary bounded system (a case) or multiple sources (cases) over time, through detailed, in-depth data collection involving multiple sources of information and reports a case description and case themes”. While according to Yin (2012 p.4) a case study is defined as “an empirical inquiry about contemporary phenomenon, set within its real-world context especially when the boundaries between phenomenon and context are not clearly evident” Therefore case study method can be used in many situations to contribute to the knowledge of individual, group or related phenomenon.

A case study method further allows the investigator to retain the holistic and meaningful characteristics of real-life events. Neuman (2014, p.42) further explains that "case studies enable us to link micro level, or the actions of individuals, to the macro level, or large-scale structures and processes". For this study, while Limpopo province has 22 local municipalities and 5 district municipalities, officials from Waterberg district and its five municipalities in Limpopo province, South Africa were used together with other officials from key provincial and national spheres of government that are responsible for supporting municipalities to deliver services to the community. The findings from the case could be replicated to other municipalities which have similar characteristics to Limpopo and South Africa as whole.

The Waterberg District is one of the pilot districts as launched by the president in September 2019 for the purpose of a district development service delivery model. For this study, both the district and its local municipalities were used as case studies to assess whether the M&E systems available in government are sufficient to achievement of sustainable service targets. COGTA website note that the District Development Model, was initiated as another initiative aimed at reinforcing coordination among the national, provincial and municipalities to achieve improved service delivery at the community level in the possible and integrated manner.

According to the reports from the department of Communications and Information Systems in South Africa, the President, in the 2019 Presidency Budget Speech, it is indicated that, "pattern of operating in silos" by all institutions as a major challenge which leads to incoherence and poor coordination of government programs. Consequently, these challenges result in ineffectiveness of services provision and poor accountability.

It is the researcher's view that to date, the observations that are made are that there is no clear indication on how the new model implementation process will be monitored and evaluated. In this specific study, the Waterberg district and its local municipalities was used as a case study on whether the M&E systems available in government are sufficient

to ensure sustainable service delivery at local government level by all three spheres of government.

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5.6. TARGET POPULATION

Waterberg district municipality area is comprised of five local municipalities namely: Mogalakwena municipality, Lephalale municipality, Modimolle-Mookgopong municipality, Thabazimbi municipality and Bela-Bela municipality. According to Limpopo provincial government website reports, it is indicated that, “the district has 80 wards, with 216 villages, 6 towns, 11 townships and 30 informal settlements”. The district population is estimated at 761 590 people, which is 1.3% of South Africa’s total population. It has a staff complement of 3 700 in the district and its 5 local municipalities (Statistics South Africa, Community Survey 2016). For this research, the Waterberg district and its 5 local municipalities were used as a case study. The findings could also be replicated for other similar municipalities in the Limpopo Province. The researcher selected a sample of approximately 300 officials, 50 councillors and 150 (30 per local municipality) community members.

Research policies of the University of Limpopo and government institutions contain ethics and protocols that an aspirant researcher should adhere to before they can conduct research. After the Research committee of the University of Limpopo had approved the research proposal for this study, the researcher wrote to the Premiers’ Office and the Department of COGHSTA to request permission to conduct research in the municipalities of Waterberg district, and for officials in these municipalities to participate in the study. The proposal was then consequently approved by their committees.

The units that were allocated to work with, and support the researcher were, the Municipal Manager’s office, units responsible for performance management, strategic planning units, project management units and the Office of the Speaker that deals with public participation at the municipal level. While the researcher, sent questionnaires for both the pilot and the main study through the emails, it was only after the actual visit to the intuitions when the actual responses were collected.

All the targeted municipalities responded positively, except Thabazimbi municipality, where there were political challenges, and the officials were not free to participate. Furthermore, community members and structures could not respond in large numbers because it was not easy for the researcher, to access them directly but only through municipal officials who were too busy to go where they were. Only those community members who visited the municipal offices were able to participate. Lastly, the response at national and provincial departments was high. The respondents via email, which afforded them confidentiality in completing the questionnaires.

5.7. SAMPLING PROCEDURE

Struwig and Stead (2001) articulate that, “obtaining information from a sample is often more practical and accurate than obtaining the same information from the entire universe or population”. Sample was drawn from a population through various sampling procedures. What type of sampling procedure and techniques the researcher would select depends on the type of research they would be conducting. For example, they could choose between probability and non-probability sampling techniques.

Although municipalities are not homogeneous, similar municipalities could be generalised to those with similar characteristics in Limpopo and other provinces in South Africa. The researcher identified the provincial government departments such as (OTP, COGHSTA & Provincial Treasury) supporting municipalities in Limpopo, municipal officials, councillors in Waterberg district and its 5 local municipalities who participated in the study and gave full cooperation to the study.

5.8. DATA ANALYSIS

According to Bless and Higson-Smith (2004, p.137), data analysis is defined as “the process whereby the data is processed and interpreted with the purpose of drawing conclusions that reflect on the interests, ideas, and theories that initiated the inquiry”. The phase of data analysis involves the formulation of general principles linked to the concept under scrutiny and aims at making the results of specific research project useful for application in new concrete life situations and opening it up for further scientific

discussion. The data analysis methods that were used for this research were based on raw data collected, which was both quantitative and qualitative. The completed questionnaires from the 4 categories of participants (community members and structures, municipal councillors and ward committees, municipal officials, and national and provincial départements' officials) were recorded, coded to ensure participants' anonymity and data credibility is attained. The questionnaires were also quality assured, to minimize ambiguity and reckless errors during data capturing.

The qualitative data required was presented in words rather than statistically. It was interpreted and analysed with the use of assisted questionnaires. The report was written in word format to so that it could be understood through a series of words interpreted from raw data by the respondents. Qualitative data analysis was used to differentiate quality and appropriateness from the raw data. Babbie (2004, p.370) explains that "quantitative data analysis is a process where the researcher uses techniques to convert data to a numerical format". Similarly, quantitative data analysis emphasizes on quantification when analysing data and it presents data as variables, statistics, and frequencies.

For this study, raw data was captured and analysed with the assistance of a Statistical Package for Social Sciences (SPSS) software. The software was further used as a tool to produce the results that are presented in the form of descriptive statistics, percentages, and frequencies. Using the SPSS, the quantitative data was presented in the form of charts, graphs, and tables. The SPSS was also used to depict the quantitative data in the form of graphs, charts and tables which enabled the researcher to provide an analytical description of the research findings.

5.9. VALIDITY AND RELIABLITY

Struwig and Stead (2001, p.139), outline validity as "the process that ensure that trustworthiness or credibility is considered in qualitative research". It is further argued that validation is the degree to which we can rely on the concepts, methods and inferences of the study, or tradition of inquiry, as the basis for our own theorizing and empirical research. Different types of validity in qualitative study, mean the extent to which the

social phenomena give an equivalent description. Validity in qualitative research also, focuses on the interpretation of the observations whether the researcher is calling what is measured by the right name (Kirkand Miller, 1986). According to Neuman (2014, p. 467), the “validity in a concrete expression, saying ‘validity means truthful’ referring to the bridge between construct and the data”. The researcher piloted the questionnaires before the formal study to test its reliability and validity and all questions that were either not clear or ambiguous, were reformulated to achieve quality and credible responses from all the participants.

To ensure consistency and reliability of the data collected, the researcher used recording during interviews and informal discussions, taking notes on observation, and completed forms were properly packed so that information is captured as submitted by the participants without being tempered with. The researcher can confirm that all information captured, and documents use could be regarded as credible as to achieve reliability to the analysis process. It is important to note that the significance of the attainment of reliability and validity of the information collected is always to ensure that the outcomes of a study are credible, and that the information collected can be used by other researchers in the future.

5.10. ETHICAL CONSIDERATIONS

The researcher was cognisant of the significance of ethics and ensured that the study was undertaken without any prejudice, and that the participants remained free to participate at their own free will. For this study, the researcher considered and adhered to the issues below.

5.10.1. Informed consent

The researcher sought permission and the formal consent from the academic institution she was studying at, and from the provincial government where she collected data, as well as consent from the participants from whom the data was collected. The approval letters the research committees of the institutions mentioned above are attached as annexures, accordingly. The research participants were involved on a voluntary basis and

remained anonymous. The observation methods were also used to ensure that unethical methods that could harm the trust between the researcher and the participants, such as covert participation, are not used.

5.10.2. Confidentiality

The participations' personal information was kept confidential, and they remained anonymous. The information was kept safe and communicated in an organized manner to ensure that no individual is negatively affected in any way, for example, emotionally, mentally, or physically by their participation in the research.

5.10.3. Right to privacy and voluntary

The researcher ensured that, the study implementation process did not invade the participants' privacy, and that information would be given to the researcher voluntarily. The researcher was able to create a conducive environment that ensured that participants were not deceived in any way by the researcher's use of authority to pressurise the participants to provide information they would not voluntarily provide and to avoid conflict of interest on both parties.

5.10.4. Dignity and standards to be upheld.

The researchers must be honest, fair, and respectful toward participants and not attempt to mislead or deceive them. Therefore, the researcher was able to uphold rights and dignity of all participants and others within the sector or field of study. The researcher was able to uphold the standards of the development planning and accepted full responsibility for all their actions when the study is conducted. The researcher ensured that there were other people who would be qualified and competent to ensure that the code of ethics and standards were observed at all material times.

5.10.5. Benefits and Risks

Research carries certain risks and benefits. One of the risks that are inherent to studies such as the current one is the fear of senior officials that the participants, who may be junior officials or members of the public, may give the researcher information that may

put them in a bad light, and lead to them losing their jobs. While one of the benefits of research of this nature is that their findings may lead to the improvement of service delivery. For example, some of the critical information that is disclosed in the respondents' responses may contribute positively to the development of new M&E tools and thus, a better service delivery by the government. The researcher in the current research strove to ensure that there was proper checks and balances not to put participants in a vulnerable situation.

5.11. CONCLUSION

This chapter focused on main aspects of research methodology which included, research design, kinds of data collected, study profile area, population sampling procedure, data analysis procedure, validity, and reliability as well as ethical considerations. These aspects will reflect in the next chapter as the researcher deals extensively with the actual implementation of the study methodology and design. Therefore, previous chapter links directly with chapter 6, which will confirm if all that was designed for the study was achieved or not and what the limitations were.

CHAPTER SIX

DATA PRESENTATION, ANALYSIS AND KEY FINDINGS

6.1. INTRODUCTION

This chapter outlines process of data presentation, key questions and how they were responded to by the participants, analysis on whether the research questions have been adequately responded to or not and whether the objectives were attained or not.

6.2. PRESENTATION OF THE FINDINGS

The findings are presented utilising qualitative and quantitative methods in a case study to explore the contribution by both governments factors and implementation of monitoring and evaluation systems towards sustainable delivery of service to the community.

The questionnaires were designed to answer the following questions as Appendix A:

> How does monitoring and evaluation contribute towards sustainable service delivery within the local government sector?
>
> What is the role of national and provincial government on monitoring and evaluation of service delivery within the local government sector?
>
> How does poor service delivery affect communities within the local government sector?
>
> What are other critical factors that could complement monitoring and evaluation to improve service and contribute to sustainable service delivery within the local government sector?

6.2.1. Sample determination

The researcher distributed questionnaires to the following four categories of participants: provincial and national government departmental officials, municipal officials (Waterberg District and its 5 local municipalities), municipal councillors and ward committee members of Waterberg District Municipality and its 5 local municipalities, as well as the community members and community structures found within the boundaries of the 5 local municipalities of the Waterberg District Municipality. For the provincial and national

government departmental officials,100 questionnaires were distributed to the following departments (Office of the Premier Limpopo, Limpopo Department of COGHSTA, Limpopo Provincial Treasury, Limpopo Regional Office of the national Department of Water and Sanitation, national Department of M&E in the Presidency, national Department of COGTA, only 62 questionnaires were returned. Secondly, for the municipality officials 120 questionnaires were distributed. The researcher received only 80 back because the Thabazimbi municipality officials and councillors were not willing to participate due to serious instability and leadership infighting amongst the political parties in council. The participants raised safety concerns as they thought the study might be misinterpreted as another investigation in the municipality. Thirdly, for the Municipality Councillors and ward committee, 60 questionnaires were distributed and only 19 were received back. Lastly, for the community members and community structures, 100 questionnaires were distributed and 57 were received back.

Thabazimbi municipality was experiencing political challenges during period of data collection processes as there was no stable political leadership since it is a hung council. While not all questionnaires were delivered and distributed, most of them could be easily collected or returned. Therefore, through innovation by the researcher to ensure that the municipality's participation is left out completely, the staff from the following units engaged with the researcher on a one-on-one basis: PMU Technician, HR Manager, Acting Director Corporate Services, Acting Director Technical Services. Their inputs are fully incorporated in the findings as well as the research conclusion.

6.2.2. Piloting the questionnaires

The questionnaires, after their development and when it was confirmed that the institutions approached to give permission to the researcher to proceed, had approved the study, it was necessary for the researcher to test its reliability and validity and to attend to any problematic questions. At least 3 questionnaires were given to each of the four categories of target participants to complete to pilot the questionnaires. The responses showed that some of the questions were ambiguous, and others were not clear. On the part of community questionnaires, the English and Sotho questionnaires were not exactly

the same and were a bit confusing for the participants. Based on the feedback from the participants, the researcher had to rework and align the questions accordingly. The final questionnaire is in the Appendices section of the thesis.

6.3. RESPONSES FROM THE PARTICIPANTS

This section of the study report captures the responses from the participants as well as the analysis by the researcher. The specific questions and its responses are aligned directly from the research questions of the study and the objectives of the study. The responses are captured in narrative, bar charts and pie charts. In summary, it must be noted that a total of 380 questionnaires were distributed to the participants and 218 were received back. This means that 57% of the respondents were able to participate in the research. The study was intended to cover participants from the Waterberg District Municipality, Belabela Local Municipality, Lephalale Local Municipality, Mogalakwena Local Municipality, Modimolle- Mookgophong Local Municipality and Thabazimbi Local Municipality.

While the researcher gained access and permission from all the municipalities without any hindrances, there was a challenge with Thabazimbi Local Municipality. The challenge emanated from the fact that the municipality is hung council as per the outcome of 2021 local government elections results, whereby there is no single political party that won elections outright. The researcher observed the reluctancy by some officials to work on the project and after several enquiries, it was discovered that municipal officials were not ready to take part as all different political parties perceived any collection of information, as possible investigation by provincial and national government with an intention to dissolve the municipal council.

Through engagements of the researcher and the management of the municipality, an agreement was reached to provide information through informal discussions whereby the researcher would note all the inputs and ensure that those inputs are incorporated as part of the research findings. The staff members from the following units engaged with the researcher on a one-on-one basis: PMU Technician, HR Manager, Acting Director

Corporate Services, Acting Director Technical Services. Their inputs are fully captured in the findings as well as the research conclusion.

There was additional information gathered by the researcher through informal discussions with the potential participants as well the as reading of government reports and documents, to enhance the study. The researcher has lifted the key questions which are more critical linked directly to the study research questions and objectives. The responses are not captured for the full questionnaire but only on those key questions. The responses are also captured in line with the four categories of respondents but also aligned to the study research questions.

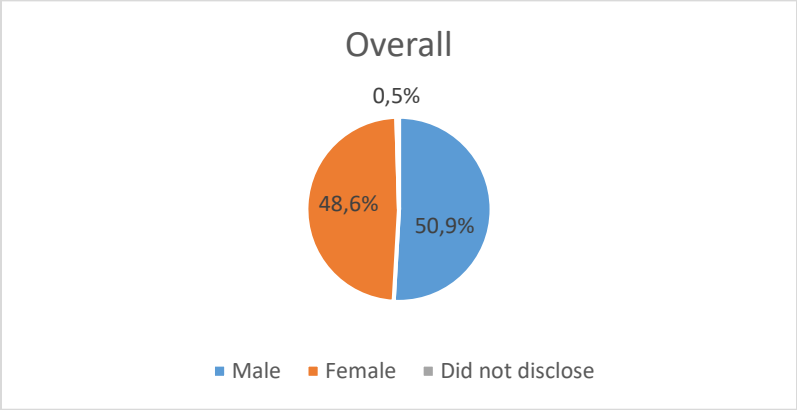
6.3.1. Summary of the demographic profile and employment levels of the participants

Gender distribution

Out of the total number of 218 participated in the study, 111 (50.9%) participants were males while 106 (48.6%) were females. The gender distribution in the categories was as follows: Community members and community structures, of the total 57, 30 (52%.6) were male and 27 (47% .4) were females, municipal councillors and ward committee, of the total 19, 8 (42%) were male and 11 (57%) were females, municipality officials, of the total 80, 40 (50%) were males and 39 (48%) were female while 1.3% did not disclose their gender and provincial and national department officials, of the total 62, 33 (53.2%) were males and 29 (46.8%) were males.

Figure: 6.3.1.1

Gender representation



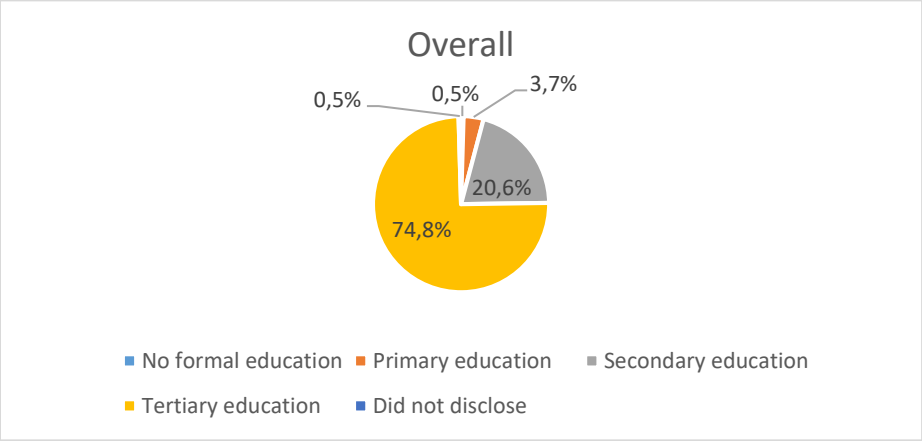
Level of education

In summary the responses to the question on the level of education of the participants were as follows: 218 participants, only 1 (0.45%) has no formal education, 8 participants (3.66%) have primary education, 45 (20.6%) have secondary education, while 163 (74.7%) have tertiary education and only 1 (0.45%) participant did not disclose the level of education.

Participants as per the four categories responded as follows: Community members and community structures, of the total 57, 2 (3.5%) have primary education, 19 (33.3%) have secondary level, while 36 (63.2%) have tertiary level of education, the municipal Councillors and Ward Committee of the total 19 of the participants, 3 (15.8%) have primary education level, 11 (57.9%) have secondary while 5 (26.3%) have tertiary level of education, municipality officials of the total 80 only 1 (1.3%) has no formal education, 1 (1.3%) primary education, 12 (15%) have secondary education while 66 (82.5%) have tertiary education level, and the provincial and national government officials of the total 62, 2 (3.2%) have primary education, 3 (4.8%) have secondary education level, 56 (90.3%) have tertiary and 1 (1.6%) have not disclose.

Figure: 6.3.1.2

Level of education



The question was appropriate for checking if the level of education, particularly that of public servants, was above tertiary level. All public servants who participated in the study were found qualified to be in the positions they held as they possessed the necessary qualifications and experience. Therefore, the researcher concludes that the communities' expectation, that the employees at all levels of employment in government possess a tertiary qualification, is justified.

6.3.2. How does monitoring and evaluation contribute towards sustainable service delivery?

What are service delivery projects you have worked on or implemented in your community?

Figure 6.3.2.1 below, the responses by the community members and community structures to the question about the projects that are delivered by the three spheres of government in their areas. It shows the frequencies of how projects such as water, roads, electricity, housing education, sanitation, EPWP, and others included projects like storm water drainage, stadium streetlights, waste management and refuse removals are delivered to them. There is in general and commonalities of projects that participants have either participated in or were implemented in their communities. They represent projects delivered to the communities by both provincial, and local government level. Therefore, the question was relevant as it confirms that when there is lack of proper service delivery

in the community, accountability becomes the responsibility of all the three spheres of government, as they have different powers and functions to sustainable service delivery to the community. The chart below depicts all the services rendered at the community level by different spheres of government.

Figure:6.3.2.1

Community members and structures

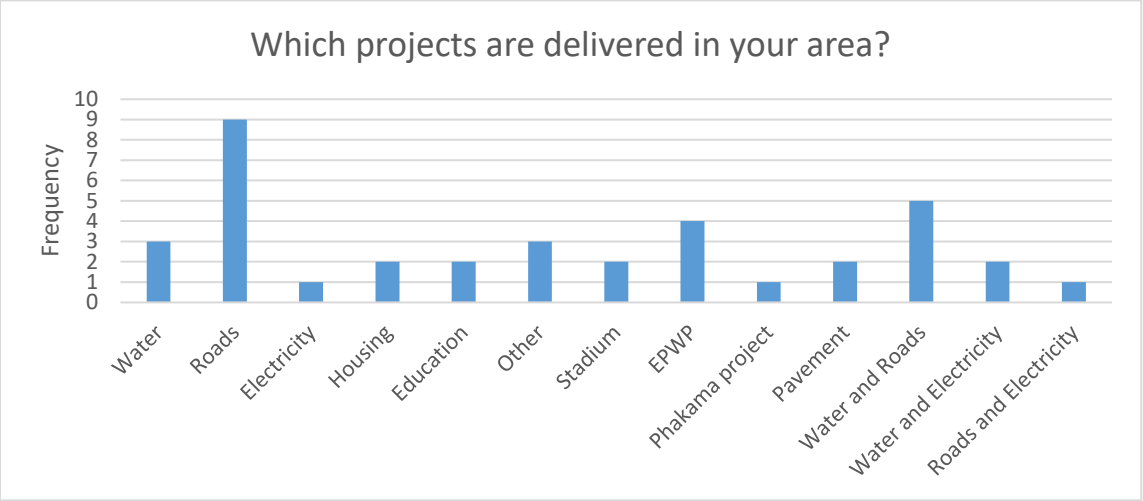


Figure: 6.3.2.2, below shows the frequencies of involvement of councillors and ward committees, on the implementation of the following projects in their communities: water, roads, health, sanitation electricity, education and other that could not be specified. From their responses, it must be noted that, while they know about the implementation of these projects, it was not very easy for the researchers to understand the clear roles and responsibilities played by councillors and ward committee members during project implementation except when they introduce project implementers to the community.

Figure: 6.3.2.2

Municipal councillors and ward committee

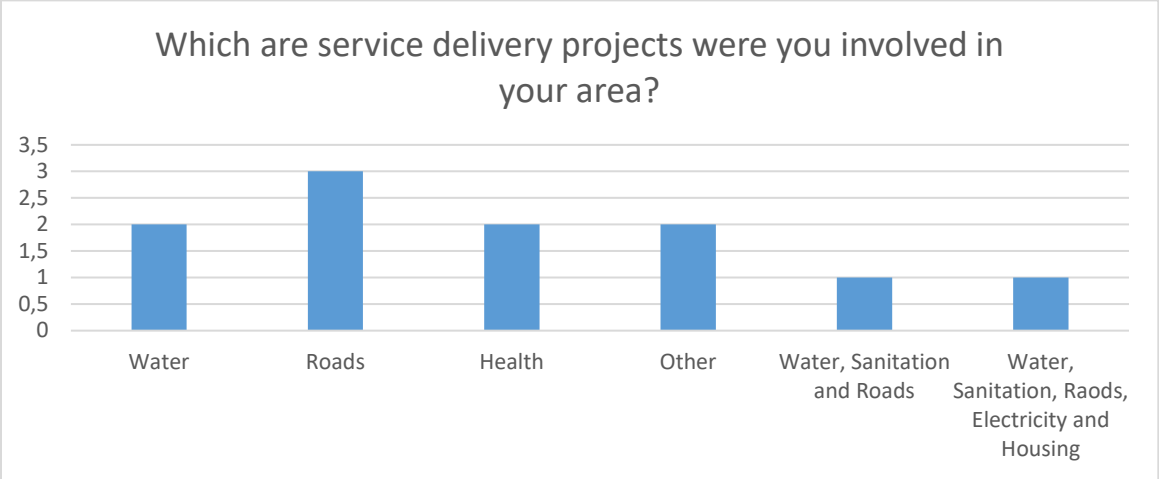


Figure: 6.3.2.3 depicts the frequencies with which municipality officials have worked on various service delivery projects in their communities. They were responsible for monitoring the following projects: water, roads, electricity, housing, health, waste management, municipal parks, sanitation, housing and other as outlined in the bar chart below.

Figure:6.3.2.3

Municipality officials

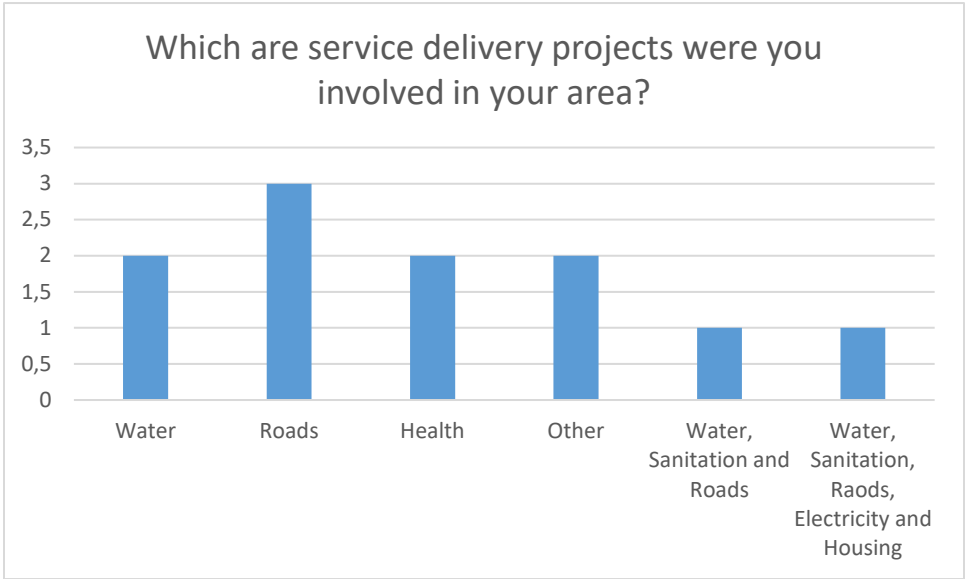
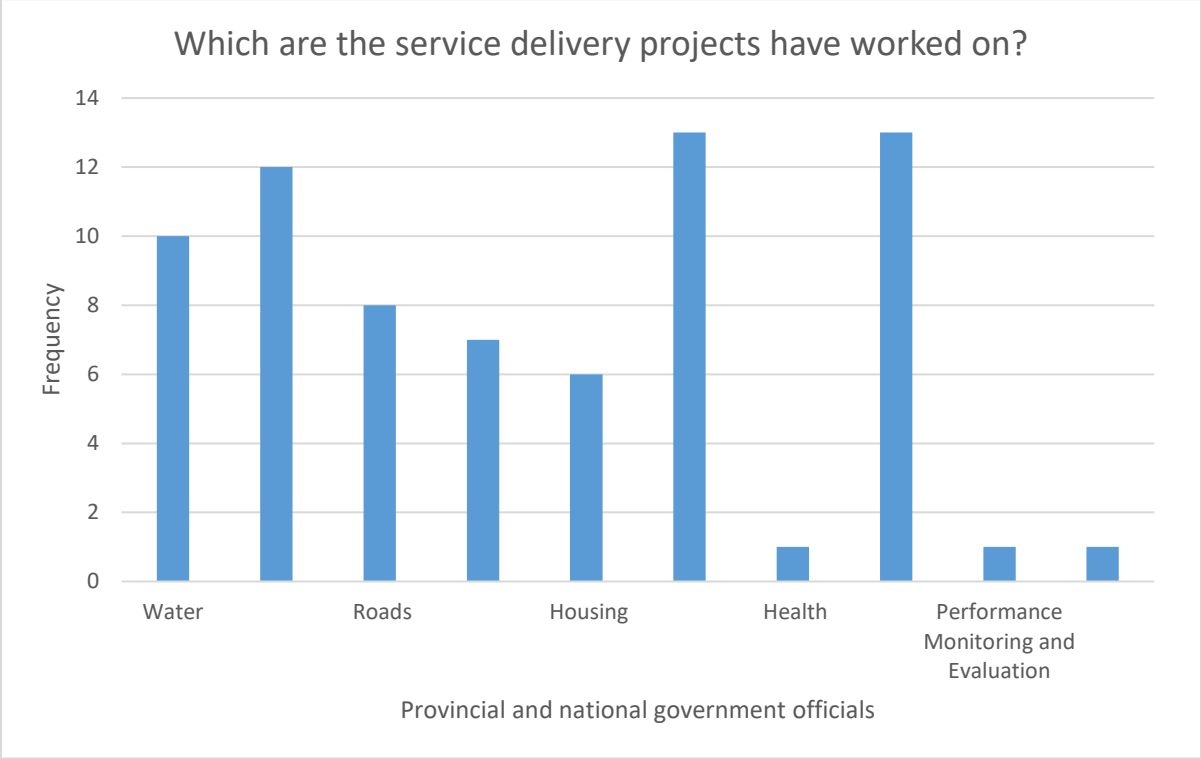


Figure: 6.3.2.4 below, shows the frequency with which provincial and national government officials have worked on the service delivery projects captured therein. The figure shows that the officials were responsible for monitoring the implementation of the following projects, among others: water, sanitation, capacity building, housing, education, health, and other projects including libraries, sports centre, community care centre, community halls.

Figure: 6.3.2.4

Provincial and national government officials



Is there regular monitoring and evaluation, if yes who does and how?

As the previous question related to service delivered to the community, the purpose of including this question was for the researcher to get the opinions of the participants on the stage at which according to them, monitoring and evaluation systems were in

operation; whether it was the conceptualisation, implementation, or even during operation and maintenance of the projects being delivered by all three spheres for government.

The participants' responses could be summarised as follows: Of the 57 participants categorised as Community structures, 19 (33.3%) agreed that there was monitoring and evaluation at different levels of project implementation, 14 (24%) disagreed, 20 (35%) did not know, while 4 (7%) left the question blank. There were 19 participants in the Municipal councillors and Ward committee members category. Of these participants, 6 (31.6%) agreed,6 (31.6%) disagreed, 1 (5.3%) did not know, while another 6 (31.6%) did not express their views.

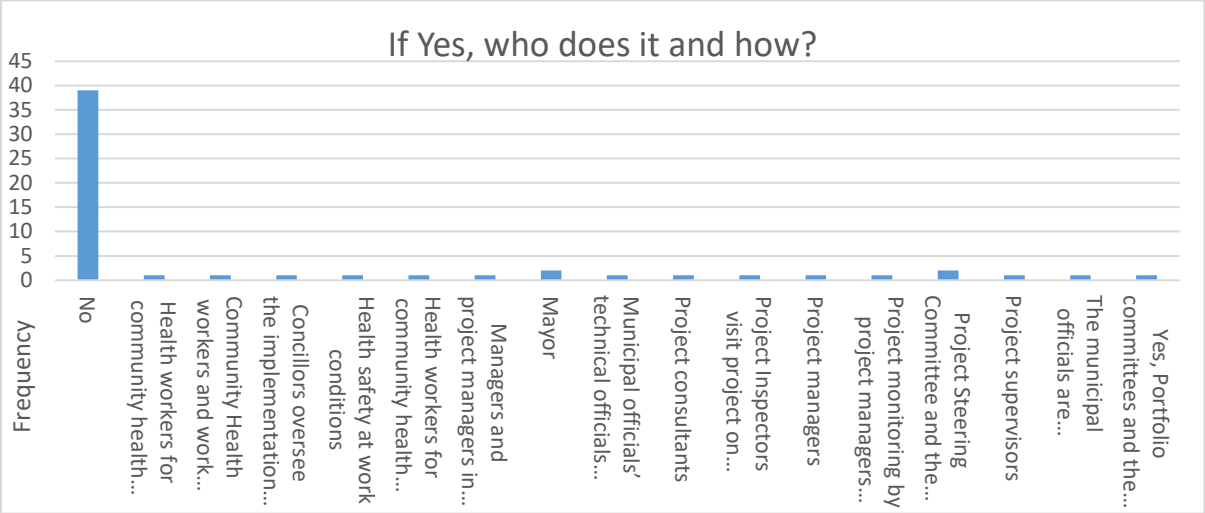
The responses of 80 participants under the Municipality officials' category were as follows: 42 (52%) agreed, 5 (6.3%) disagreed, 10 (12.5%) were not sure, while 23 (28%) did not expressed their views because they left the space blank. There were 62 participants in the Provincial and National government officials' category. Of these participants, 42 (67.7%) agreed, 7 (11.3%) disagreed, 4 (6.5%) were not sure, and 9 (14%) did not express their view. In summary, a total of 218 participants,109 (50%) agreed that, in one way or another, there was some kind of M&E systems in place during the project implementation,32 (14.6%) disagreed, 35 (16%) were not sure, while 42 (19.2%) did not expressed an opinion on this aspect.

If yes what systems are used and by who?

The researcher requested the participants who confirmed that M&E was in place on the implementation of projects to specify who was doing it, and how it was done. The responses in figures below, illustrate that while 50% of the participants believe there is monitoring and evaluation, there was however, uncertainty about the M&E systems in place, who was responsible for them and about the role that the three spheres of government and community members should play during the implementation of projects or even on the delivery of service. The bar charts below of the four categories of the participants provide full details on how M&E is very fragmented:

Figure: 6.3.2.5

Community members and structures



The bar chart above represents the responses of the community members and the community structure representatives. Of the total 57 participants, 19 (33.3%) agreed that there was monitoring and evaluation at different levels of project implementation, 14 (24%) disagreed, 20 (35%) did not know, while 4 (7%) left the question blank. Their responses include community health workers and workplace of safety, health safety at work conditions, municipal officials, technical officials, and project managers were responsible for monitoring of project implementation, managers and project managers in the municipality, project inspectors visit project on monthly basis, project monitoring by project managers to ensure projects are complete within the timeframe, project supervisors, portfolio committees, mayors, and councillors.

For this category of participants, it is very clear that community members and community structures are not given an opportunity to play a role during the implementation of the M&E processes by all spheres of government. Only 33% observed some kind of M&E happening and according to them, it was done by the municipal officials and councillors where they had no role to play. It is therefore even very difficult for them to exactly who does it and how as per their responses.

Figure:6.3.2.6

Municipal councillors and ward committee members

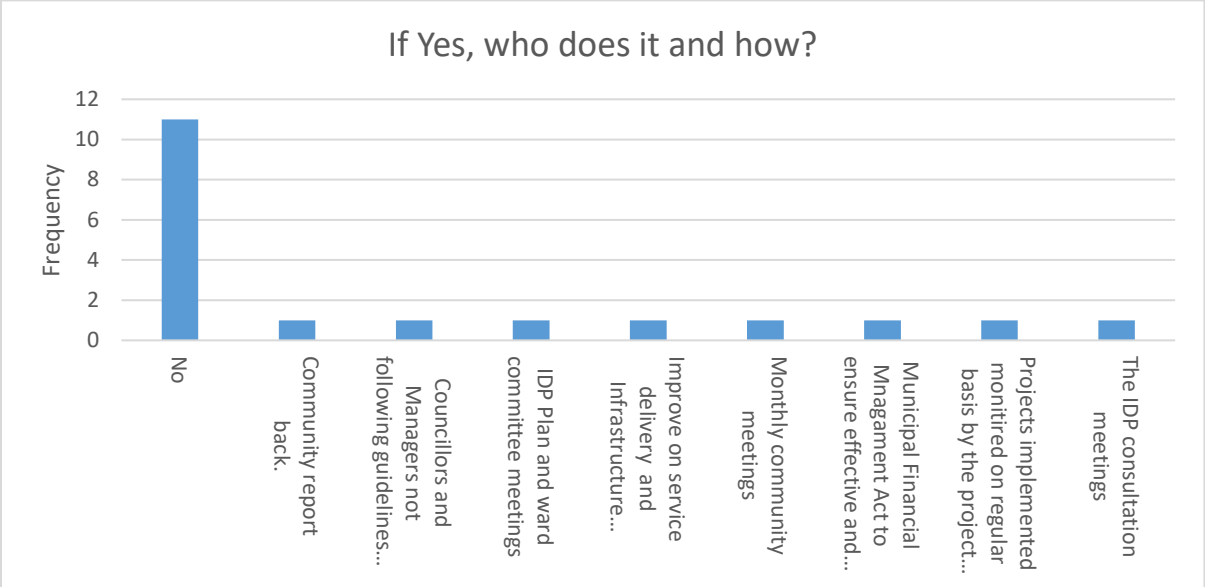


Figure 6.3.4.6 above, represents the responses by the category of municipal councillors and ward committee members. Out of a total 19 participants, 6 (31.6%) agreed,6 (31.6%) disagreed, 1 (5.3%) did not know while another 6 (31.6%) did not express their view. Their responses include: IDP consultation meetings, projects implemented monitored on regular basis by the project managers, Municipal financial management act to ensure effective and efficient use of funds allocated to all the projects, monthly community meetings, improve on service delivery and infrastructure development, IDP plan and ward committee meetings, councillors and mangers not following guidelines and procedures, community report back.

The responses of the Municipal councillors and Ward committees, to the question whether there was M&E or not and who does it, was for the reasons that, the researcher outlines below. The cause for the concern for the researcher was that, as elected community representatives, they are the most critical stakeholder. Firstly, the percentages shows that only 31% had seen some kind of M&E while more than 60% either disagreed or did not respond to the question. Those agreed were not very sure as to who does it, and how.

Secondly, it shows that there can be no proper implementation of the monitoring and evaluation systems if, at the level of councillors, there is no clarity on what it is, how it should be done, what the role of councillors should be from its inception to the implementation, operation, and maintenance of the project. The researcher contends that this poor knowledge of the M&E systems by the elected officials is a factor that contributes to project failures, poor communication with communities and, consequently, to service delivery protests and to communities taking not taking ownership of infrastructure delivery. Lastly, the researcher's contention is that it would be difficult for councillors to have regular community reporting meetings as required by the legislation because they would not have full information on projects implemented by other spheres of government. For example, if department of education is implementing school building project, a councillor may not be able to account fully to the community as there is no clear M&E mechanism that clarifies the roles of each stakeholder and how to raise issues where the community might not be happy with the project implementation.

Figure: 6.3.2.7

Municipality officials

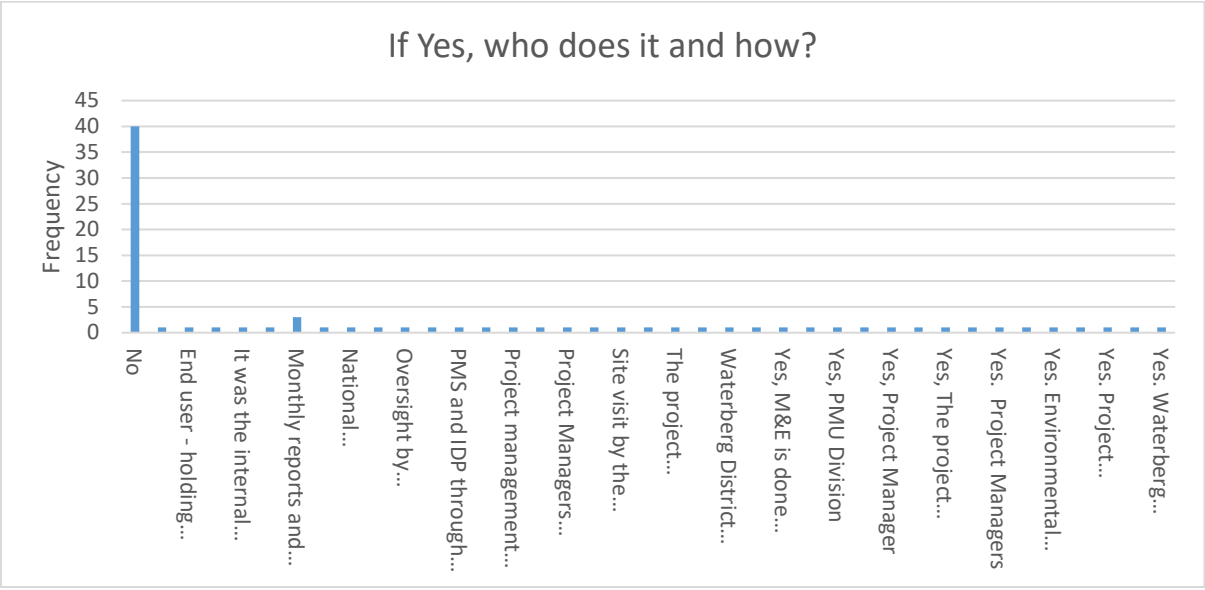


Figure 6.3.2.7 above, represents the responses of the municipality officials. Out of a total of 80 participants, 42 (52%) agreed, 5 (6.3% disagreed), 10 (12.5%) were not sure, while 23 (28%) did not expressed their view. Their responses were: M&E is done technical unit and MPAC, they do project site visits, the project manager visited the project site, municipal supervisors, the project management unit technicians together with project management unit to implement monitoring monthly, project manager, oversight through their portfolio committees, M&E is done by project managers and technical teams from municipality by visiting sites and project visits. While 52% agreed that there is M&E done by municipal officials through project management unit and by councillors, the researcher assumes that they only focus on the projects funded through the municipal budget because they have authority over them.

Figure: 6.3.2.8

Provincial and national government officials

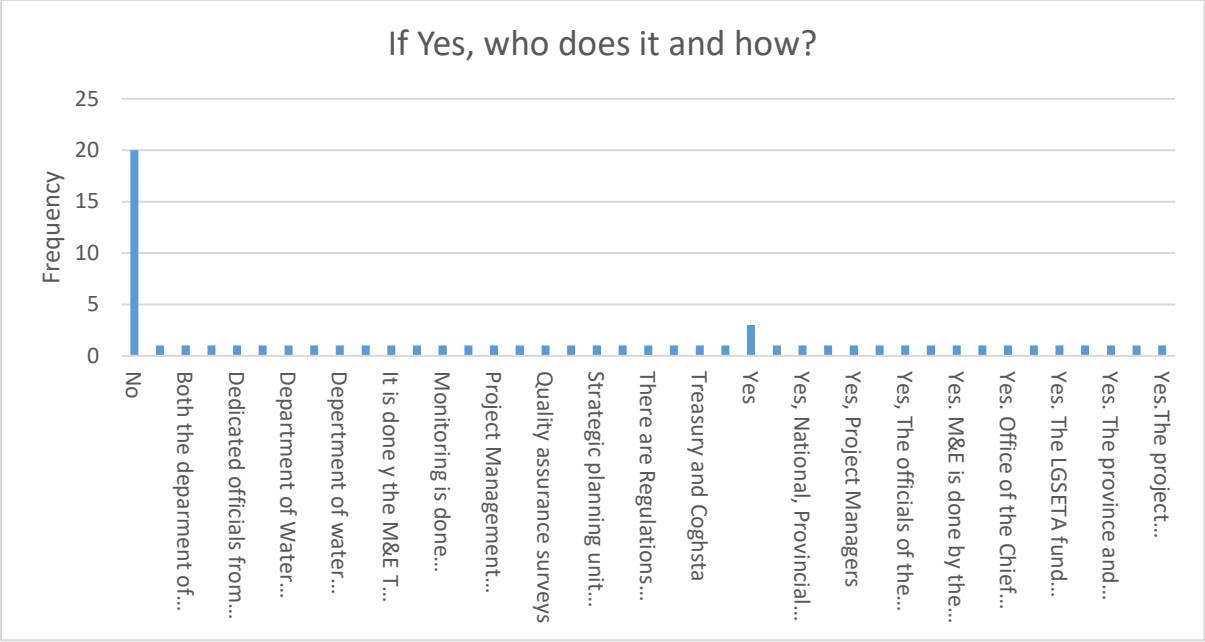


Figure 6.3.2.8 depicts the responses from the national and provincial governments officials on the details of their understanding that if there is some kind of monitoring and evaluation process taking place during the project implementation, and who is doing it.

Out of 62, Provincial and national government officials, 42 (67.7%) agreed, 7 (11.3%) disagreed, 4 (6.5%) were not sure, and 9 (14%) did not express a view.

Their responses show that, M&E processes were implemented by officials within the M&E units of different departments through, regulation compliance monitoring teams, monthly reports in line with the annual performance plans, quarterly reports from the districts and local municipalities, the project managers, MISA municipal officials checking physical progress versus expenditure and challenges of the project. The researchers notes that, while 67% of the provincial and national governments' officials, agree that there is some kind of M&E done during the project implementation, it is not clear if all officials know of a common in place that is implemented the same way.

6.3.3. What is the role of national and provincial government on monitoring and evaluation of service delivery within the local government sector?

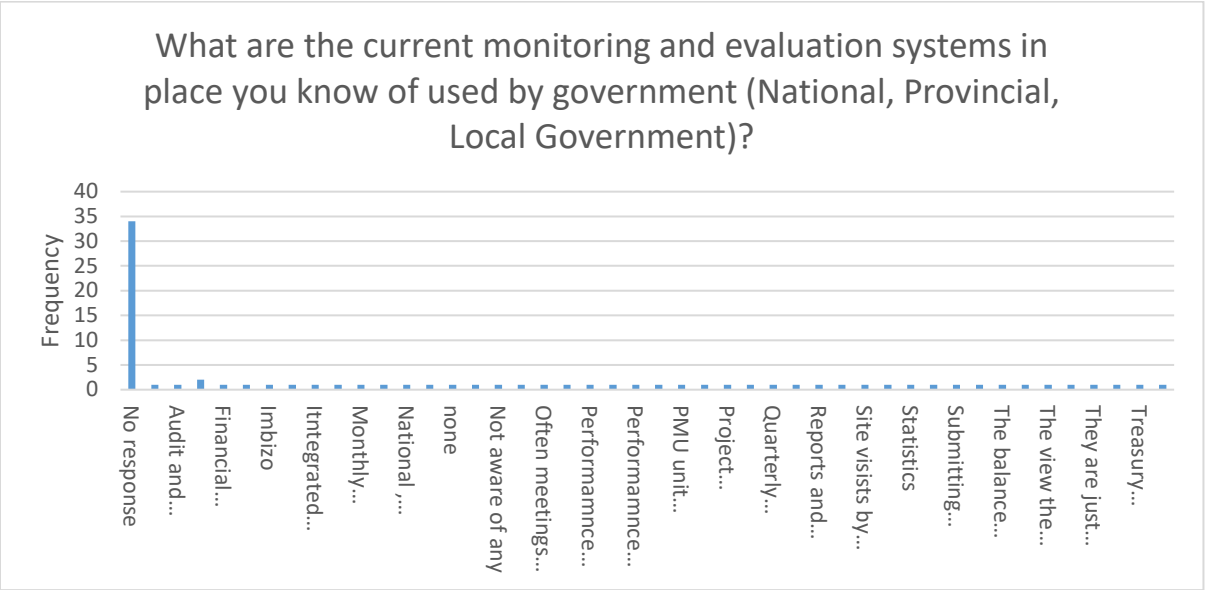
What is the role of monitoring and evaluation in the delivery of services?

The purpose of this question was to determine whether there was a common understanding among key stakeholders responsible for service delivery or even the community where the service is being delivered. The answers shows that there is no common understanding, and each sphere uses its own way to do monitoring and evaluation.

The bar chart below shows the responses by the municipal officials on their understanding of current monitoring and evaluation system. The answers include the following: monthly monitoring, performance management system, reports and project visits and the view that the current monitoring and evaluation system using IDP is not working, our communities still struggling for basic services like water, roads, hospitals, and houses. The researcher contends that, because some municipal officials responded to this question, and they are unable to mention at least one common M&E system that they know of at the municipal level, it would be therefore, difficult for them to know of other systems that might exist.

Figure:6.3.3.1

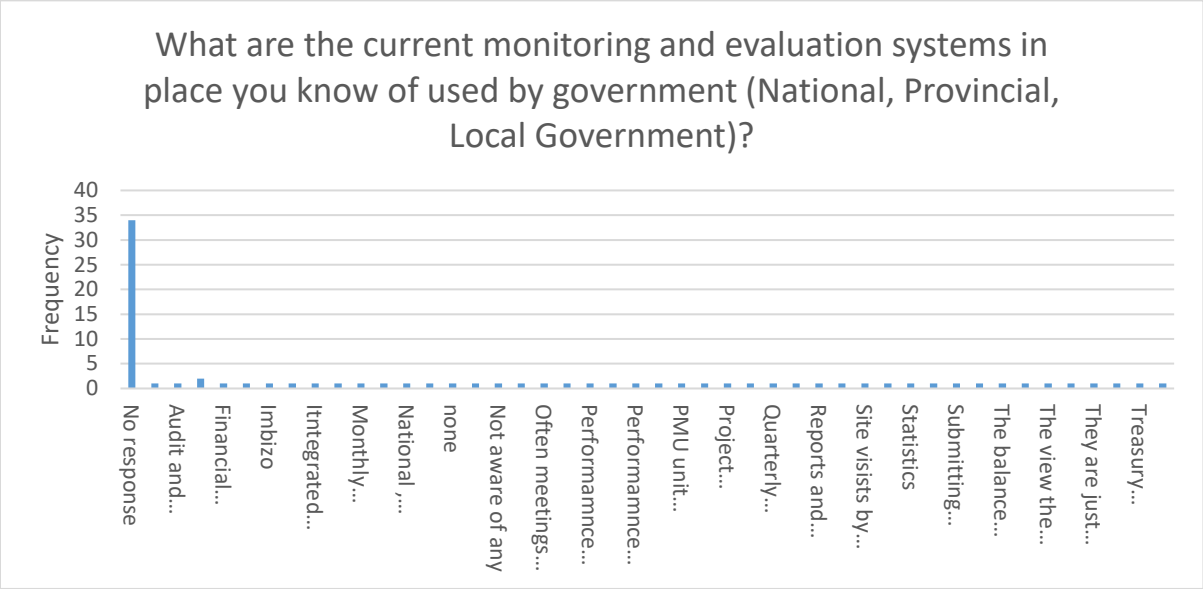
Municipal officials



The bar chart below depicts the responses by the community members and community structures. Only a few responded to the question. Less than 5% of the 57 indicated that the M&E systems that exist are as inspectors and local government M&E system. More than 95% of the 57 respondents, indicated that, either they don't know or left the space blank. So, one can assume that all the three spheres of government do not even bother to introduce any system of M&E process to them, which might lead to the passiveness of the community during project implementation and poor service delivery to the community.

Figure: 6.3.3.2

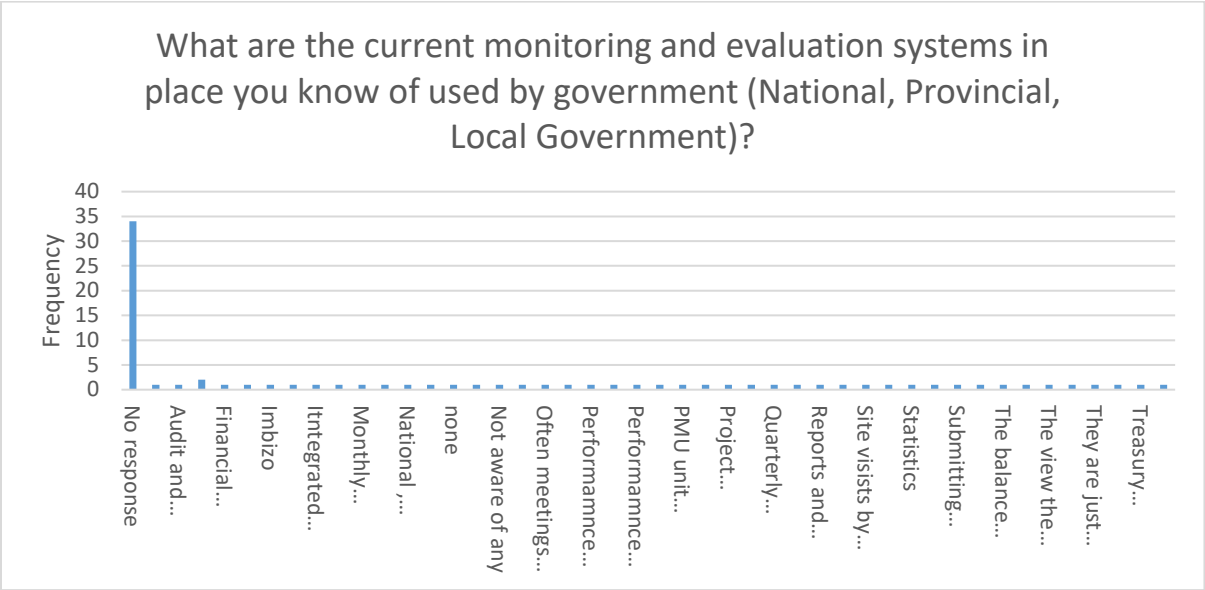
Community members and community structures



The responses by the municipality councillors and ward communities are outlined below as per the bar chart. They include: IDP and budget, IDP and municipal regulations, IDP and budget, MFMA, Municipal System Act, Constitution, project management unit and agencies, the municipal IDP. The respondents seem to have a common understanding which is very encouraging that councillors are aware of the legislation that govern the municipal environment on matters of M&E and accountability to the communities. While the actual M&E system is not clearly outlined, but the public representatives know what is expected of them in line with the legislation. But the challenge remain that they are not able to indicate if they know any M&E as implemented by the provincial and national governments within their own municipal area so that they can monitor the accordingly. For example, if councillors are not able to understand the M&E system used by the provincial Department of COGHSTA as they build houses or department of water and sanitation as they implement water projects, it makes them to fail to account to the community even when their projects appear in the IDP or even when the project is not implemented on time.

Figure: 6.3.3.3.

Municipality councillors and ward Committee



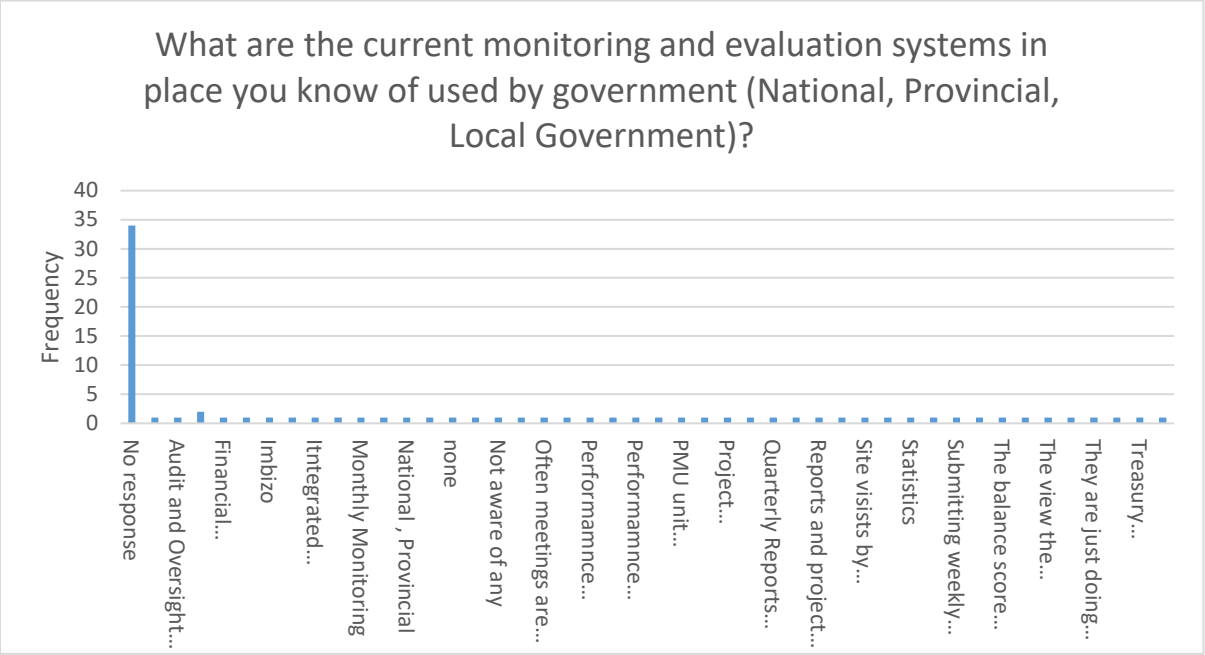
The bar chart below represents the views of the officials from the national and provincial departments. Their responses are as follows: Government- Wide monitoring and evaluation system (GWM&ES), M&E unit, auditing and assessment of municipal performance on quarterly basis, performance evaluation frameworks, Performance management development system, Local Government management improvement Model, Frontline Monitoring and support, Site visits and monitoring progress meeting and reporting, technical review sessions, checklist, and basic inspections, verification of service delivery points (sites) and desk top monitoring through reports by projects managers, the districts and municipalities give monthly reports to the officials of the provincial Department of COGHSTA on their performance.

When one looks at the responses, they depict departments that are using their own different M&E, which are not coordinated and managed from one department, namely, the national Department of Planning, Monitoring and Performance in the Presidency, which result in a disintegrated reporting process. The researcher contends that, if there is no same understanding of M&E system that exist and how it is implemented amongst

departments, would lead to confusion at the municipal level. Secondly, that there would be no accountability and consequence management in a situation where there are project failures. Lastly, the municipal councillors and officials would not be able take the communities on board fully, which might also to community dissatisfaction and protests.

Figure:6.3.3.4

National and provincial government officials



6.3.4. How does poor service delivery affect communities within the local government sector?

What is the level of service delivery in your area?

For this question, the questionnaires required the respondents to rate the level of service delivered in their areas. The rating was very poor, poor, good, very good and excellent. In the follow-up question, the respondents were required to indicate with a yes, if they were happy with the service delivered and with a no, if they were not happy with the service delivered. Of the 218 participants, 60 (27.5%) selected yes, which indicates that they were happy with the service delivered,106 (48.6%) rated it with a no, to indicate that

they were not happy with it, 34 (15.5%) were not sure whether they were happy with the service delivered or not, while 17 (7.7%) did not express their view.

Consequently, only 27.5% of the participants were happy with the service delivered by government at all the three levels of government. It is as well important to highlight that the most services rated as very poor or poor include mainly, water, electricity, roads, and job creation as the main top four service delivery concerns as expressed by the participants. The figures below indicate how the different categories of respondents rate their views on how the service is delivered to the communities in their areas. Out of 57 Community members and community structures, 23 (40%) rated yes, which indicated that they were happy; 16 (28.1%) rated, to indicate that they were unhappy, 2 (3.5%) were not sure and 16 (28.1%) did not to comment. In the Municipal councillors and ward committee category, out of 19 participants, 7 (36.8%) rated yes, 11(57.9%) rated no, while only 1 (5.3%) was not sure. The Municipality officials' categories, 12 (15%) respondents out of a total of 80, rated yes, 49 (61%) rated no, while 19 (23%) rated not sure. Eighteen (29%) of the 62 Provincial and national government officials who participated in the study, rated yes, 30 (48%) rated no, 12 (19%) rated not sure while, and 2 (3.2%) did not give their opinion.

Are you happy with the service delivered if not, what are the challenges?

The four categories have expressed their views on what they think are the most critical challenges that contribute towards poor service delivery at the community level. These challenges are presented, per category, in the pie charts (Figure: 6.3.4.1, Figure: 6.3.4.2, Figure: 6.3.4.3, Figure: 6.3.4.4) below:

Figure 6.3.4.1

Community members and community structures

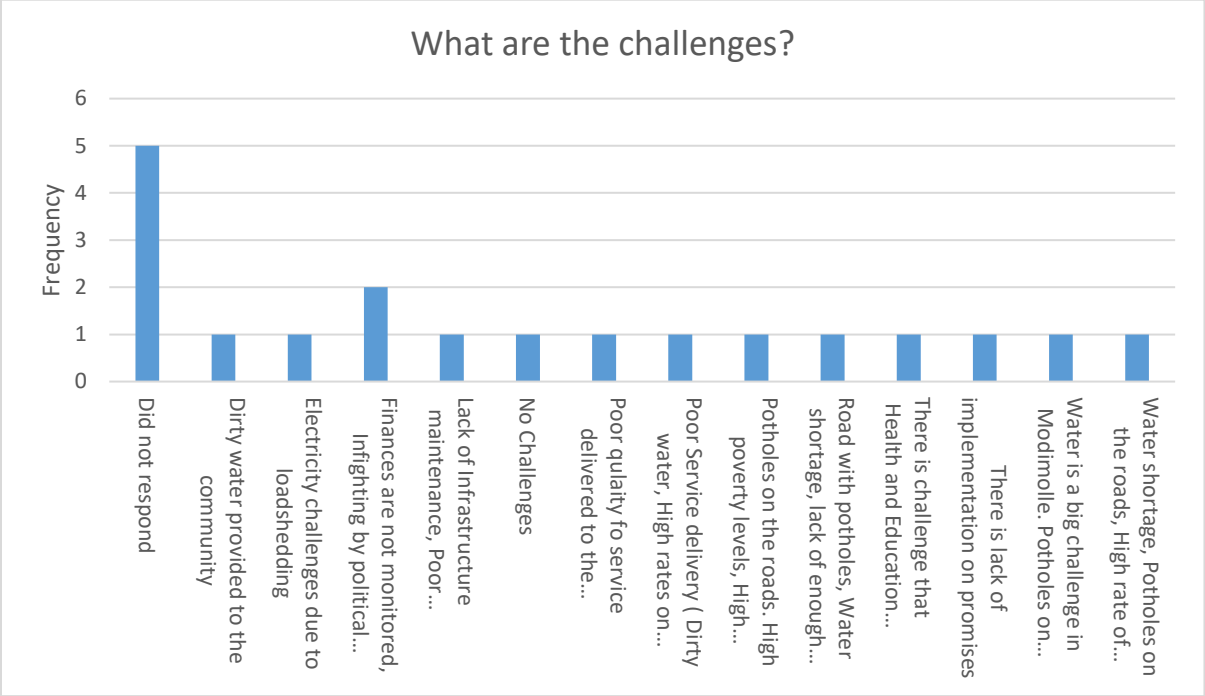


Figure 6.3.4.2

Municipal councillors and ward committees

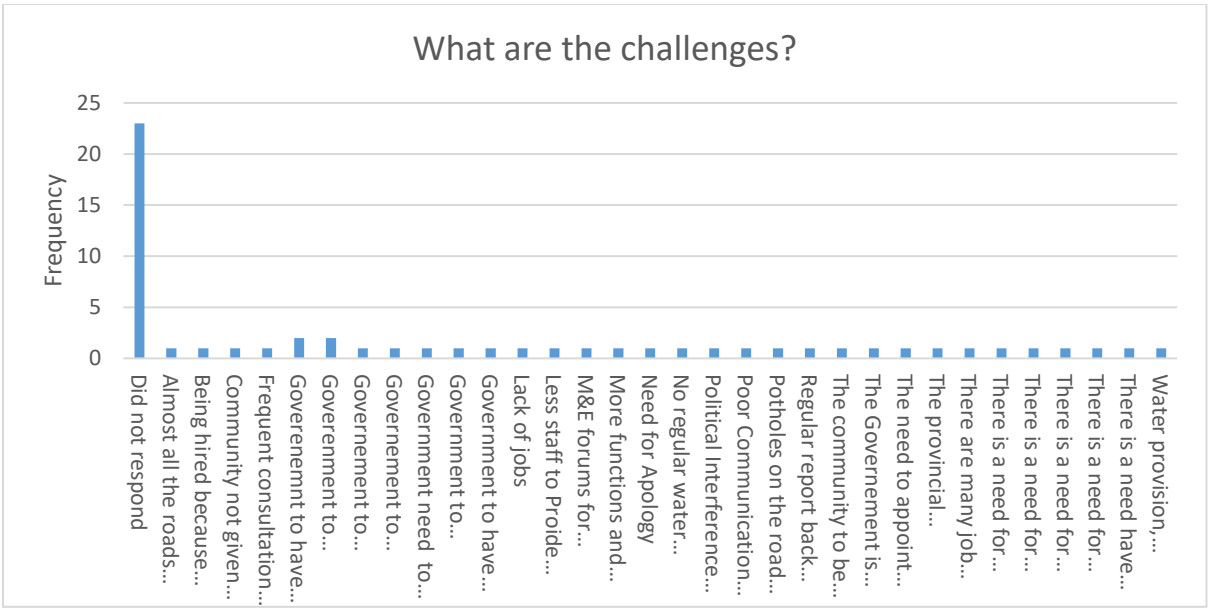


Figure 6.3.4.3

Municipal Officials

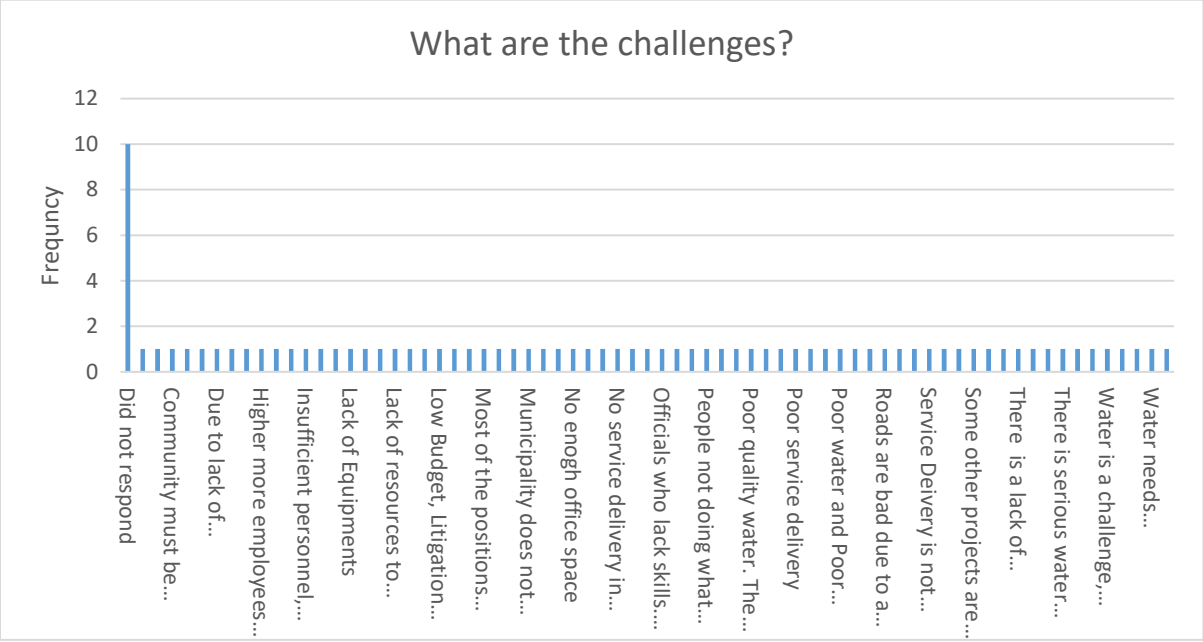
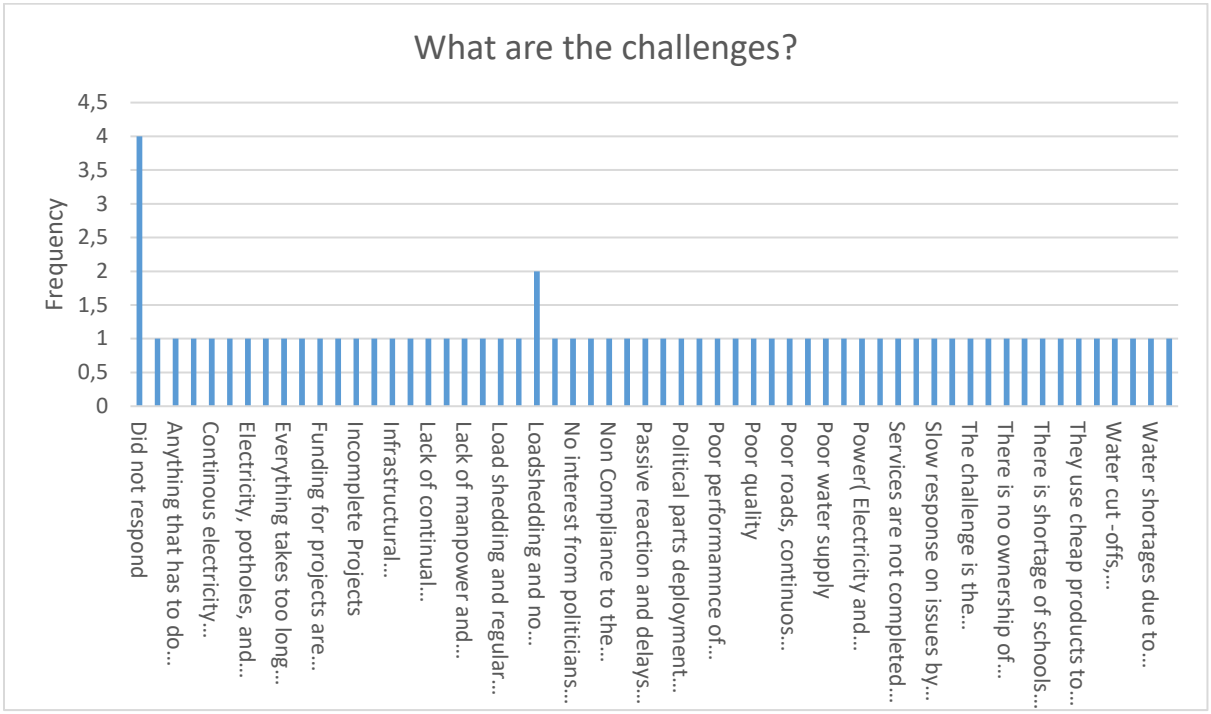


Figure 6.3.4.4

National and provincial government officials



What needs to be done to improve service delivery?

In relation to question of what needs to be done to improve service delivery, the participants noted several things that need to be done by both national, provincial, and local government. Key points that are highlighted amongst others are as follows: regular monitoring of projects, provision of more financial resources for capital projects, regular maintenance of infrastructure such as roads, appointment of qualified contractors, appointment of skilled public servants, avoidance of interference by politicians on the administration and management of projects.

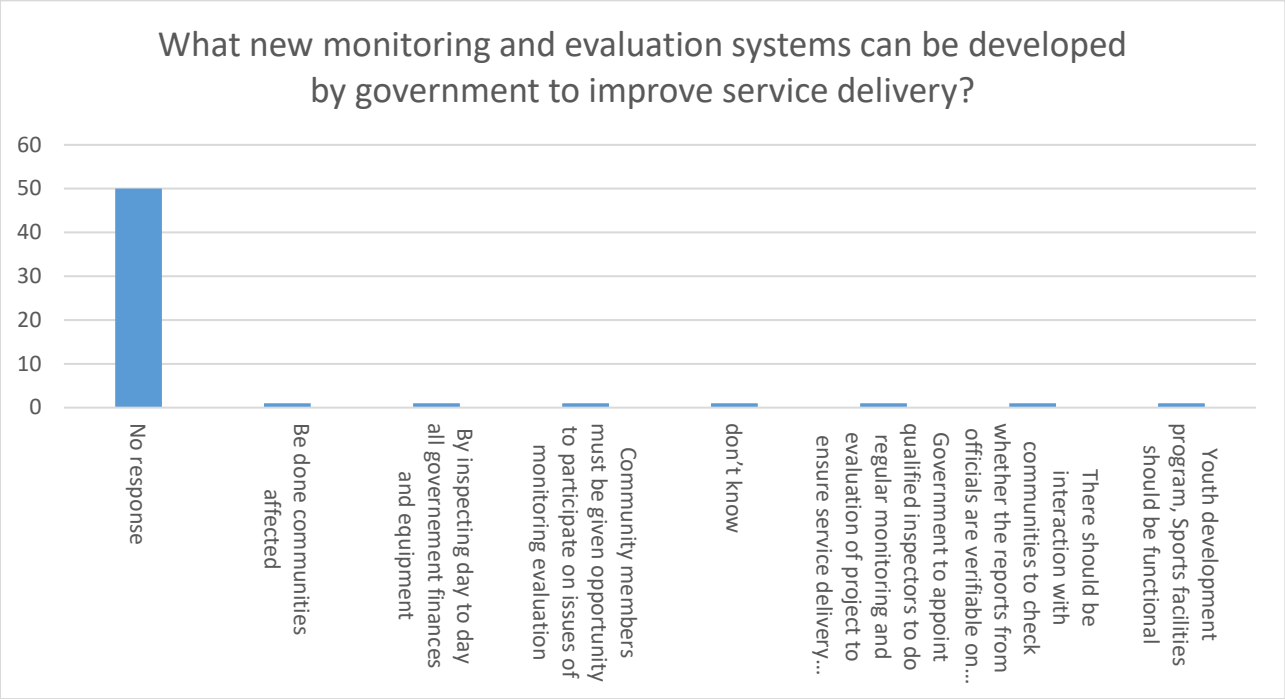
6.3.5. What are other critical factors that could complement monitoring and evaluation to improve service and contribute to sustainable service delivery within the local government sector?

What is the new M&E systems can be developed by government?

Researcher asked a very direct question to the participants so that, they can raise their views on what the new M&E methods and systems they can recommend to the researcher, which will inform the new proposed method or system. The participants proposed the following as per each category of respondents.

Figure: 6.3.5.1

Community members and structures



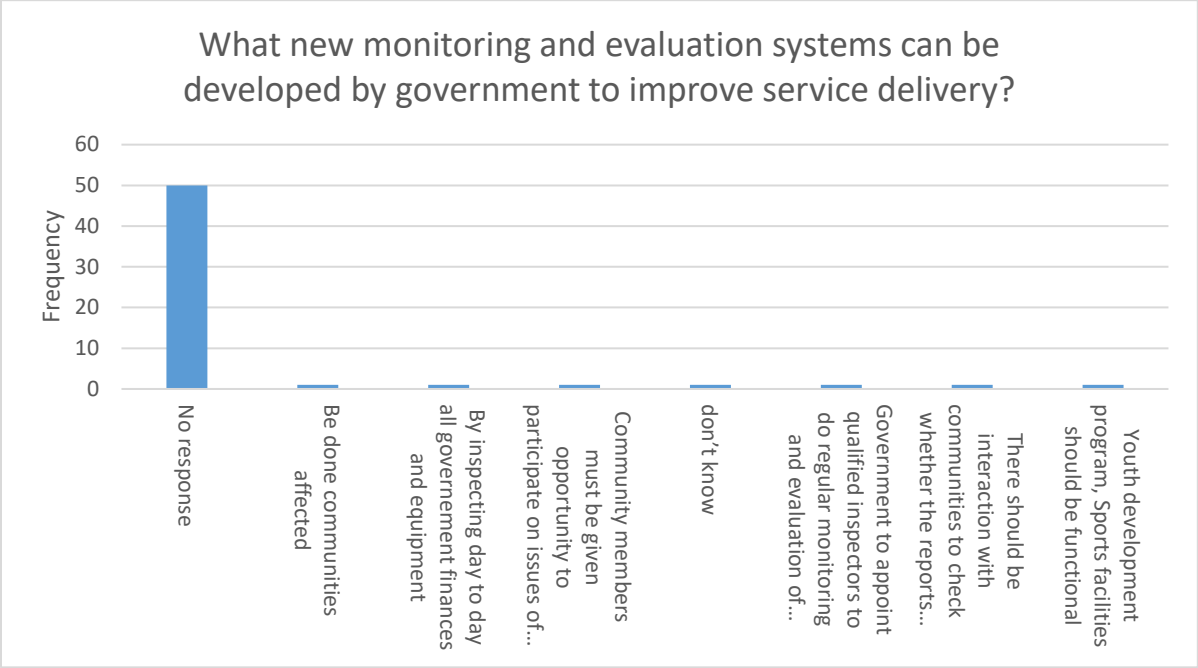
The bar chart above represents the responses from the community members and the community structures on their views on what are the new M&E that could introduced and implemented by the three spheres of government to ensure improved service delivery at the community level. The responses are as follows: there should be a way to interact with communities to check whether the reports submitted to different departments from the officials are verifiable on the ground, government to appoint qualified inspectors to do regular monitoring and evaluation of project to ensure service delivery at the community level, community members must be given an opportunity to participate on the issues of monitoring and evaluation and evaluation, by inspecting day today all government finances, projects and equipment's.

While the respondent's answers do not indicate a specific M&E approach but is important to note that the critical elements of an M&E that needs to be developed and to integrate those key elements. Community members and community structures are a very important stakeholders as the beneficiaries of service delivery that, they must be involved in decision making processes on matters that affect them. The key elements of M&E

highlighted include community participation on M&E processes, regular inspection or monitoring of projects, finances and equipment, appointment of skilled officials on matters of M&E and regular interaction between the community and government at all levels.

Figure: 6.3.5.2

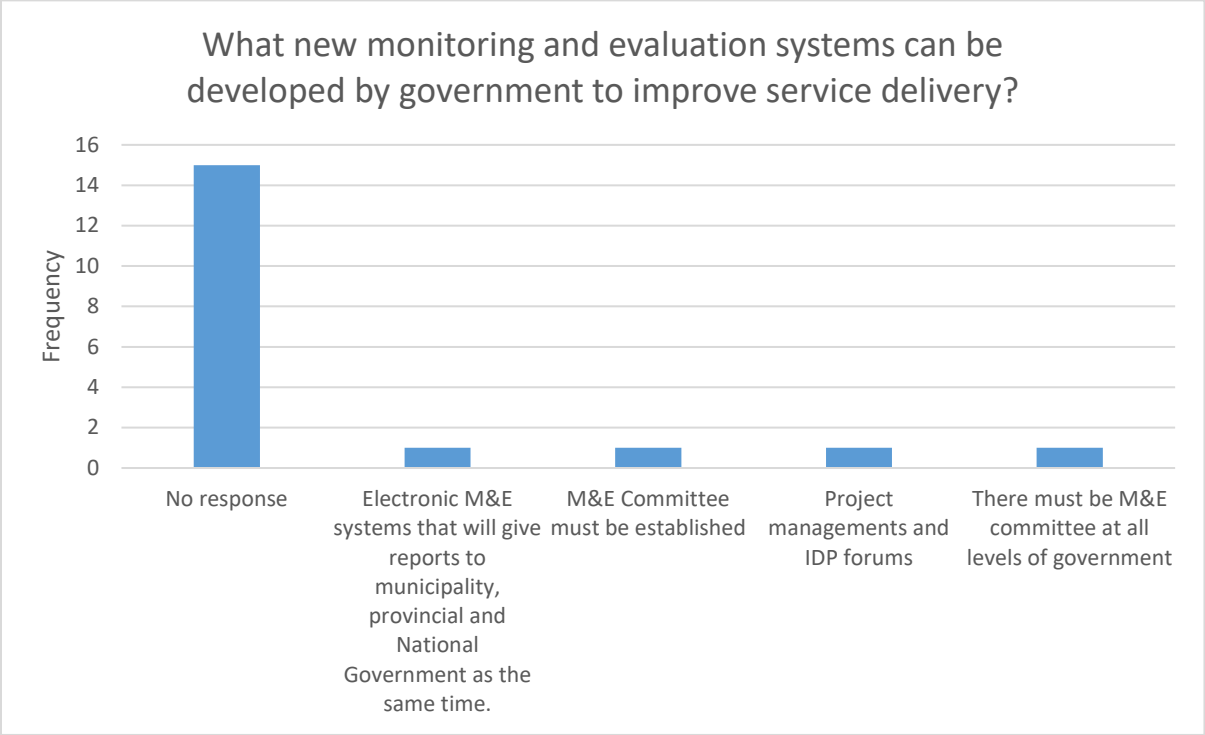
Municipal councillors and ward committees



The above bar chart represents the responses by the municipal councillors and ward committees, and they propose the following: electronic M&E that will give reports to the municipality, provincial and national government at the same time ensure effective and efficient decision making, M&E committee must be established, project management and IDP forums, and there must be M&E committee at all levels of government. The respondents are public representatives that are more concerned about the current fragmented reporting regime that makes it very complex for them to provide regular and credible feedback to the communities as the electorate. Therefore, their responses are very direct even to ensure that M&E system that must be developed must ensure that it tracks the IDP targets as they include even projects from the national and provincial governments committees at all levels of government is raised sharply by this category of participants.

Figure: 6.3.5.3

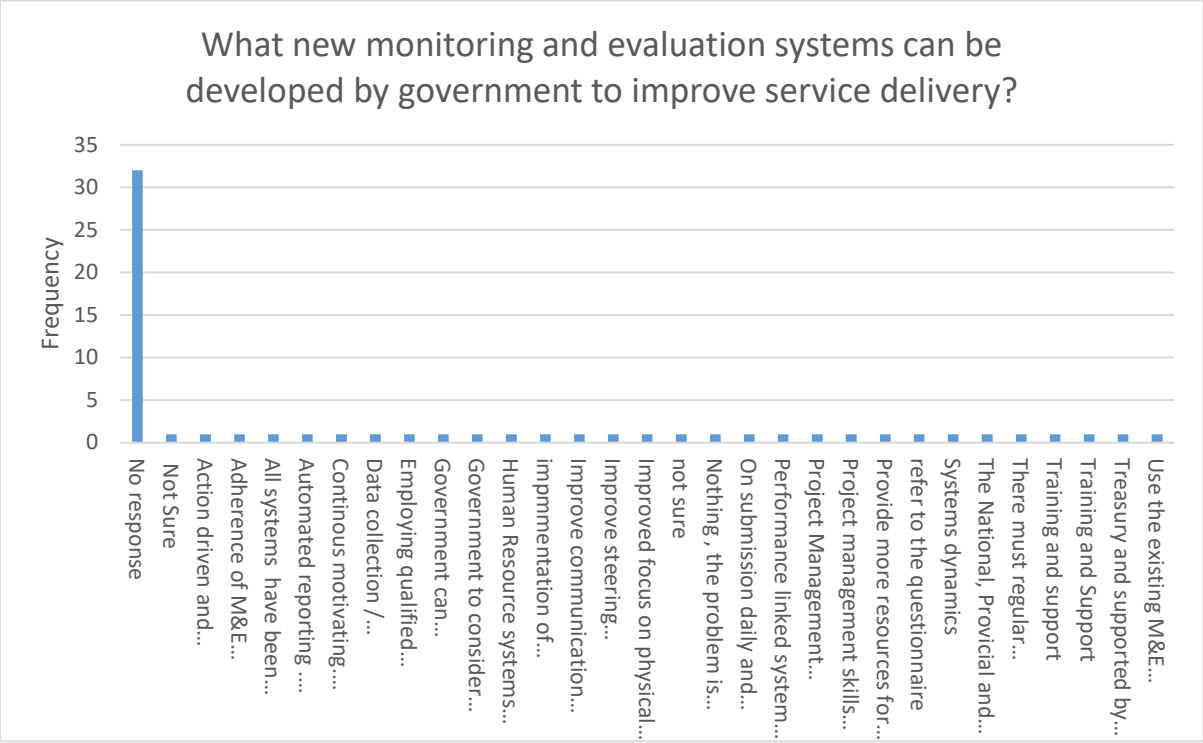
Municipality Officials



The above bar chart depicts the responses of the municipal officials where they propose the following: Electronic system can assist, project delays can be reported and time frames could be achieved, introduction of electronic PMS system, office cameras and tracking devices and systematic and digital PMS. One needs to take note that these are responses from the practitioners themselves. Their key emphasis is that there should be a proper alignment between M&E and PMS systems and whatever system developed or implemented should be digitalised to ensure credibility and reliability of the reports produced is always guaranteed.

Figure: 6.3.5.4

National and provincial officials



The above bar chart represents the responses by the national and provincial officials in relation to their proposal of the new M&E approach or system. They responded as follows: Use the existing M&E system but improve on accountability and implement penalties for no performance; training and support; system dynamics; project management skills need to be enforced and systems be in place; improved focus on physical verification and processing monitoring reports through executive management; implementation of consequence management that forces the departments and officials to be accountable; implementation of evidence-based M&E processes monitored by the communities; government can develop a system that citizens can monitor the projects, infrastructure functionality and how government finances are used in their communities. Further on how service is delivered in their communities; report through the technology such as WhatsApp's, twitter, and telegram to all the three spheres of government, continuous staff motivation and training; working with labour unions and adherence to policies.

6.4. ANALYSIS OF THE KEY FINDINGS

The section below focuses on the key findings as per four categories as outlined in the introduction of this chapter. It will therefore be aligned to the objectives of the study accordingly.

6.4.1. The contribution of monitoring and evaluation as a key factor towards achievement of sustainable service delivery within the local government sector

The key question that the respondents had to answer in this study was, 'what are current monitoring and evaluation systems in place you know of that are used by three spheres of government?' The intention was to analyse their understanding of whether there is common understanding among key stakeholders responsible for service delivery or even the community where the service is being delivered. The answers from the four different categories of participants shows that there is no common understanding, and each sphere used their own methods and tools for monitoring and evaluation to assess project interventions.

Category of Community members and community structures, it was found that only few responded to the question. Less than 5% of the 57 responded that, project inspectors are used at local government. More than 95% of the 57 respondents indicated that they either don't know or left the blank space. So, one can assume that all the three spheres of government do not even bother to introduce any system of M&E process to them which might lead to the passiveness of the community.

The responses of municipal councillors and ward committee members category were as follows: IDP and budget, IDP and municipal regulations, MFMA, Municipal System Act, Constitution, project management unit and agencies, the municipal IDP. The respondents seem to have a common understanding which is very encouraging that councillors are aware of the legislation that govern the municipal environment on matters of M&E and accountability to the communities. While the actual M&E system is not clearly outlined, the public representatives, nevertheless, know what is expected of them in line with the legislation. But the challenge remain that they are not able to indicate if they know any

M&E as implemented by the provincial and national governments within their own municipal area so that they can monitor it accordingly.

In the category: Municipal officials, the responses from the municipal officials are as follows: Monthly monitoring; performance management system; reports and project visits; the view that the current monitoring and evaluation system using IDP is not working; and our communities still struggling for basic services like water, roads, hospitals, and houses. The responses from the category, national and the provincial government officials, included the following: Government-wide Monitoring and Evaluation Framework (GWM&ES); M&E unit; auditing and assessment of municipal performance on quarterly basis; performance evaluation frameworks; Performance management development system; Local Government management improvement Model; Frontline Monitoring and support; Site visits and monitoring progress meeting and reporting; technical review sessions checklist, and basic inspections; verification of service delivery points (sites); desktop monitoring through reports by projects managers; and the districts and municipalities give monthly reports to the officials of the provincial Department of COGHSTA on their performance.

The researcher contends that the responses regarding current systems, the departments are using their own different M&Es that are not coordinated and not managed from one department, which is the national department of Planning, Monitoring and Performance in the presidency that results in a disintegrated reporting process. It therefore becomes a challenge that, if there is no common understanding of M&E system that exist or even how it is implemented amongst the departments, then are each of those departments working with municipalities will be confused on how they must work with those with different expectations on how projects are to be monitored and reporting lines.

6.4.2. The role of national and provincial government on monitoring and evaluation of service delivery within the local government sector.

The findings of the study show that, of a total 218 participants, 109 (50%) of the participants agreed that in one way or another, there was some kind of M&E systems in

place during the project implementation, 32 (14.6%) disagreed, 35 (16%) were not sure, while 42 (19.2%) did not express an opinion on this aspect. The researcher asked especially those participants who confirmed that there was M&E, to give more details on the implementation of projects and to specify who was doing what and how it was done. The responses further illustrate that while 50% of the participants believe there is monitoring and evaluation, there is a lot of fragmentation of what M&E systems is in place, who is responsible for M&E, no uniformity of the three spheres of government and the role of community members during the implementation of projects or even on the delivery of services.

The researcher contends that, while 67% of officials agree that there are some kind of M&E processes done during the project implementation, it is not clear if there is a common system that is in place known by all the officials that is implemented the same way. Further, that the issue of accountability remains questionable especially as this is the category which is very critical towards quality delivery of services to the community.

Based on the above, it would be very difficult for government to convince the community on how they can play a part in the service delivery, and how the services could be delivered. The community also remains not adequately informed timeously on what service will be provided by who, when and when to anticipation possible disruptions. The community dissatisfaction is bound to increase against government. Therefore, it would be very critical to outline the process from the inception of the project, implementation, operation, and maintenance on the role of communities and mechanisms for evaluation reporting, complaints procedure and resolutions from all the spheres of government to a community level.

6.4.3. The effect of poor service delivery by National, Provincial and the Local Government sector.

Rating on the level of service delivery: participants in this category present major challenges of dissatisfaction by communities on the effects of poor service delivery. Supplementary, that these challenges might result in unwanted community protests. The

rating ranged from very poor, poor, good, very good to excellent. After providing their rating, the respondents were supposed to indicate with a yes, if they were happy with the services delivered in their area, and with a no, if they were not happy with the services delivered.

From the responses, it can be generalised that of the 218 participants, 60 (27.5%) indicated with a yes, that they were happy with the services delivered, 106 (48.6%) indicated with a no, that they were not happy with service delivery, 34 (15.5%) indicated that they were not certain whether they were happy with service delivery or not. Seventeen (7.7%) of the respondents did not express their view. The findings that only 27% of the participants were happy with the services delivered by government at all the three levels of governance is consistent with the findings of other similar studies. It is also well important to highlight that most services rated as very poor or poor are very basic services that include mainly, water, electricity, roads, and job creation as the main top 4 service delivery concerns as expressed by the participants.

The participants as the four categories further expressed their views on what are the most critical challenges that contribute towards poor service delivery at the community level. Those key challenges include the following; Poor quality of services delivered or in some instances there is no access or there is regular service disruptions which results in almost all the roads having portholes; water shedding and electricity load shedding; dirty or poor quality water provided to the communities; community uprising during the project implementation that causes project delays and loss of funds; incomplete or blocked projects due to failure to do regular monitoring; and municipalities having limited budget for infrastructure development and maintenance.

The participants further indicated the following recommendations on how those service delivery challenges could be mitigated. They include: the need of government to have regular meeting and communication on matters of service delivery; government's implementation of more public participation programmes like IDP forums, Imbizo's etc; government's development of a system of working together with councillors, traditional

leaders, and other community structures to improve working relationships; the fulltime employment of M&E officials for regular monitoring and evaluation within all the three spheres of government; the appointment of skilled public servants and regular training opportunities for them; and a government-initiated mechanism of monthly visit to communities. Those are some of the recommendations and inputs expressed by the participants, which will be considered to formulate the conclusions and the recommendations for further research in the next chapter.

6.4.4. Critical factors that could contribute to improve services and complement monitoring and evaluation towards sustainable service delivery.

One of the critical objectives of this study was to explore other critical factors that could contribute to improved service delivery and complement the successful development of a new monitoring and evaluation framework that will ensure improved synergy of sustainable service delivery between national, provincial, and local government sector. As part of the questionnaires, the respondents were able to raise their views on what they thought were critical factors that could contribute towards the development of new M&E methods and systems for the improvement of service delivery to communities and the participants proposed the following, as per each category of respondents:

Community members and community structures

The community members and the community structures proposed as follows: there should be interaction with communities on the ground, appointment of qualified inspectors to do regular projects' monitoring, community members must be given an opportunity to participate on processes of monitoring and evaluation by inspecting day-to-day all government finances and projects.

While the respondents' answers do not indicate a specific approach, however, they specify critical elements of M&E that need to be developed and integrate those key elements. Community members and structures are very important stakeholders as the beneficiaries of service delivery, that must be involved. Some of the key elements of M&E highlighted include community participation on M&E processes; regular inspection or

monitoring of projects, finances and equipment, appointment of skilled officials on matters of M&E; and regular interaction between the community and government at all levels.

Municipal councillors and ward committees

The responses by the municipal councillors and ward committees proposes the following: electronic M&E that would give reports to the three spheres of government at the same time; to ensure effective and efficient decision making; M&E committees must be established including project management and IDP forums; there must be M&E committees within the three spheres of government. The respondents are public representatives and were more concerned about the current fragmented reporting regime that makes it very complex for them to provide regular and credible feedback to the communities as the electorate. Therefore, their responses are very direct even to ensure that M&E system that must be developed must ensure that it tracks the IDP targets as they include even projects from committees at all levels of government.

The municipal officials

The municipal officials proposed the following: Electronic system can assist where there are project delays and they could be reported and time frames could be achieved; introduction of electronic PMS system, office cameras and tracking devices and systematic and digital PMS. Important to note is that these are responses from the practitioners themselves. Their key emphasis is that there should be a proper alignment between M&E and PMS systems and whatever system is developed or implemented should be digitalised to ensure credibility and reliability of the reports produced.

National and provincial officials

The responses by the national and provincial officials in relation to their proposal of the new M&E approach or system is as follows: Use the existing M&E system but improve on accountability and implement penalties for non-performance; provide training and support system dynamics; project management skills need to be enforced and systems should be in place to do that; improved focus on physical verification and processing monitoring reports through executive management; implementation of consequence management

that forces the departments and officials to be accountable; implementation of evidence-based M&E mechanism that would be monitored by the communities, government can develop a system that citizens can utilise to monitor the projects, and infrastructure functionality. Further, how government finances are used in their communities as well as how service is delivered in their communities and report through the technology such as WhatsApp's, and telegram to all the three spheres of government, continuous staff motivation and training, working with labour unions, and adherence to M&E policies and guidelines.

The respondents are practitioners who are in the field daily, and their emphasis is on an M&E that is evidence-based, consequence management, compliance to legislation and policies, reward performance and penalties for non-performers, the role of community members can report easily to all three spheres of government and receive timeous feedback, and the issue of integrated systems.

There are key themes that came out sharply from the participants, which must be considered as important areas to inform the proposed alternative M&E framework that could be summarised as follows:

> Usage of 'Government-wide M&E framework' is important but improve on accountability and implement penalties for non-performance; implementation of consequence management that forces the departments and officials to be accountable; implementation of evidence-based approach to be monitored by communities as well as ensure that all reports submitted have means of verification in place.
>
> Adherence to M&E policies and guidelines and review those policies to align all three spheres of government to use the same legislation and policies.
>
> Introduction of electronic PMS system, office cameras and tracking devices and systematic and digital PMS and ensure there is proper alignment between M&E and PMS within all the three spheres of government.

Establishment of M&E committees within the three spheres of government and within all different sector departments that are aligned, and centrally managed from the presidency.

Public participation systems where there is interaction with communities, and they can establish whether the reports from the officials are verifiable on the ground; government to appoint qualified inspectors to do regular monitoring and evaluation of projects to ensure there is provision of service delivery at the community level; community members to participate on issues of monitoring and evaluation by inspecting daily all government finances' projects and equipments.

Electronic system that can assist where there are project delays and timeframes could be achieved.

In summary, the above recommendations are integrated with the literature from the theoretical perspective, international empirical as well as the South African empirical literature.

6.5. CONCLUSION

The chapter outlined in detail how the data was captured, presented, analysed and how questions were responded to by the participants. The participant's demographic data, how questions were structured and how they were responded to by the participants for the researcher to make analysis if the research questions were adequately answered throughout the questionnaire's information on how the researcher's findings would inform recommendations of the study.

It is worthing mentioning that some observations noted by the researcher during the study which included the fact that some participants left open spaces on certain questions or did not respond to them. That was a serious concern for the researcher to understand why they left questions without responding to them, as that would affect the study findings and conclusion negatively. Those questions were mainly on the following as per the questionnaire below:

What is the current M&E systems in place you know of used by government?

In your view are they working?

What new M&E systems can be developed by government to improve service delivery?

The researcher had to do a little random investigation through a process of calling some of the respondents to understand why those questions were not responded to or only open spaces left. Most of the respondents that included community members, councillors and lower-level management staff, gave almost similar answers that, they did not know what to write as there is no M&E systems that exist which they know of within their institutions. The participants suggested that there is a need to develop an electronic monitoring and evaluation system to be implemented by officials from the three spheres of government. Those inputs were recorded and analysed on the key findings and the conclusion of the study. Based on the key findings, the next chapter will provide more details of the final summary, conclusions, and the recommendations of the study.

CHAPTER 7

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

7.1. INTRODUCTION

The chapter present the summary of the whole study, on how it was designed and carried out. The conclusions are based on the key findings and final recommendations of the study. The recommendations of the study are recorded for future policy development by government and to contribute new information to the field of study and body literature. Therefore, this chapter also answers the question whether to propose a new or alternative M&E approach and the need to adopt a more appropriate one from other countries that might be more relevant to the South African environment.

7.2. SUMMARY OF THE STUDY

The section outlines how the study investigation was implemented through reviewed literature and participants inputs, if there are monitoring and evaluation processes and systems in place in South Africa. and to determine their impact on sustainable service delivery at community level, by the government as institutions so mandated by the Constitution. The objective was, therefore, to contribute to the existing body of knowledge in M&E, which policymakers and consultants could draw from when they develop or amend their M&E policies and strategies.

The problem investigated.

Service delivery protests are attributed to lack of accountability by some municipal officials; lack of community consultations and engagement; poor systems of monitoring the implementation of projects by service providers to mention a few. Consequently, the evaluation and monitoring as a system that can be considered as a significance tool for regular reporting and feedback to communities and other important stakeholders including donor agencies. Therefore, the purpose of this study was to investigate monitoring and evaluation framework and processes that are in place to ensure sustainable service delivery at community level.

The literature reviewed.

The literature review focused on the following aspects: monitoring and evaluation; sustainable service delivery; causes and effects of service delivery challenges at national, provincial, and local government sector including existing legislative framework. In addition, the literature review helped the researcher to identify monitoring and evaluation theories, and how they could assist the researcher to conduct the study within proper theoretical framework. While the main participants in the study provided primary data to the researcher, secondary data was acquired from government reports, documents, speeches, and other unpublished records.

The literature review further revealed how countries like Mexico, Australia, Canada, Rwanda, Zimbabwe, Uganda including South Africa conceptualized M&E approaches and systems as well as how they implement M&E systems. The findings revealed that, although M&E systems are not 'one size fits all the systems', any country could adapt the M&E systems that are applied in some countries for domestic use, depending on their material conditions and their situation of governance systems.

Research Methodology, design, analysis, and key findings

A case study approach was used within municipalities of the Waterberg District whereby the findings could be replicated in other municipalities in the Limpopo province as well to be generalized to other municipalities with similar characteristics. The population size was made up of 300 for officials of the three spheres of government, 50 councillors and 150 (30 per local municipality) community members. Both convenient and random sampling methods were used. In addition, the officials from the following departments: national Department of Planning, Monitoring and Evaluation, and national Department of COGTA, as part of their functions.

The following data collection methods were used: individual structured interviews were used as a method to collect data from senior management, middle management, Monitoring and Evaluation unit officers, and Client service units' officers. The researcher

also interviewed the clients and as well checked municipal feedback mechanisms available for the clients. Questionnaires were administered to the individual workers of the different organisations and clients. The researcher was able to complete those questionnaires because some of the clients may have been illiterate or too busy to complete the questionnaires and may have preferred the researcher to complete them on their behalf and while they provided information verbally. Some of the questionnaires were emailed to participants to ensure they complete at their own time without being disturbed or put under pressure and to email them back. Official documents, annual reports, reports and research reports, and Ministers' speeches were read to generate as much information as possible. Some of those documents are duly published by government printers.

Raw data was captured and analysed with a Statistical Package for Social Sciences (SPSS) software. This form of presenting the data enabled the researcher to provide an analytical description of the research findings. The research report process was further outlined in terms of data presentation, analysis, and the key findings of the study. Those key findings will therefore inform the next sections of the study which focuses on the conclusions as well as the recommendations of the study.

The objectives of the study

The main aim and objectives of the study were to contribute new information to the existing knowledge particularly on matters of monitoring and evaluation. The objectives were set out as follows:

To investigate the contribution of monitoring and evaluation as a key factor towards the achievement of sustainable service delivery to the community

Monitoring and evaluation as a system, is considered as a process government institutions and development agencies put mechanisms in place to ensure projects are implemented within timeframe and within the budget allocations. It is further a process to establish mechanisms for continuous management function to effectively assess progress achieved in line with planned targets. whereby a set of organisational structures

and management processes that enable institutions to discharge their M&E functions effectively. It endeavours to enhance the effective delivery of services, enhance sustainable development. Based on the above articulation, the researcher was able to explore details and investigate further the contribution of monitoring and evaluation as a key factor towards sustainable service provision to the community.

To assess the role of national and provincial government on monitoring and evaluation of service delivery within the local government sector.

The researcher went through existing literature and government documents in South Africa where the role of the three spheres on monitoring and evaluation of service delivery within the local government was assessed in detail. The researcher determined through the review of the literature that, the Constitution of the Republic of South Africa (1996) 'provides the basis and the legislative framework that prescribes the role that the three-tier system of government should play in the delivery of service'. Therefore, municipalities like other spheres, are expected to engage community structures, as well as the communities in general, to ensure the achievement of quality service provision to the community through proper systems of administration, budgeting, and planning.

The municipalities are also expected to ensure the implementation of the programmes that can create a conducive environment for the promotion of social and economic development of the community. Through intergovernmental mechanism, participate in national and provincial development programmes. Furthermore, it is very critical for municipalities to ensure the implementation of systems for the promotion and democratisation of the development programmes through public participation and consultation to meet communities' basic needs in an effective and efficient manner.

To examine the effect of poor service delivery, as delivered by the national, provincial and the local government sector.

The research questions for this study were impelled by community protests that the researcher observed in Limpopo. The researcher postulated that they were inextricably linked to unreliable supply of basic services, such as water and electricity, poor quality of

water, poor roads and dilapidated infrastructure. The objective under discussion therefore forms part of the researcher's endeavour to determine the effects of poor service delivery on communities and the three tiers of government, thereby, contribute towards the broadening of the existing knowledge on monitoring.

As already outlined in chapter one, Mbecke (2014, p.15) outline that "South African government has had to face one of the worst predicaments of the post- apartheid, which is continuous service delivery protests". It is the researchers view that those community protests are attributed to the factors that follow hereafter which includes: the lack of coordination and cooperation between different spheres and departments of government, which leads to duplication, inefficiency, and confusion as well as the low levels of citizen participation and engagements, reduced responsiveness and accountability, poor quality and regular service disruptions. These factors lead to the dissatisfaction and frustration of many citizens who depend on basic services for their well-being and dignity. As a result, some of them resort to protests, legal actions, or withholding of payments for services in order to express their grievances and demand better service delivery. There is, therefore, a need for more constructive and collaborative solutions to address challenges through consultation processes with the communities and the beneficiaries. The researcher aims to provide a solution to address this problem through this study.

> *To explore other critical factors that could contribute to improve services and complement monitoring and evaluation towards sustainable service delivery.*

The review of the existing literature and reports indicates that the South African national government has put in place, the policies for the advancement of efficient and effective integrated planning and governance towards the improvement of service delivery to the community. It is evident from the policy documents that the responsibility for M&E lies with the Minister in the Presidency, which is the highest office in the land. However, the researcher observed, firstly, that although all departments were implementing the framework at the level of the national and provincial as required, there still were serious challenges in relation to fragmented reporting lines and formats, which makes monitoring and evaluation very complicated for government officials. The second observation was

that the current M&E approach (GWME) does not include a reporting framework for the local government sphere and for reporting at the municipality level. It is guided by the legislation that is only relevant to municipalities and not to provincial or national government. Notwithstanding that the Intergovernmental Relations (IGR) mechanism is a practical process meant to enable all three spheres of government to work together with communities. It is observed that, community consultation process and service delivery projects coordination by government remain complex and difficult to achieve.

The researcher observed further that, although the M&E approach was being implemented in South Africa, it showed some gaps at the legislation, policy levels, and in the institutional. Integration of planning and budgeting process at the national, provincial, and local government to ensure sustainable service delivery at the community level. Therefore, there is a need for the South African government to learn from other approaches on how to improve current M&E approach for the better. The last objective which is to develop a new monitoring and evaluation framework that will ensure improved synergy of sustainable service delivery between national, provincial, and local government sector will be dealt with in details in the next section as well as the last chapter.

7.3. CONCLUSIONS OF THE STUDY

This section focuses on the conclusions informed by the key findings from both the reviewed literature and the participants' responses as analysed. Therefore, conclusions of the study will form the basis of the kind of recommendations that would be developed. The main research question was intended to analyse the theories of M&E approaches, assess the effectiveness of the current M&E approaches internationally and in South Africa for the researcher to arrive at the conclusions. The objectives outlined above were explored and analysed extensively in chapter four as they cover more on the empirical literature, with the focus on the South African context. Therefore, the conclusions by the researcher below are outlined in line with the objectives of the study, which subsequently form basis of the recommendations. The conclusions of the study are discussed fully below.

7.3.1. To investigate the contribution of monitoring and evaluation as a key factor towards service improvement to the community

From literature reviewed and documents it was observed that, the role of the three spheres government is very critical to the implementation on monitoring and evaluation framework to achieve improved delivery of services. Data that was collected from all four categories of participants indicated that each sphere of government used their own monitoring and evaluation tools.

The researcher has further observed from the responses that, government institutions at all levels, do not even bother to introduce any system of M&E processes, which might explain the passiveness of the community during project implementation and poor service delivery. Municipal councillors and ward committee members indicate processes such as: IDP and budget, IDP and municipal regulations, IDP and budget, MFMA, Municipal System Act, Constitution, project management unit and agencies, the municipal IDP. The findings further shows that the respondents seem to have a common understanding which is very encouraging that councillors are aware of the legislation that govern the municipal environment on matters of M&E and accountability to the communities. While the actual M&E system is not clearly outlined but the public representatives know of what is expected of them in line with the legislation. But the challenge remain that they are not able to indicate if they know any M&E system in place as implemented by the provincial and national governments within their own municipal area so that they can a role of monitoring projects at the different stages of implementation at the community level.

It can be concluded that all the spheres of government sector departments are using their own different M&E system, which is not linked to the municipal systems of service delivery framework. It, therefore, result in situation where, there is no proper coordination and management from one department to the other with the municipalities, of which is supposed to be the role of the national department of Planning, Monitoring and Performance in the Presidency. The critical challenge becomes that, if there is no common understanding of M&E system that exist or even how it is implemented amongst

the departments, then each of those department are as well expected to work within the space of municipalities that lead confusion on how they must work with those different departments and with their own different expectations on how projects are to be monitored and reporting lines. The disintegrated reporting lines and different M&E frameworks within the three spheres of government create mistrust and lack of confidence between the councillors as public representatives nearer to the citizens. Its therefore concluded that, currently within the South African governance system, the researcher was not able to confirm recorded positive results contribution of monitoring and evaluation.

7.3.2. Assess the role of national and provincial government on monitoring and evaluation of service delivery within the local government sector.

South Africa is considered as a country that implements good governance principles, whereby there is a three-tier system of government (national, provincial, and local government) with their own legislative and executive authority which are distinctive, interdependent, but interrelated. The findings of the study show that, while 67% of officials from the provincial and national governments agree that there are some kind of M&E processes applied during the project implementation, it is not clear if there is common system that is in place, and known by all the officials, that is implemented the same way.

The research participants responses further indicate that, it might be very difficult for the three spheres of government to convince the community on how they can play a role with regard to monitoring on the service delivery implementation processes and how the service could be delivered due to lack credible or single common M&E system in place. The community still not adequately informed timeously on what service will be provided by who, and when to anticipation possible disruptions. There is as well no clearly outlined complaints reporting and resolution from all the spheres of government. Based on the above findings, the researcher's conclusion is that, while a detailed assessment through the literature review and research participants responses was done on the role of national and provincial government on monitoring and evaluation of service delivery within the local government sector, there is a lot of fragmentation of the legislation, M&E systems

and processes, which makes the role of the three spheres of government inefficient and ineffective in quality service provision to the community.

7.3.3. To examine the effect of poor service delivery by National, Provincial and the Local Government sector.

In the literature that was reviewed, it was observed that, government at national and provincial including some municipalities across the country, which are struggling to fulfil their mandate, especially given the change from an inward-looking approach, which focus on the internal processes rather than outward-looking approach which should focus primarily on the interest of the citizens. Further that regrettably due to that approach, it leaves most of citizens still experiencing high levels of poverty, unemployment and inequality remain unacceptable. Findings on the effects of poor service delivery in this study are consistent with those researchers in the literature review. In chapter 4, it is outlined that according to Kariuki and Reddy (2017, p1), “post-apartheid South Africa faces major challenges in ensuring that it provides high quality and sustainable services that meet citizens’ expectations, and that the communities are patiently waiting for government to deliver the basic services”.

The findings are that 27% of the 218 participants who took part in the study were happy with the service delivered by government at all the three levels of government. Services that respondents rated as very poor or poor are what they referred to as the main top four service delivery concerns, namely, water, electricity, roads, and job creation. The participants further expressed their views on what they thought were the most critical challenges that contribute towards poor service delivery. The key challenges were: Poor quality services delivered or in some instances there is no access or there is regular service disruptions without prior communication with the community by government, no regular roads maintenance, electricity load shedding, water shedding and dirty or poor water quality which results in health hazards, lack of proper consultation with the community that causes project delays and loss of funds, incomplete or blocked projects due failure to do regular monitoring, municipalities having limited budget for infrastructure development and maintenance.

There is therefore a need for more constructive and collaborative strategies to address the service delivery challenges by all the three spheres of government. Secondly, government must develop mechanisms for effective consultation with communities and beneficiaries of service delivery projects. Based on the above the researcher can conclude that, there is negative effects towards improved service delivery, which need to be addressed through development and implementation effective and efficient monitoring and evaluation systems.

7.3.4. To explore other critical factors that could contribute to improve service provision at the community level.

The sections below outline the critical factors as outlined through the literature and the responses of the research participants that could address the current challenges and propose new M&E system that would contribute to improve service delivery towards sustainable service delivery. The section further outlines, the conclusions that would inform the recommendations in line with the following themes: Legislative and institutional alignment by the three spheres of government, Planning and Budget misalignment. Alignment M&E processes, PMS, public participation mechanisms and e-governance. The themes are outlined in detail below:

Legislative and Institutional alignment

The GWM&ES is a framework implemented and managed from the Policy Co-ordination and Advisory Services Unit in the Presidency. However, it must be noted that the updated GWM&ES implementation plan still does not contain a detailed implementation strategy. Also, that no timeframes for the full establishment of the system in South Africa have been determined in the updated GWM&ES. The table 7.1 below outlines the different roles as played by the national departments and institutions from the level of Parliament, Presidency- the department of Planning, Monitoring and Evaluation, National Treasury, DPSA, StatsSA, PSC, CoGTA as well as municipalities.

Institution	Role and responsibilities
Parliament, Provincial Legislature and Municipalities	Passes the National Legislation (Acts and Policies) Provincial legation and the By-Laws at the municipal level
Presidency (Department of Monitoring and Evaluation)	Minister in the presidency develop M&E policies and monitor, planning and Implementation at all levels of government
National Treasury	Allocate budgets. Put in place controls for PFMA and MFMA compliance
DPSA (Department of Public Service Administration)	for staff performance evaluations. Monitor if all the departments are properly staffed. Monitors PMS
StatsSA	Data collection, storage, and quality control
PSC (Public Service Commission)	Interdepartmental evaluations of those few constitutional processes and principles
DPLG / COGTA	Assess the policy programme performances of provinces and local authorities.
All Department and Municipalities	Line function departments who are responsible to assess their own line function activities and report back through the channels established by the GWM&ES.
DEAT	Assess the state of the environment and sustainable development and enforce compliance.
PALAMA,	Monitoring and evaluating capacity-building through training exercises to improve M&E skills of the different departmental officials who will be responsible for the implementation of the system

Table:7.3. Current Departments and their roles and responsibilities (Government-wide M&E)
Source: Author, 2024

Government- wide Monitoring and Evaluation Framework

The South African's monitoring and evaluation as a system, has been developed and is called 'Government-Wide M&E framework'. However, although there is legislations, policies, and frameworks in place, there are gaps observed at the implementation level, where the reporting is still not aligned either vertically or horizontally within the governance system.

There is further introduction of the new model called the 'district development model', which is aimed at ensuring the strengthening the integrated planning processes between the three spheres of government to close the gaps in the implementation of national priorities. Unfortunately, due to inadequate collaboration between the departments and municipalities, misalignment between political and budget cycles of local versus national and provincial government, the service delivery to the community remain negatively affected. Other challenges include the misallocation of resources and lack of coherent implementation of programmes and projects at the community level. Therefore, the communities still bear the brunt of poor service delivery as there is lack of implementation at all levels of government which results in duplication of programs. Infrastructure projects remain incomplete, corruption and wastage of resources persist.

Institutional Arrangements

The existing system on institutional arrangements of government M&E approach, is creating a conducive environment to ensure development of successful M&E framework to have stewardship at political level to be led by a capable ministry that can monitor the facilitation for the effective design, development, and properly manage the system for monitoring and evaluation. It is therefore also important to have the institutional arrangements and establish M&E units which are at the centre of a government.

Planning and Budget misalignment

In South Africa, the planning cycle is a five-year period, in line with medium Term Strategic Framework, which is synchronised with general elections that are every five years as per the Constitution. The Medium-Term Strategic Framework (MTSF) further aims towards the achievement of integration of departmental policy at national and provincial government level, horizontally and vertically. The findings of this study indicate that, the current system of planning, budgeting, monitoring, and evaluation remains fragmented and misaligned. It, therefore, result in the extent that communities are still not receiving adequate services as expected.

Alignment of M&E framework and PMS

Monitoring and evaluation framework is very critical to any developmental institution and its integration and alignment to performance management system, is an important step required for the effective service delivery by the three spheres of government at the community level. It must be further noted that the PMS implementation is a very critical process for enhancing the achievement of target while fostering accountability and good governance. Also, that main gaps and question would arise as to whether there is proper alignment of PMS process and M&E Systems, or whether they are even strong enough to detect challenges well in advance before the end of the financial year, so that the situation does not arise where individuals are awarded annual performances bonuses when the departmental or the municipal annual targets remain unachieved and there is no recourse or even consequence management system to deal with non-performance of results.

Public Participation

Public participation is a significant element to enhance good governance and accountability to attain improved service delivery to the community. Furthermore, stakeholder involvement is as well a democratic process to advance the social justice perspective, diversity of values and manage different interest within the society. Municipalities are therefore, seen as the level at which government can facilitate processes of citizenry engagement towards the achievement of planned targets.

In South Africa, public meetings are also commonly known as ‘kgoro’ or ‘imbizo’ and they are recognised as the official means by which government officials and communities meet to discuss matters of common interest. Therefore, the community awareness must be promoted and establishment of public participation systems, as they have the right and obligation to play an instrumental role in municipal affairs at all levels as the beneficiaries of the service delivered to them.

E-governance

Knowledge management and Information Technology is a very important element to enable government to build good relationship with communities. The main principles include openness, transparency and transformational government processes through social media, policy, and services. While the scale of information which requires an IT solution at the level of M&E units, departments need to develop mechanisms for data analysis and reporting. The IT devises to be considered for effective communication between government and communities include website, computers, internet, email facilities and WhatsApp’s facilities.

Furthermore, successful development and implementation of M&E framework at all levels of government, would be very important, for government to consider procurement of an IT systems owned by and managed by government centrally at national, whereby all units could report monthly on the same system. The utility of such system is that, firstly it will ensure the credibility of the reports, and secondly, it will make reporting back to communities easy for all public servants at national, provincial, or municipal level. Lastly, it will make decision-making easy and quicker before there are challenges or even avoid unnecessary protests by communities.

7.4. RECOMMENDATIONS

The main aim of the research was to develop a new monitoring and evaluation framework that will ensure improved synergy of sustainable service delivery between national, provincial, and local government sector. Based on all the key findings it can be concluded

that there is a need to develop an alternative M&E approach that could be adopted by either the South African government institution, other development agencies or the new M&E approach that will add more knowledge and information to the field of M&E.

7.4.1. New Proposed M&E Approach

During the conceptualisation of the topic for this study, one of the objectives that was developed, was the development of a new monitoring and evaluation framework that would ensure improved synergy of sustainable service delivery between national, provincial, and local government sector.

With the literature reviewed on the theories of M&E, experiences of other countries including South African experience as well as the data collected from the participants, there might be no need to develop a new approach. Rather, it is important that the South African government should consider an approach that would build on and improve the already existing, as recommended in discussion below.

Monitoring and Evaluation framework

The researcher recommends that the current South African called 'Government-wide M&E approach' should be retained. Relatively new system of government structures at national and provincial level are still trying to perfect its implementation. Its key elements include, programme evaluations, development of key performance indicators by the programme managers, budget links to the projects, quarterly reviews, and programme information management. It is very important to further strengthen the approach by integrating the key elements of the Results-Based Approach and the Participatory approach. The key elements of Results-Based approach are, as a strategic planning tool, performance monitoring and evaluation, risk management, accountability through performance reporting, managing development results and evidence-based or means of verification on the achieved results. The following are the key elements of Participatory Approach, maintenance of project implementation, reinforcement of human rights and community participation, more especially the marginalised.

Legislative and policy amendments

Legislation that outlines how government can achieve the effective and successful implementation of the Government-wide M&E already exist in South Africa. However, there is a need to review IGR Act, to ensure that there is inclusion of consequences management mechanisms in Government-wide M&E Framework; to include municipalities; alignment of PFMA and MFMA; alignment of MTSF to the IDP processes; as well as alignment of a budgetary process for national, provincial and municipalities for reporting lines to align accordingly.

Institutional Arrangements

The current Government-wide M&E is implemented and led by the Minister in the Presidency. The same level of authority should be considered at the level of the minister of COGTA, who is responsible for municipal reporting. Ministers of other sector departments, Office of the Premier for provincial reporting to the national government, Office of the Mayor at the municipality level, ward councillors, community development workers and ward committees. It is further recommended that a system of M&E champions should be established even from level of the ministers and senior officials which is more sustainable. Those champions to have offices from DPME , COGTA, all national sector departments, Premiers' Office, and office of mayor at a municipality level. These champions should be accountable centrally to ensure the credibility of the reports and proper compliance. The other important matter to be considered is the establishment of M&E committees from national provincial and municipal level.

Alignment of M&E and PMS

Performance Management System is one of the strategic approaches used by government to monitor the staff performance, that needs to integrate with M&E system to achieve government strategic goals and targets. The alignment of PMS and M&E system is a critical process to integrate the departmental annual performance targets to those of the individual annual performance targets. Consequently, the system will enhance and reinforce the performance reward system and regular implementation of consequence management system in areas where targets are not achieved. Once the culture start

maturing, will result in the attainment of good governance and accountability while community confidence in government improves.

Public Participation

Public participation system is one of the important elements, that need to be considered, to ensure that government processes become more effective. It is also crucial to ensure improved quality of service provision to the communities. Consequently, the citizen participation takes place from the planning, and evaluation phase of public programmes and projects. One of the findings of this study is that, in South Africa, local communities / stakeholders do not participate in the implementation of the GWME and its mainstream of the GWME agenda. The study therefore recommends that government should establish communications mechanisms aligned to M&E approach.

E-governance

For the development of a successful and effective implementation of M&E systems at all levels of government, it will be necessary for government to consider procurement of an IT systems owned by government and managed centrally at national level, whereby all units could report monthly on the same system. That will ensure the credibility of the reports is attained. In addition, it will make reporting back to community easy for all public servants irrespective of whether national and provincial and municipal level is. Lastly it will make decision-making process easy and quicker, and thus avoid even unnecessary protest by communities.

The new proposed M&E approach

This study, therefore, recommends the following M&E approach, with key themes and elements as highlighted above. Table 7.2 and Figure 7.2 further outline that, Government-wide M&E Approach with the incorporation of more elements of Results-Based Management and Participatory Approaches as explained below be adopted as the recommended new approach.

M&E Approach	Key elements	Legislative requirements	Institutional requirement
Government Wide M&E	Program Evaluations Key performance indicators Budget links to projects Quarterly Reviews Program Performance Information	Constitution of the South Africa Intergovernmental Relations Framework Act Reviewed to enforce compliance through Municipal Systems Act Policy framework for the Government-wide Monitoring and Evaluation Systems in the South African Presidency to include municipal reporting to office of the Premier and Presidency Public Finance Management Act Align PFMA and MFMA on reporting and accounting processes. Align Planning (Medium Term strategic framework and IDP processes Align Budgeting processes: (Current – Municipal – July – June Provincial and National - April – March) Align M&E and Performance management system, Municipal Systems Act section 71 reports and other related reports	Minister in the Presidency Office of the Premier Office of the department of Local Government at the Provincial level Office of the Mayor Ward Councillor Community Development workers Ward committee Automated system
Results Based Management	Strategic Planning Performance Monitoring &Evaluation Risk Management Accountability through performance reporting Managing development results Evidence based results		
Participatory Approach	Main major variables are: Maintenance of control of the evaluation process, stakeholder selection for participation in different stages of the evaluation process (design, data collection, data analysis, etc.), and depth of participation within different evaluation stages Reinforcement of human rights, Community participation more especially marginalized		

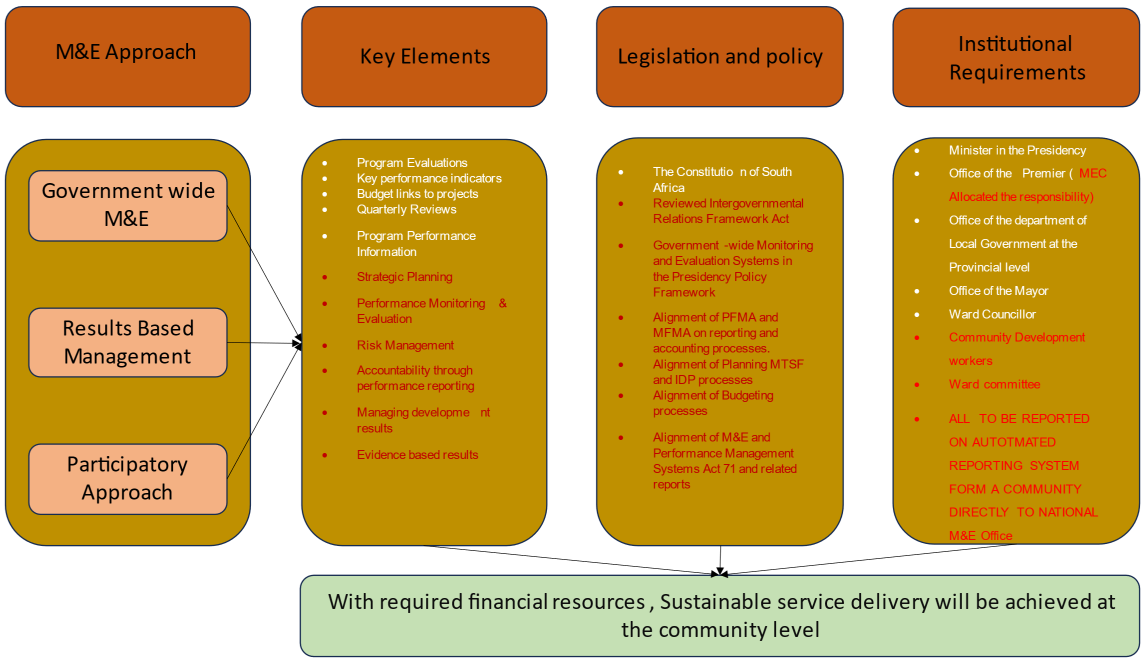
Table: 7.4. (NEW Proposed M&E Approach) Government–wide M&E approach incorporating more elements of Results-Based Management approach and Participatory approach. Source: Author, 2023

N.B. on the above Table:

The black bullets represent the current implementation key elements.

The red bullets represent the additional key elements to be incorporated into the new proposed approach

Figure :7.4. (NEW Proposed M&E Approach) Government – Wide M&E incorporating more elements of Results management and Participatory approach. Source: Author, 2023



7.4.2. Recommendations for the future research

Engela and Ajam (2010, p.1) argue that "monitoring and evaluation is an extremely complex, multidisciplinary and skill intensive endeavour". The argument, therefore, suggests that any country or government should plan properly and analyse its environment well in advance to ensure effective development of M&E system. That includes how policy development, skills development, reporting mechanisms as well as community participation mechanisms are implemented by the three spheres of government in an integrated manner.

The researcher has done comprehensive work analysing the literature from the conceptual stage on the topic on Morning and Evaluation, data collection, analysis and report writing. One of the key findings and lessons for future studies is that it is acknowledged that the African continent has come into monitoring and evaluation (M&E) at a late stage in its third wave, and it is undisputable. To that end, it is further worth noting

that, many government institutions and other development agencies are working very hard to make considerable efforts and initiatives towards the adoption of M&E frameworks (Dassah & Uken ,2006).

During the data collection process, the researcher relied on the assistance of the officials from the municipality to contact councillors, community structures and the community members. It was therefore observed that, those key participants were supposed to have had direct contact with the researcher. It is therefore, recommended that, future researchers should create an environment to allow focus groups participation and direct meetings with community members and community structures to ensure that there is a better understanding on the environment and context of participants.

Lastly, it is recommended that, at the academic level, more research work is needed for policy makers to adapt accordingly. The available literature indicates that, M&E was historically driven by external donors and professional evaluators, rather than by government institutions. It is, therefore, critical for government institutions to deliberately allocate resources to those who want to explore further on the recommendations of this and other related studies as it is a very critical element towards achievement of sustainable service delivery.

7.5. CONCLUSION

The study was intended to investigate if there are processes in place within the South African governance system to ensure the achievement of sustainable service delivery at community level. Monitoring and Evaluation system is considered as a process of collecting and analysing data to assess progress towards achievement of developmental goals and objectives. The study further explored, analysed, and made recommendations in line with the following: contribution of monitoring and evaluation processes; the effect of poor service delivery; other critical factors that could contribute positively to improve service provision and complement monitoring and evaluation processes towards sustainable service delivery.

As per the discussions above, it came out clear that M&E was still a new approach to service delivery in many countries. The researcher identified several existing monitoring and evaluation approaches while reviewing the literature related to the current research topic. It was evident from the reviewed literature that, none of the approaches on monitoring and evaluation which the researcher identified in the existing literature to be more generic, in the sense of being suitable or applicable to all situations of service delivery. Secondly, it is not easy to assess the implementation, and the impact achieved, in different countries, on the sustainability of service delivery at the community level as the implementation just happened within some few years ago. It was therefore not easy to analyse the best approach and identify what the best environment would be, to achieve the best results and impact in the long run.

The researcher, therefore, concludes that public service, private sector as well as NGOs have an obligation to ensure that they consider some kind of M&E approach when implementing service delivery projects to ensure sustainability of service at all levels of government. Scholars as well need to continue to explore the M&E approaches and how they can improve so that they can produce the best results for service delivery. Scholars also need to take into consideration the process further, to remain updated with fast changing upgrades within the world of digital technology.

There is further a need, to develop M&E systems that are more digitalised and therefore easy to implement. Guided by the M&E approaches and theories, analysis of the empirical literature of international and South African experiences as well as the responses from the participants, the researcher has developed an alternative new monitoring and evaluation framework that could be considered for the future. The findings contribute new information to the existing body of knowledge on monitoring and evaluation.

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APPENDIX A: DATA COLLECTION TECHNIQUES

ENQUIRIES:
Makhurupetje MG
Cell: 0714805683
Email: Makomamg@gmail.com

21 April 2022

The Director General
Office of the Premier
Limpopo Province
Polokwane
0700

Attention: Mr Nchabeleng N

RE: REQUEST FOR PERMISSION TO CONDUCT INTERVIEWS FOR THE PHD PROJECT.

The matter above bear reference,
I Makoma Grace Makhurupetje hereby request permission to allow your officials to participate in the study. **The Topic is: Monitoring and Evaluation as a contributing factor towards sustainable service delivery: A case study of Waterberg District Municipality, South Africa**

I confirm that the findings will be shared with yourselves as they will contribute to the improvement of service provision to the community.

Please find attached the questionnaire for your easy reference.

Hoping for a positive response

Regards

Makhurupetje MG

TO: THE RESEARCH PARTICIPANTS

DATE: 10 AUGUST 2022

Research Topic

Monitoring and Evaluation as a contributing factor towards sustainable service delivery: A case study of Waterberg District Municipality, South Africa

The participants are hereby requested as follows:

1. You are requested to participate in the process of providing information to the study conducted on the project in your Department / Municipality / or Community.
2. The purpose of the study is for all of us to advise government (National, Provincial and the municipality on how Monitoring and evaluation can improve service delivery at the local government level
3. It will take between 10-15 Minutes to conclude a session of interview or answer the questionnaires.
4. You do not need to mention your name when giving information during the interviews or on your response to the questionnaire.
5. All personal details will remain confidential.
6. The research findings and recommendations will be made available for future use to all participated in the study.
7. No one will be victimized by any other person for participating in the study.
8. Participants are allowed to use any language which they feel comfortable with.

I will appreciate if all participants are able to give as much information as possible in order to strengthen the outcomes and the impact of the study.

Thank you for your cooperation.

By the Researcher

Makhurupetje MG

Annexure A

Questions for Municipal Officials (Local Municipality / District Municipality)

SECTION A: Demographic Profile

1. Gender

1.Male		2.Female	

2. Age (years)

1.	19 or Less	
2.	20-29	
3.	30-39	
4.	40-49	
5.	50 and Above	

3. Level of education

1.	No formal education	
2.	Primary education	
3.	Secondary education	
4.	Tertiary education	

4. Institution Employed

1.	National Department	
2.	Provincial Department	
3.	Municipality (District /Local)	
4.	Other, Specify: ……	

Section B: Employment Institutions and Projects delivered

5. How Long were you employed

1.	Less than 5 years	
2.	Between 5 years and 10 years	
3.	Over 10 years – 15 years	
4.	Above 15 years	

6. What position do you hold?

1.	Political office	
2.	Senior Management	
3.	Middle management	
4.	Any other position	

7. Which are service delivery projects have worked on?

1.	Water	
2.	Sanitation	
3.	Roads	
4.	Electricity	
5.	Housing	
6.	Education	
7.	Health	
8.	Other Specify: ……	

8. Who financed the project

1.	National	
2.	Provincial	
3.	District/ Local Municipality	

9. Is there regular Monitoring and Evaluation on the Implementation of the project?

1.	Yes	
2.	No	
3.	Not sure	
4.	Other ……	

10. If Yes, who does it and how?

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How is monitoring and Evaluation done and what systems are being used?

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If NO, Specify …….

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Section C: Service delivery levels?

11. How do you rate service delivery in your area between – 1-5

1- Means Very Poor, 2- Poor, 3- Good, 4- Very Good, 5 - Excellence

Service	1	2	3	4	5
Water					
Electricity					
Roads					
Housing					

Education					
Health					
Jobs					
Other Specify…….. ……					

12. Are you happy with the service delivered?

1.	Yes	
2.	No	
3.	Not sure	
4.	Other ……	

13. What are the challenges?

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14. What needs to be done to improve service delivery?

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Section D: Monitoring and Evaluation systems

15. In your own view, what is the role of monitoring and evaluation in the delivery of service by government? .....

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16. What are the current monitoring and evaluation systems in place you know of used by government (National. Provincial, Local Government)

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17. In your view, are they working?

1.	Yes	
2.	No	
3.	Not sure	
4.	Other ……	

If Yes, How? What is working?

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What needs to be improved ……

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If No, Why? .....

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18. What new monitoring and evaluation systems can be developed by government to improve service delivery ……

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19. Any other input / Suggestions/ comments

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Annexure B

Questions for Municipal councilors and ward committees (Local Municipality / District Municipality)

1. Are you a Ward Councilor, PR Councilor or Ward Committee?

1.	Ward Councilor	
2.	PR Councilor	
3.	Ward Committee	

2. Gender: male / female

1.	Male	
2.	Female	

3. Age (years)

1.	19 or less	
2.	20-29	
3.	30-39	
4.	40-49	
5.	50 and above	

4. Level of education

1.	No formal education	
2.	Primary education	
3.	Secondary education	
4.	Tertiary education	

5. How long have you been elected in your position?

Less than 5 years	
5 years	
Above 5 years	

Any other	

6. What position you hold in council or Committees you serve in?

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7. Which are service delivery projects you were involved in your area?

1.	Water	
2.	Sanitation	
3.	Roads	
4.	Electricity	
5.	Housing	
6.	Education	
7.	Health	
8.	Other Specify: ……	

8. Who financed the project?

1.	National	
2.	Provincial	
3.	District/ Local Municipality	

9. Are the projects monitored?

1	Yes	
2.	No	
3.	Don’t know	

If Yes, By Who and How are they being monitored?

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If No, why? .....

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10. Is there regular evaluation?

1	Yes	
2.	No	
3.	Don’t know	

If Yes, By Who and How?

……

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If No, why? ……

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……

……

11. How do you rate service delivery in your area between – 1-5

2- Means Very Poor, 2- Poor, 3- Good, 4- Very Good, 5 - Excellence

Service	1	2	3	4	5
Water					
Electricity					
Roads					
Housing					
Education					
Health					
Jobs					
Other Specify……..					

12. Are you happy with the service delivered?

1.	Yes	
2.	No	
3.	Not sure	
4.	Other …….	

13. What are the challenges?

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14. What needs to be done to improve service delivery?

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15. In your own view, what is the role of monitoring and evaluation in the delivery of service by government?

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16. What are the current monitoring and evaluation systems in place you know of used by government (National. Provincial, Local Government)

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17. In your view, are they working?

1.	Yes	
2.	No	
3.	Other	

If Yes, how? ……

What is working?.....

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What needs to be improved? ……

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If No, why?.....

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18. What new monitoring and evaluation systems can be developed by government to improve service delivery …….
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    ……..
19. Any other input / Suggestions/ comments
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Annexure C

Dipotšišo tša maloko a setšhaba

1. O modudi wa Mmasepala o mofe?

   ……..

2. Semelo: Monna go ba Mosadi

1.Monna		2.Mosadi	

3. O na le Mengwaga ye mekae?

1.	19 or less	
2.	20-29	
3.	30-39	
4.	40-49	
5.	50 and above	

4. O a šoma?

Aowa, Ga ke šome	
Ee, Ke a šoma,	

Ge e ele gore o a šoma, O šoma kae? ……..

5. Tša dithuto

1	Ga ke a ya sekolong	
2.	Ke fihlile legatong la Praemary	
3.	Ke fihlile legatong la secondary	
4.	Legatong la dithuto tša godmo	

6. O modudi lefelong leo sebaka sese kae?

1.	Ka fase ga mgwaga e mehlano	
	Mengwaga e ehlano le e lesome	
	Mengwga e le some le go feta	

7. O moeatapele mo setšhabeng goba Aowa?
   Ge le Ee. Refe Leina la Komiti goba Mokgahlo woo……..
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   ……
8. Ke di projeke tše dife tše di tlileng motseng waga bolena? Le gore di tlile neng?
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   ……
   ……
   ……
9. Diprojeke tšeo, dibe di tlabelwa ke mmušo o mofe ka di tšhelete?

1.	Mmuso wa bo Setšhaba	
2.	Mmusho wa Province	
3.	Mmusho wa sele gae	
4.	Ba ba ngwe	

10. Na Diprojeke tšeo di sepetše gabotse go thoma mathomong go fihla mafelong?

1.	Ee	
2.	Aowa	
3.	Ga ketsebe	

11. Naa gobe gona Balebeledi ba go bona gore tsohle didirwa ka tshwanelo?

1.	Ee	
2.	Aowa	
3.	Ga ketasbe	

Ge ele Ee, E be ele bo mang? Le gore Ba be ba hlokomela eng kudu?

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Ge ele Aowa, Gobe go direga eng?

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12. Naa ditirelo di sepela bjang lefelong la geno. Gare 1- 5

1-difokola kudu, 2- di a fokola, 3- Di gabotse, 4- Di gabotse kudu, 5 –Di gabotse kudu kudu.

Ditirelo	1	2	3	4	5
Meetse					
Mohlagase					
Ditsela					
Bodulo Dintlo					
Dintlwana tsa Boithomelo					
Tša Thuto					
Tša Maphelo					
Mešomo					

13. Go ya ka wena, Naa go swanetše gore mmušo o be le ditsela tša go lebelela kgafetša kgafetša gore ditirelo di fihla bathong?

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14. Ke mekgwa ye me fe yeo elego gona yeo mmušo wa bo Setšhaba, wa Province le wa Selegae b aka e šomišago go hlokomela gore ditirelo difihla bathing ka swanelo?

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……

……

15. Go ya ka wena, a mekgwa yeo e šoma gabotse?

1.	Ee	
2.	Aowa	
3.	Ga ke tsebe	

Ge karabo ele Ee, šoma bjang? ……..

……

……

Ge karabo ele Aowa, bothata ke eng? .....

……

……

……

Re ka dira eng go kaonafatša mekgwa ya mmušo ya go lebelela, kgafetsa kgafetsa kabo ya ditirelo gore di sepela gabotse šetšhabeng?

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16. Dikakanyo tše dingwe tšeo o dumago gore di ka thušo go kaonafatša kabo ya ditirelo.

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Annexure D

Questions for Community members and Community Leaders

17. Are you a resident for which Municipality?

……..……..

18. Gender

1.Male		2.Female	

19. Age

1.	19 or less	
2.	20-29	
3.	30-39	
4.	40-49	
5.	50 and above	

20. Employment Status

1. Yes	
2. No	
3. Other	

Where are you working? ……..

21. Level Of Education

1	No Formal Education	
2.	Primary Education	
3.	Secondary Education	
4.	Tertiary Education	

22. How long have you been staying in the area?

1.	Less than 5 years	
2.	5 – 10 years	
3.	10 years and above	

23. Are you a community leader or not?

If yes, which structure and what position do you hold…….

……

……

……

……

24. Which projects were delivered in your area?

1.	Water	
2.	Sanitation	
3.	Roads	
4.	Electricity	
5.	Housing	
6.	Education	
7.	Health	
8.	Other Specify: ……	

25. Who financed the project

1.	National	
2.	Provincial	
3.	District/ Local Municipality	

26. Was there regular Monitoring and Evaluation on the Implementation of those projects?

1.	Yes	
2.	No	
3.	Not sure	
4.	Other ……	

27. If Yes, Who does it and how?

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……

……

……..

How is monitoring and Evaluation done and what systems are being used?

……

……

……

If NO, Specify …….

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……..

Section C: Service delivery levels?

28. How do you rate service delivery in your area between – 1-5

3- Means Very Poor, 2- Poor, 3- Good, 4- Very Good, 5 - Excellence

Service	1	2	3	4	5
Water					
Electricity					
Roads					

Housing					
Education					
Health					
Jobs					
Other Specify…….. ……					

29. Are you happy with the service delivered?

1.	Yes	
2.	No	
3.	Not sure	
4.	Other ……	

30. What are the challenges?

……

……

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……..

31. What needs to be done to improve service delivery?

……

……..

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……

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Section D: Monitoring and Evaluation systems

32. In your own view, what is the role of monitoring and evaluation in the delivery of service by government? .....

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……

……

33. What are the current monitoring and evaluation systems in place you know of used by government (National. Provincial, Local Government)

……

……

……

……

34. In your view, are they working?

1.	Yes	
2.	No	
3.	Not sure	
4.	Other ……	

If Yes, how? What is working?

……

……

…….....

What needs to be improved ……....

……

……

……...

If No, why? .....

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……..

35. What new monitoring and evaluation systems can be developed by government to improve service delivery

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36. Any other input / Suggestions/ comments

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……
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