



UNIVERSITY *of the*  
WESTERN CAPE

Monitoring and Evaluation (M&E) at the Western Cape Education  
Department (WCED): Investigating Staff Readiness

By

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Submitted in partial fulfilment of the requirements  
for the degree of Master of Public Administration

at the School of Government,

University of the Western Cape

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## Declaration

I declare that “Monitoring and Evaluation (M&E) at the Western Cape Education Department (WCED): Investigating Staff Readiness” is my work, that it has not been submitted before

for any degree or examination at any other university, and that all sources I have quoted have been indicated and acknowledged as complete references.

Haaniem Moosa

11 November 2021

Signed : 



## ABSTRACT

The absence of coordinated Monitoring and Evaluation (M&E) in the South African public administration from 1994 to 2005 highlighted the gap in standardised national evaluation system where the National Evaluation Policy Framework (NEPF) acknowledged that there was an unexploited possibility to utilise evaluations to enhance the public sectors usefulness, competence, influence, and sustainability. Within the Western Cape Government (WCG), systems for M&E to strengthen performance reporting exist, but the implementation of these existing systems is piecemeal with fragmented approaches to monitoring and evaluation across the various departments. This study investigated staff readiness for Monitoring & Evaluation at the Western Cape Education Department (WCED). To achieve this goal, it employed a quantitative research method with a cross-sectional sample. The study employed a descriptive survey to collect data from the target population and post-analysis, to determine the readiness and the attitude of the WCED staff and how they perceived and understood M&E. The WCED employs about 42 388 staff, including schools, eight district offices, and the Cape Town central business district head office. Educators consist of the highest proportion of staff, about 33 398 with 8990 being public servants serving at the educational institutions and eight district offices. The WCED head office has 1591 employees across all salary bands. This study focused on staff within the salary level 8-16 categories and by using stratified random sampling. The sample size was (n) of (257) beneficiaries out of the total population (N) of 515 for the study with a response rate of N=154 (60%). The study deduced the perceptions, understanding and attitudes towards M & E at the WCED and assessed the readiness of staff to implement it and examined its advantages and disadvantages. It revealed that many staff who participated in the survey had less than one-year of work experience in the discipline of M&E; though staff understood the concept of monitoring and evaluation but were divided when asked about its more detailed aspects. The study found that many WCED staff were aware of national and provincial prescripts about M&E but were unaware of any of its policies within the WCED. It concluded that staff believed, an M&E system would benefit the department and they were ready to embed it but were uncertain of its readiness.

**Keywords:** Monitoring and Evaluation; Theory of Change, Monitoring, Evaluation, Outcomes, Monitoring and Evaluation systems, Public Administration, Western Cape Education Department, Readiness, organisation performance management

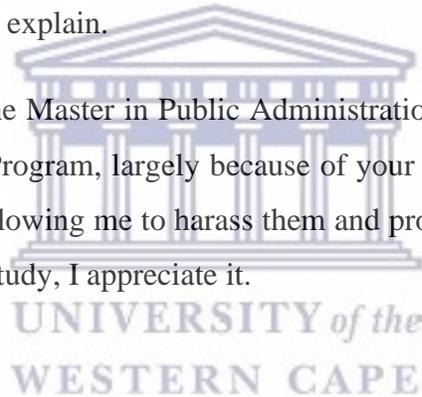
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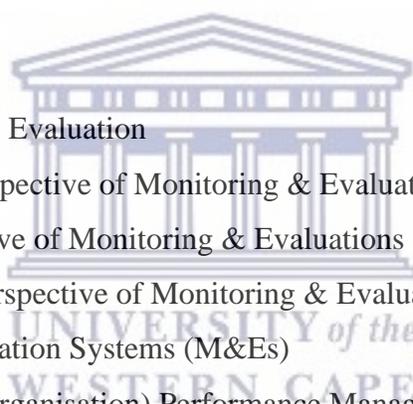
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# LISTS OF ACRONYMS

AG: Auditor General

APP: Annual Performance Plan

AR: Annual Report

DDG: Deputy-Director General

DEP: Departmental Evaluation Plan

DotP: Department of the Premier

DPME: Department of Planning, Monitoring and Evaluation

DPSA: Department of Public Service and Administration

FSAPP: Framework for Strategic Annual Performance Plans

GWMES: Government-Wide Monitoring and Evaluation System

M&E: Monitoring & Evaluation

M&Es: Monitoring & Evaluation system

MTSF: Medium Term Strategic Framework

NDP: National Development Plan

NEP: National Evaluation Plan

NEPF: National Evaluation Policy Framework

NES: National Evaluation System

OECD: Organisation for Economic Cooperation and Development

PA: Public Administration



PEP: Provincial Evaluation Plan

PFMA: Public Finance Management Act

PSA: Public Service Act

PSC: Public Service Commission

ToC: Theory of Change

WCED: Western Cape Education Department

WCG: Western Cape Government



# CHAPTER ONE

## INTRODUCTION

### 1.1. Introduction and Background

This section provides a background to the study, as it notes that the absence of coordinated Monitoring and Evaluation (M&E) in the South African public administration between 1994 and 2005 highlighted the gap in standardised in the national evaluation system. This is so as the National Evaluation Policy Framework (NEPF) acknowledged that there was an unexploited possibility to utilise evaluations to enhance the public sector's usefulness, competence, influence, and sustainability. M&E informs budget, planning, and policymaking. The absence of standardised national system resulted in the establishment of evaluation structures within the public sector emerging in different ways, with varying oversight roles (DPME, 2007).

This study investigated staff readiness at the Western Cape Education Department (WCED) in respect of monitoring and evaluation. It was determined that a sound growth strategy that encompasses reforms was necessary for improved planning and the implementation of interventions should be acquired. Monitoring and evaluation within the WCED would thus be invaluable as it offers the public sector the importance of oversight of policy implementation, thus allowing the public sector the opportunity to evaluate the success of the policy by assessing the policy outcomes. According to Estrella, et al. (2000), the fruitful formation of an M&E system would rely on the preparedness and steadfastness of stakeholders, the convenience of time and reserves and an enabling institutional environment.

The divide between the state and its citizens about to trust is increasingly strained due to the absence of accountability which impacts the adoption of public sector reforms. This influences the utilisation of “instruments” like monitoring and evaluation which can be beneficial for the oversight of resource allocation and other decision-making approaches. These challenges are not unfamiliar within the South African context as the policies, projects, or programs were not clearly defined or well-defined outcomes and this often influences the way outcomes are measured and evaluated (Department of Planning, Monitoring and Evaluation (DPME, 2011).

Evaluation, monitoring, and audit are complementary with various assessments helping different purposes. Evaluations concentrate mostly on the outcomes or impact and the motivation as to ‘why’ changes were achieved. Alternatively, audit looks at the integrity of methods, actions and compliance, whilst monitoring attends to the ‘what’ occurred in the results. A performance audit is a particular kind of audit that evaluates the joint usage of resources to achieve objectives, compared to the standards of the economy, competence, and usefulness (European Union, 2015).

In South Africa, in 2011, the first National Evaluation Policy Framework was approved by the cabinet to influence the institutionalisation of evaluations within the public sector. This framework was an appendage to the Government-Wide Monitoring and Evaluation Framework (GWM&Es) which reinforced and dynamically encouraged the institutionalisation of evaluation by government departments (DPME, 2011). The effective execution of mandates within the public sector remains a difficult pursuit and within the M&E domain, the institutionalisation of the NEPF within the WCED.

It was unclear whether the environment was conducive within the WCED to establish monitoring and evaluation, structured within the parameters of the theory of change, focussing on the strategic agenda and ultimately the achievement of outcomes within the department. The theory of change derived its prominence from program theory in evaluations (Weiss, 1995). According to Bamberger et al. (2006), program theory is characterised as an implicit theory about how a program is envisioned to yield the planned outputs, outcomes and impacts, and the changes affecting or determining its achievement. The question arises whether a standardised M&E system would assist the WCED to achieve outcomes. The revised National Evaluation Policy Framework of November 2019 should guide the WCED in its M&E journey.

Within the Western Cape Government (WCG), systems for M&E do exist to strengthen performance reporting, but the implementation of these systems was piecemeal with the fragmented M&E systems and approaches. Monitoring plays a key role in improving services, pivoting approaches and guiding more efficient resource allocation. Evaluation sheds light on what is working and what is not.

Over the past 10 years (2011-2021) evaluation services across the WCG were institutionalized within the context of the Provincial Evaluation System. The approach utilised was focused on building a culture of evaluations, identifying champions to drive evaluations, continuous capacity-building and developing guidelines and expertise to conduct evaluations. As intimated earlier, within the Western Cape

Government, systems for M&E to strengthen performance reporting exist. However, the implementation of these systems is piecemeal with fragmented systems and approaches to monitoring and evaluation across the various departments within the province and this has emerged as a problem within the provincial administration especially the Western Cape Education Department (WCED). It is this problem that this study seeks to gain in-depth insights to highlight and seek solutions.

## **1.2. Problem Statement**

The problem that prompted this research is the discord of Monitoring and Evaluation (M&E) at the Western Cape Education Department. The fundamental difficulty is varied understanding of M&E and piecemeal adoption of the discipline in an organisation with no institutionalisation of the revised National Evaluation Policy Framework (2019), nor an M&E system. The absence of an M&E system within the WCED exists and could result in a varying and skewed understanding of M&E, which could influence the identification of correct interventions within the department and possibly impact the achievement of outcomes.

This research seeks to answer the following questions: “What the understanding is of and attitudes toward Monitoring & Evaluation (M&E) amongst staff in the WCED?”, “Are the staff ready to implement Monitoring & Evaluation (M&E) in the WCED?” and “What are the advantages and disadvantages of Monitoring & Evaluation (M&E) at WCED?”

Estrella, et al (2000), opine that the appropriate establishment of an M&E system was reliant on pressures like the readiness and steadfastness of all stakeholders, the availability of time and resources and an encouraging institutional environment, amongst others. The Western Cape Education Department does not have an M&E system institutionalised and M&E is actioned at varying levels of understanding. This absence impacts the value proposition of M&E within the department and the focus is skewed towards monitoring, at varying levels of quality and, to a lesser degree, evaluation.

There is an absence of a designated Monitoring and Evaluation unit and these functions were actioned at varying degrees of understanding, attitudes, and readiness across the Department. The lack of a unified approach created a stumbling block for the organisation, particularly when planning and implementing any strategies which are what stimulated the researcher’s interest towards an understanding of M&E approaches and systems, how systems are institutionalized and the readiness to implement such systems.

Kilonzo (2018) examines how the organizational capacity of government agencies affected monitoring and evaluation institutionalisation. The utilisation of M&E within the WCED could be invaluable, but the various usage and understanding of M&E may influence the understanding of what the real challenges are at the WCED and how these challenges can be addressed. It is important to identify the correct “problems” in programs and measure the correct indicators to reach the outcomes within the WCED.

### **1.3. A brief overview of Public Administration (PA), Monitoring and Evaluation (M&E) and the Western Cape Education Department (WCED)**

South Africa has embedded the construct of public administration in Chapter 10 of the Constitution and the Public Administration Act, 2014 (Act 11 of 2014), where it postulates how the State should be governed. According to Opperman & Fourie (2015), the purpose of the Public Administration Management Act, 2014, is the provision of outcomes to the statutory standards and codes of public administration presented in Section 195 (1) of the Constitution (1996) and the provision of the minimum norms and standards in the sector.

Gladden (1961) describes public administration as being immersed with the performance of government and Van der Waldt & Du Toit (1999), postulate that public administration does not operate in isolation but rather within a wider public sphere, which he identified as the environment which stimulates the accessibility of reserves required by the government to provide services. According to Fourie (2007), rigorous financial management within the public sector would reinforce combined accountability, prioritisation, regulations, and competent management of state resources and, in turn, service delivery.

There is a shared perception to develop a rudimentary understanding of public administration, while being cognisant of the benefits of bureaucratic theory, organisational theory, people management, public finance and budgeting, administrative ethics and program monitoring, and evaluation. This is important as it complements the position of Pauw et al. (2009) who suggest that state money belongs to its people and thus should be administered and used in the best interest of the owner.

To this end, M&E enabled the government to translate and integrate previous experiences into current planning and often, lessons accentuate the assets or disadvantages in groundwork, planning and execution that influence government performance, outcome and impact (Kusek & Rist, 2004).

Performance management is seen as the process which promotes active management of organisational performance (Immas & Rist, 2009) and creates common comprehension about intended achievements. Performance management offers a method for leadership and enhancing people to drive achievement. M&E could effect change within an organisation and contribute to improved governance through improved transparency, accountability, participation and efficiency if decisive leadership, is executed correctly (Ile, 2012). Winton & Palmer (2018) postulate that leadership is not inhibited within traditional organisational borders. It is multifaceted, dynamic and influences transversely and throughout many institutions and disciplines.

Within the South African context, the public sector faced measuring the efficiency as a difficulty that continued to be endless, but the sector found support in a vigorous M&E methodology to concentrate on performance. The procedures entrenched inside M&E supported the public service in its delivery plans which was embedded in an evidence-based approach (DPME, 2018).

M&E tracks the input, activities and output, outcomes against the targets and indicators and when considered necessary, adjustments of these processes and activities can be made. There should, however, be a balance and institutions should be mindful not to overstate M&E as disregarding administrative and management roles would indisputably direct the organisation to a breakdown in government systems. The accuracy of information becomes a critical aspect to enable support for management in discharging its administrative and management functions (Ijeoma, 2014).

The Western Cape Education Department is dedicated to delivering quality education for every child, in every classroom, in every school in the Western Cape. The emergence of the pandemic proved to be challenging in that the achievement of “quality education for every child, in every classroom, in every school in the Western Cape” was more daunting as the loss of teaching and learning time during the 2020 school year, and the disruption of the entire sector due to the Covid-19 pandemic, would impact the WCED for multiple years. The absence of a designated Monitoring and Evaluation unit and M&E system plays a vital role in truly quantifying not only the standard operations of the WCED but also the impact of the Covid-19 pandemic on the education sector in the province.

#### **1.4. Research Questions**

### **1.4.1. Main Research Question:**

What are the perceptions of Monitoring & Evaluation (M&E) amongst staff in the WCED?

### **1.4.2. Sub-questions:**

- What is the understanding of and attitudes toward Monitoring & Evaluation (M&E) amongst staff in the WCED?
- Are staffs ready to implement Monitoring & Evaluation (M&E) in the WCED?
- What are the advantages and disadvantages of Monitoring & Evaluation (M&E) amongst staff at the WCED?

### **1.4.3. Aims and Objectives of the Research**

The study aims to investigate the perceptions of staff readiness for Monitoring and Evaluation at the Western Cape Education Department.

The objectives of the study are to:

- Examine the perception, understanding and attitudes of staff towards Monitoring & Evaluation in the WCED.
- Assess the readiness of staff to implement Monitoring & Evaluation at the WCED.
- Examine the advantages and disadvantages of Monitoring & Evaluation amongst staff at the WCED.

### **1.5. Research Rationale**

The study aimed to investigate staff understanding, attitudes and readiness for Monitoring and Evaluation at the Western Cape Education Department. The advantages and disadvantages of M&E will be highlighted throughout the study. According to Hillhorst & Guijt (2006), many governments in the developing world are progressively recognising the position and significance of monitoring and evaluation if programs are to be successfully implemented. M&E is recognised as a significant element in transforming the public service to be well-ordered, successful and accessible to citizens. The absence of an M&E system in the WCED may yield challenges in attaining outcomes within the department.

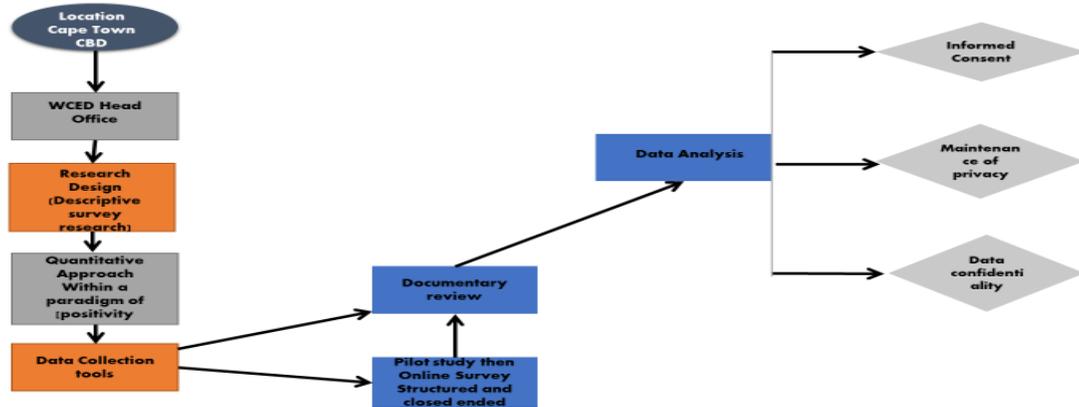
The realisation of an effective M&E system is influenced by the need for improved capacity within public sector departments to specify results, query and pursue explanations by utilizing M&E (Porter & Goldman, 2013).

The National Evaluation Policy Framework is not formally institutionalised within the WCED and this framework identifies a Results-Based Monitoring and Evaluation (RBM&E) system as beneficial for public sector departments. An effective M & E system allows policy evaluators to ascertain if the policy is the problem or if the poor implementation is the real challenge. If monitoring activities and policy implementation are being carried out diligently, then the problem may be the policy (Ile, et al., 2012). A well-designed results-based M&E system can contribute to strengthening the development of a policy, project, or program and enhance the significance at each stage, from the design stage to implementation (Kusek & Rist, 2004).

The implementation of the national evaluation policy framework could benefit the WCED within the M&E domain. This research elaborates on the work of previous scholars with the intention that the research will address central gaps in the scholarly debate. To address this, it is endeavoured to participate by steering a study on the readiness of staff to implement Monitoring and Evaluation in the Western Cape Education Department. This study intends to investigate the readiness, attitudes and understanding amongst staff toward Monitoring & Evaluation.

## **1.6. Research Methodology**

This section of the study examines the research methodology that was used to collect the data. The data collection methodology centres around the research design, research population and sampling method and the instrument utilised to undertake the research. The research methodology speaks to quantitative research within the paradigm of positivity. The first, and perhaps the most familiar, is the Positivist approach, where evaluation only occurs when objectives, observable and measurable aspects of a program, requiring predominantly quantitative evidence, are present (Potter, 2006). Creswell & Creswell (2017) assert that quantitative research is a process for testing objective concepts by investigating the relationship among variables. The flow chart in Figure 1.1 depicts the process of the research methodology.



**Figure 1.1: Research Methodology Process**

### 1.6.1. The Quantitative Research

The research quantitatively interrogated the understandings, and attitudes towards and readiness for Monitoring and Evaluation amongst the staff within the WCED. The quantitative approach accentuated independent dimensions and the numerical or statistical assessment of data gathered through the online survey. According to Omair (2015), quantitative research study designs are largely categorised either as descriptive contrasted with analytical study designs or observational as opposed to interventional. Quantitative research concentrates on collecting numerical data and generalizing it among sets of people or describing a specific trend.

### 1.6.2. Research Design

The research design encompasses processes to be adhered to in the last three steps of the research process about data collection and analysis and report writing (Creswell & Tashakkori, 2007) and suggests the plan for the study undertaken. The improvement of computer technology expanded research designs as scholars have articulated new ways for conducting social science research. In addition, the data analysis and ability to analyse complex models have increased as well (Creswell & Creswell, 2017).

The study was a descriptive cross-sectional design. Descriptive research aims to define a population, condition, or phenomenon precisely and systematically. It could respond to what, where, when and how questions, but not to why questions. Cross-sectional studies are categorised as descriptive or analytical, dependent on the outcome variable being measured for possible relations with risk factors. Descriptive cross-sectional studies merely illustrate the frequency of one or numerous outcomes in a specified

population (Wang & Cheng, 2020). The Descriptive Survey Research design was the preferred approach to collect data from the target population. According to Wang & Cheng (2020), a cross-sectional study is a form of observational study design that comprises of looking at data from a population at one specific point in time.

Survey research is used:

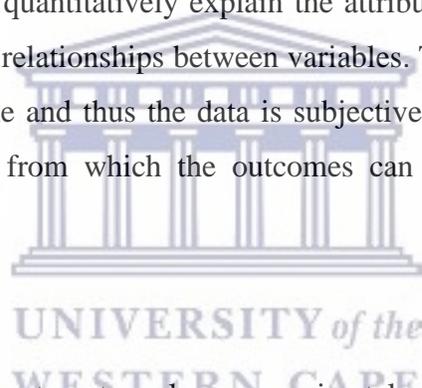
*“to answer questions that have been raised, to solve problems that have been posed or observed, to assess needs and set goals, to determine whether or not specific objectives have been met, to establish baselines against which future comparisons can be made, to analyse trends across time, and generally, to describe what exists, in what amount, and in what context.”* (Isaac & Michael, 1997, p136).

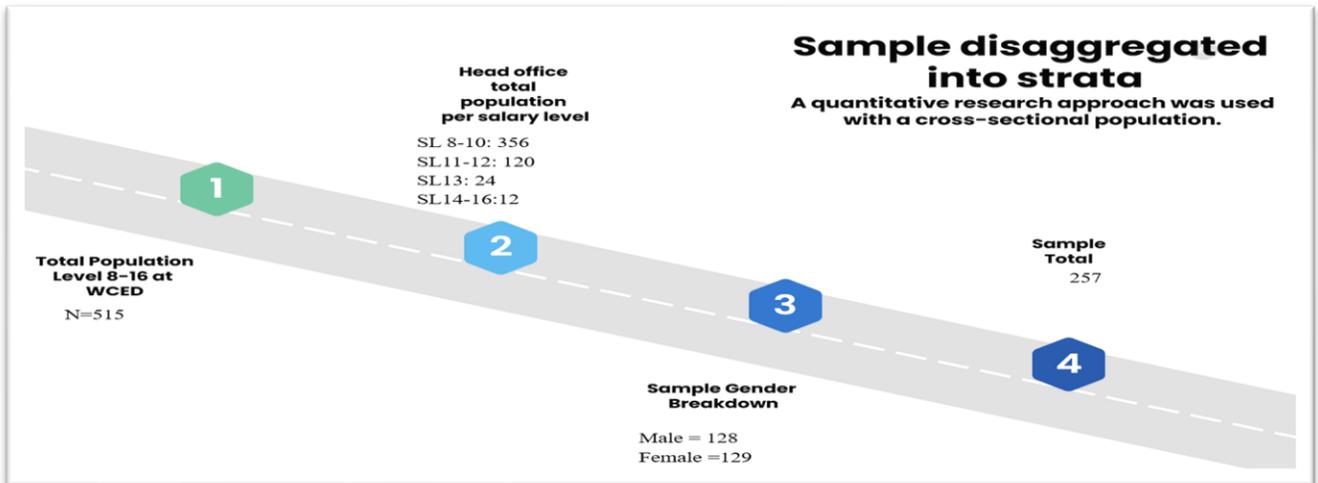
Survey research is harnessed to quantitatively explain the attributes of a population. These attributes often comprise investigating the relationships between variables. The data encompassed for the survey research is collected from people and thus the data is subjective. In addition, survey research uses a defined part of the population from which the outcomes can make presumptions of the broader population (Glasow, 2005).

### **1.6.3. Sampling Process**

The Western Cape Education Department employs approximately 42 388 staff members, which includes the schools, eight (8) district offices and the head office in the Cape Town central business district. Educators encompassed the largest amount of staff employed at 33 398 with the remaining 8 990 being public servants serving at the education institutions and 8 district offices. The WCED head office has a staff component of 1591 employees across all salary bands.

The research study was implemented at the Head Office of the Western Cape Education Department. The sample was identified by utilising salary level bands. Stratified random sampling was used and sampling methodology encompassed the separation of a population into smaller sub-groups. In the sample, the salary level band classified the work structure that is supervisor, junior manager, middle manager and senior manager, also referred to as ‘strata’ (Matthews & Harel, 2011). In stratified random sampling, the strata ascertain the participants' shared characteristics. The disaggregation of the sample is reflected in **Figure 1.2:**





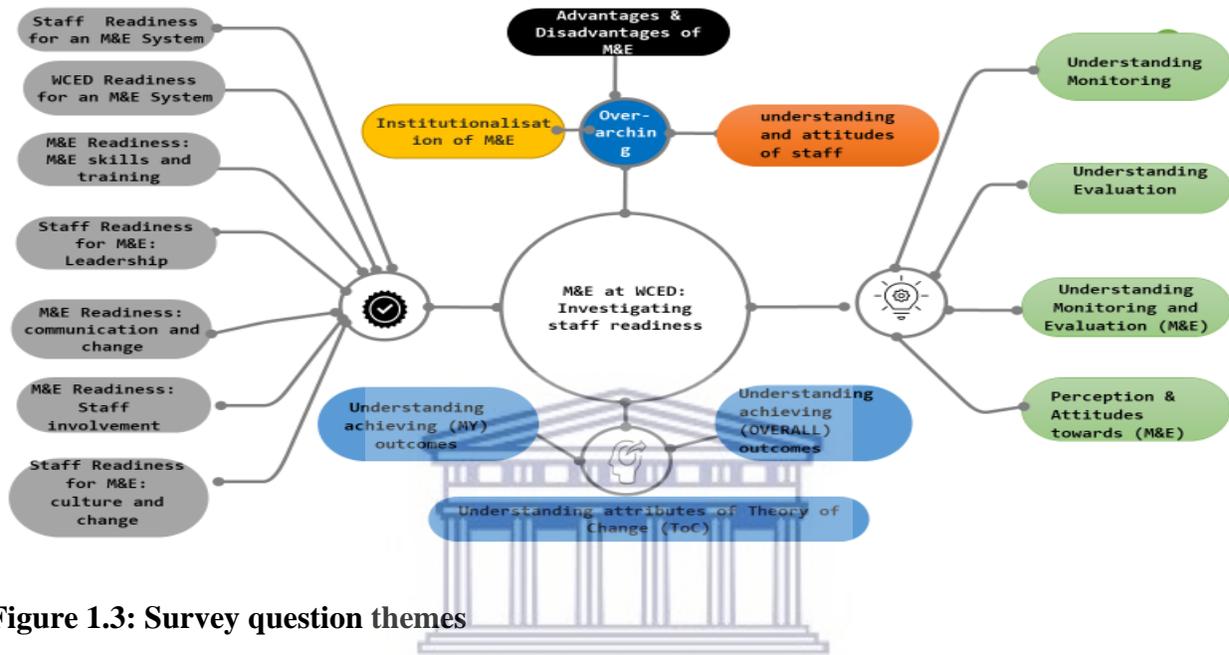
**Figure 1.2: Sample disaggregated into strata**

#### 1.6.4. Research Instruments

The research instrument used consisted of closed-ended questions utilising the Likert scale, which was disseminated using an online survey through the Microsoft forms platform. The combination of policy guidelines, kidSIM attitudes questionnaire (Sigalet, Donnon & Grant, 2012); Munroe Multicultural attitude scale questionnaire (Munroe & Pearson, 2006); National Evaluation Policy Framework of 2011, Change Readiness Survey (WorkLife Design, 2008), LEG self-assessment tool and feedback performance instrument (2019) and the Team. Readiness Capability assessment Model (2009) contributed to the development of the research instrument, where the research questions guided the process of selecting questions for the survey. The collection of tools was scrutinised and useful questions were used and adapted to develop categories of questions linked to the main research question of “What are the perceptions of Monitoring & Evaluation (M&E) amongst staff in the WCED?” and the three (3) sub-questions “What is the understanding of and attitudes towards Monitoring & Evaluation (M&E) amongst staff in the WCED?”, “Are the staff ready to implement Monitoring & Evaluation (M&E) in the WCED?”, “What are the advantages and disadvantages of Monitoring & Evaluation (M&E) amongst staff at the WCED?”.

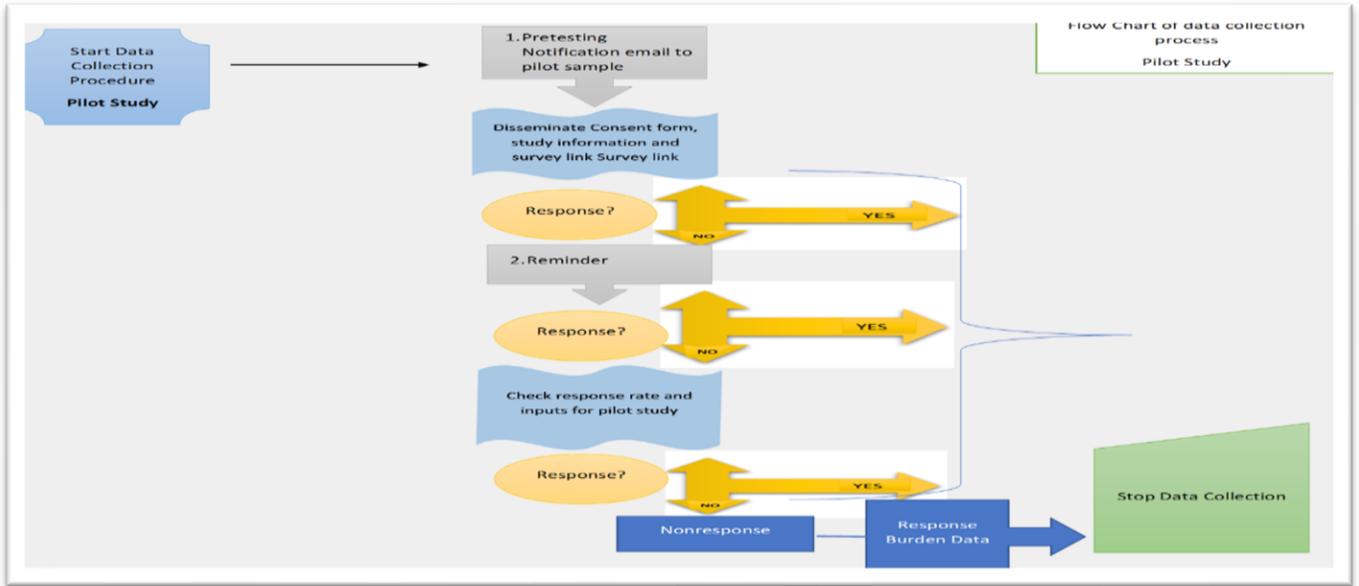
The questions were grouped into categories under the broad themes of understanding, attitudes and readiness with institutionalisation of M&E, theory of change and the advantages and disadvantage of M&E as overarching categories. The survey questions were categorised into themes as reflected in

Figure 1.3. This process was followed as the existing tools, could not be used verbatim as they were not suitable for the needs of the study.



**Figure 1.3: Survey question themes**

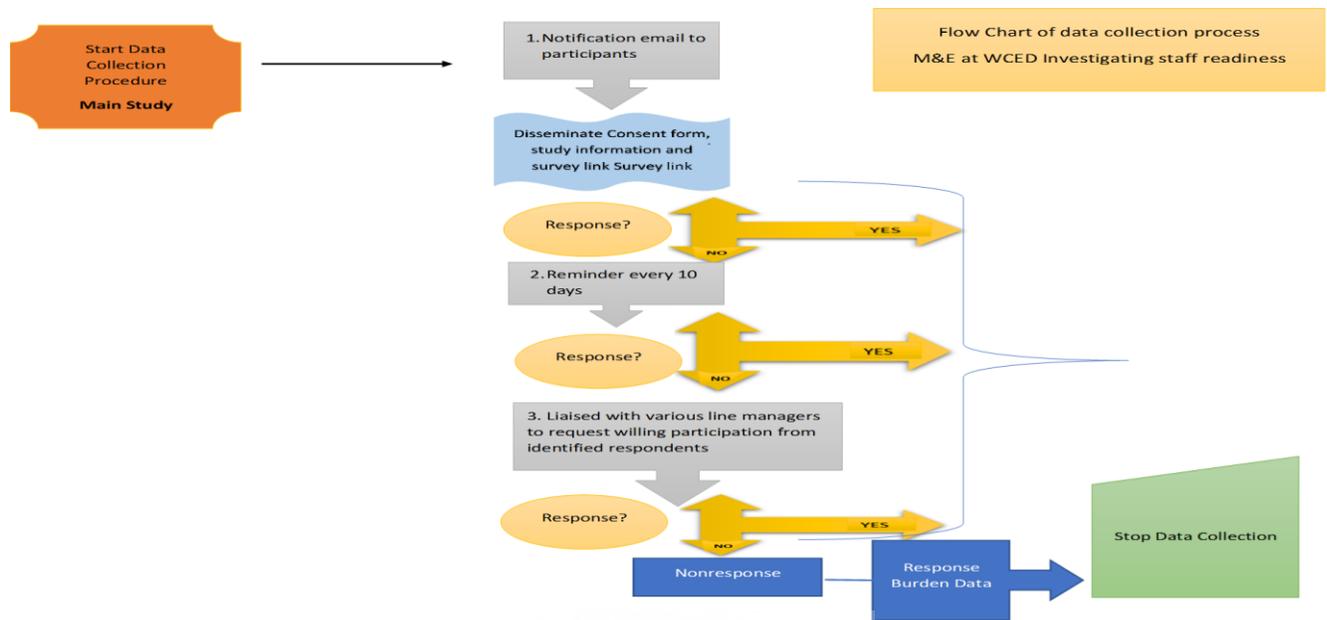
The process flow for the pilot study is reflected in Figure 1.4. Nayak & Singh (2021), posit that pilot testing is a very important part of the research process but yet is frequently overlooked. The pilot study detects possible problems in your research design and instrument to safeguard that the measurement instrument employed in the study is dependable and valid.



**Figure 1.4: Online pilot survey process flow**

An online pilot survey was disseminated to 25 persons not working at the WCED but employed in the public sector. The pilot sample is usually a small subset of the target population. After a successful pilot testing, the researcher may then proceed with data collection using the sampled population (Nayak & Singh, 2021).

The survey questions were adapted from the findings that emanated from the pilot survey. The data collection process for the main study is portrayed in Figure 1.5. The principles of survey research entail that the purpose of the study has well-articulated research questions whilst the entire survey is focused on these questions (Cowles & Nelson, 2015).



**Figure 1.5: Online main study survey process flow**

### 1.6.5. Data collection

Primary and secondary data were used for this study. The primary focus of the survey was to answer the three central questions of the research, including “What is the understanding of and attitudes towards Monitoring & Evaluation (M&E) amongst staff in the WCED?”, “What is the readiness for Monitoring & Evaluation (M&E) amongst staff in the WCED?”, and “What are the advantages and disadvantages of Monitoring & Evaluation (M&E) at the WCED?”. The secondary data was collected by using journal articles, policies and policy frameworks, books, political mandates, official reports, meeting minutes and forum minutes. The data were collected via a survey and participation was voluntary.

### 1.7. Ethical Considerations

The ethical integrity of the research project was vital and was observed meticulously. The engagement of all participants was obtained voluntarily. No administrative or political influence was present within the research study.

The main role of the participants was to serve as sources of data. The dignity, integrity, privacy, and confidentiality of all personal information of the research participants were protected. The research strived for honesty in communications whilst reporting data, results, methods, and procedures. At no

time was information fabricated, falsified, or misrepresented and there was no plagiarism. The bias was avoided in design, data analysis, data interpretation and other aspects of the research where objectivity was expected or required. The ethics that emerged from this research may include:

#### **1.7.1. Informed consent**

Participation was voluntary and participants were informed of the details of the research and the consequences thereof. The instrument had a cover letter that explained the scope and characteristics regarding participation, which was read and acknowledged by all participants.

The consent informed participants about the survey objectives, their rights during and after participation, the expected outputs of the research as well as the nature and probable consequences of their involvement.

#### **1.7.2. Maintenance of privacy**

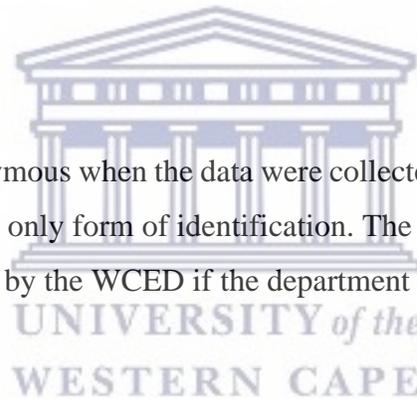
The participants were kept anonymous when the data were collected and analyzed. Each participant was allocated a unique number as the only form of identification. The findings of the research were used by the researcher and could be used by the WCED if the department deemed it necessary.

#### **1.7.3. Data Confidentiality**

Confidentiality signifies guarding the privacy of participants. The data utilised was kept safe in a password-protected folder to which the researcher had sole access. In addition, confidentiality implied that no information retrieved during the survey or elsewhere was disclosed to a third party that was not directly affiliated with the research (Matthews & Harel, 2011).

#### **1.7.4. Ethics Statement**

The research required that all respondents willingly participated therein and could withdraw at any stage of the research process. Before their participation, consent was requested as a mandatory field in the survey. Anonymity and confidentiality were ensured by not collecting any email addresses or names and surnames of respondents. No physical or emotional harm to any parties involved was experienced.



The University of the Western Cape Senate granted permission before the research was undertaken, and the WCED similarly granted permission, to undertake research within the department.

### 1.8. Limitations of the study

Monitoring and evaluation (M&E) is an extremely complex, multidisciplinary, and skill-intensive discipline. The Government-wide M&E system is even more so because it requires detailed knowledge across and within sectors, as well as of interactions among planning, budgeting, and implementation functions in the public sector. The research focused on the Western Cape Education Department (WCED) head office and no schools or district offices were part of the study.

The WCED comprised of a provincial head office, situated in the Cape Town Central Business District (CBD), and cultivated and proposed the strategic direction of education in the province. The eight district offices implement and drive the strategies of the department across comprehensive plans. The Department services the six municipal districts with most of our schools clustered in the City of Cape Town and Cape Winelands districts. High learner enrolment is largely prevalent in urban and peri-urban areas to which citizens flock for employment and quality education opportunities which can be seen in Figure 1.6 below (WCED 2020/2021APP).



**Figure 1.6: Map of the six municipal education districts**

Therefore, the scope of the study was contained to the Western Cape Education Department (WCED) head office and was further narrowed to a concentration of level 8 to 16 salary level category. The

creation of an evaluation authority namely the Western Cape School Evaluation Authority (or “SEA”), which deals with evaluation in schools and is attached to the Ministry Education, was excluded from this study. Performance management discussed in the research referred to organisational performance and not the performance management prevalent in the people management domain.

### **1.9. Data analysis**

The data analysis included examining the data and revealing the trends, relationships, and patterns between the data in the form of graphs and tables. This representation of the data allowed the researcher to obtain an accurate assessment to better understand the study. The data are entered, cleaned, and coded. Descriptive analysis was conducted which included percentages and means. There were no relationships tested in this study and therefore inferential statistics were not used. The survey data were scrutinized and checked for errors or non-responses and also checked for accuracy and completeness. The survey data were analysed using SPSS and Excel. The survey data was coded into a format that allows the researcher to identify themes and the data was analysed and reported honestly and without bias.

### **1.10. Definitions of Key Concepts**

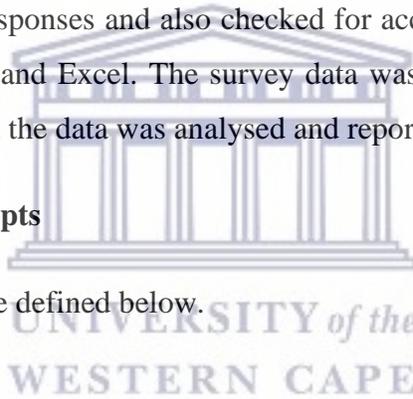
The key terms in this research are defined below.

#### **Monitoring and Evaluation:**

Monitoring and Evaluation refer to an organizational structure such as management processes, standards, strategies, reporting lines and accountability relationships at the national and local levels (Kusek, 2011).

#### **Monitoring:**

Monitoring is seen as ongoing collection, processing and analysis of data on implementation processes, strategies and results for evaluation according to agreed-upon strategic objectives, outcomes and measurable indicators to use the findings to recommend corrective measures to improve decision-making (DotP, 2007).



**Evaluation:**

Evaluation is a time-bound exercise that systematically analyses and assesses performance against the agreed objectives. It aims to determine relevance, efficiency, effectiveness, impact and sustainability (DotP, 2009).

**Theory of change:**

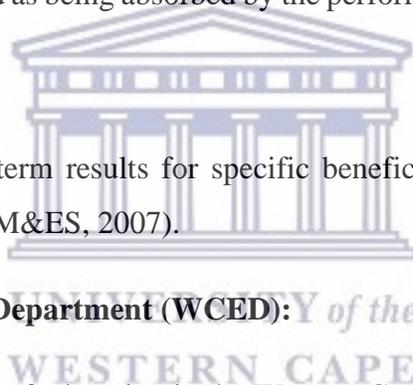
A theory of change is essentially an explanation of how a group of stakeholders expects to reach a commonly understood long-term goal.

**Public Administration:**

Public administration is described as being absorbed by the performance of government (Gladden, 1961)

**Outcomes:**

Outcomes refer to the medium-term results for specific beneficiaries which are the consequence of achieving a specific output (GWM&ES, 2007).

**The Western Cape Education Department (WCED):**

This is the provincial department of education in the Western Cape Province, South Africa.

**Monitoring and Evaluation system (M&ES):**

The Presidency (2007) defined the M&E system as a set of organisational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships which enable national and provincial departments, municipalities, and other institutions to discharge their M&E functions effectively.

**Readiness:**

Readiness is described in terms of the organizational members' beliefs, attitudes and intentions (Armenakis, Harris, and Mossholder, 1993).

## **Organisational performance management**

Performance Management relates to the comparison of predetermined goals and objectives with the actual output of the organization.

### **1.11. Chapter Outline**

The research comprises of five interrelated chapters and, according to Perry (1998) in the guide to writing research dissertations, a standard structure of the five chapters is recommended.

**Chapter One:** The first chapter concentrates on introducing the research topic, and the primary focus of the research. It also deliberates the contextual context in which the research is embedded linked to the problem that impelled the research.

**Chapter Two:** This chapter of the research encompasses the review of the literature addressing the research questions in the study. The literature is broken down from the broader concepts to the narrowed down concepts ranging from Monitoring and Evaluation, readiness and monitoring and evaluation systems. The theoretical framework informing the study was also unpacked.

**Chapter Three:** The research design and methodology chapter delineate the research process and the approach applied to collect and analyse data. Discussion of the sampling methods, data gathering methods are addressed.

**Chapter Four:** This chapter presents the results of the research. The data were analyzed according to the quantitative research methodology protocols. The discussion of the results was included in chapter 5.

**Chapter Five:** The research represented data clarification and analysis. Emergent developments and themes were emphasized and debated. The conclusions and recommendations emanating from the research were discussed.

# CHAPTER 2

## LITERATURE REVIEW

### 2.1. Introduction

The previous chapter provided background and context for the study. It also provided the research problem, the research question, and the research objectives and the rationale for the study and a preliminary research methodology and unpacks some key concepts relevant to the study. This chapter reviews the existing literature on Monitoring and Evaluation (M&E) whilst probing the policy and legislative context. An extensive literature on M&E based on different contexts and foci is published. The authors discussed consensus relating to the value of M&E in government as it offers significant evidence about the government's performance. Evaluating the current literature concerning the subject of research is fundamentally significant because it aids the comprehension of the reservoir of information that correlates with the study, but similarly aids the emergent paradigm about the significance of the study (Bryman, 2012). According to Perry (1998), a literature review should begin with an overview of the field of research or parent theory relating to the research. The literature attempts to encompass elements that speak to the understanding of and attitudes towards Monitoring & Evaluation, readiness to implement Monitoring & Evaluation and the advantages and disadvantages of Monitoring & Evaluation. Readiness is described in terms of the organisational members' beliefs, attitudes, and intentions (Armenakis, Harris, & Mossholder, 1993).

### 2.2. Legislative framework

In this section of the study, the legislation which underpins Monitoring and Evaluation is presented to provide the context of the governing principles of M&E in the South African public service and thus frames the legislative context governing the Western Cape Education Department. The South African legislative environment became more reliable since 1994. Kanyane (2014) postulates that the time connecting 1994 and 2004 developed into a period in which government knowledge was concerned with the emerging legislation to mobilise transformation. Subsequently, the increased number of policies and guidelines, including white papers, proclamations, acts of Parliament and bylaws, were created and decreed. Interestingly, policy implementation in the country was absent, and even the resultant programs

were not always suitable (Kanyane, 2014). The legislative parameters broadly molded the policy plans for M&E, embedded in the prescripts below.

**a) Constitution (section 195)**

The Constitution upheld the standards of public administration, with administration being financially sound and efficient with stability amongst spending and resources. The South African Constitution sets the groundwork for M&E transversely in the three domains of Government (Republic of South Africa (RSA), 1999).

The constitutional mandate of the Department of Planning, Monitoring and Evaluation (DPME) stems from Section 85(2) (b-c) of the Constitution of the Republic of South Africa. This section encompasses that the president applies his executive authority, with additional constituents of the Cabinet, by creating and employing national rule and organising the roles of the government administration.

In terms of Section 188, the Auditor-General will audit and report on the financial statements, accounts, and financial management of all three (3) spheres of government.

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

The Public Finance Management Act, 1 of 1999 (PMFA) sets parameters to safeguard public outflow, focusing on consideration for costs. The PMFA concentrates on the importance of refocusing from an input approach budget structure to an output focussed results-oriented system (Republic of South Africa (RSA), 1999). The PFMA sets the limitations for administrations to apply and exercise ethical governance and just decision-making about expenditure.

**c) Public Service Act, 1994 (Proclamation 103 of 1994)**

The act offers the establishment and administration of the public service of the Republic. The regulations comprise the terms of office, conditions of employment, retirement, discipline, discharge of affiliates of the public service, and other connected matters.

**d) The Employment of Educators Act, 1998 (Act 76 of 1998)**

This act pertains to the employment service of educators in public schools and in departmental offices. It deals with the establishment of salaries, and other service benefits of educators by the Minister of Basic Education, subject to the Labour Relations Act or any Collective Agreement concluded by the Education Labour Relations Council and the Personnel Administrative Measures (PAM).

**e) The Public Audit Act (2004) (Act 25 of 2004) The Public Audit Act (2004)**

Section 20 guides the Auditor General's report, displaying views and declarations necessitated by legislation related to the audit of the auditee and ascertains the minimum conditions that the Auditor-General should cover in the said report. The act advises the official regulatory purposes of the Auditor-General.

**f) The Framework for Managing Program Performance Information (2007)**

The framework entails elucidating performance information, descriptions and standards, expanding cohesive arrangements, systems, and procedures, and encouraging transparency and accountability in terms of performance information.

**g) Government-wide Monitoring & Evaluation policy framework (GWM&Es) (2007)**

The GWM&Es were created in South Africa in 2007. It outlines the standards expressed in the South African Constitution and partially institutionalised Monitoring & Evaluations' worth in public administration (Department of Planning, Monitoring and Evaluation (DPME), 2007).

**h) Province-wide Monitoring and Evaluation Systems (PWM&ES) (2009)**

The establishment of a PWM&ES that utilises a "Provincial Transversal Management System (PTMS)" responsible for several facets of monitoring, planning, and evaluation reporting in the Western Cape Government (WCG) (Department of the Premier (DotP), 2009). The WCG formed the PTMS to embed strategic planning from a political perspective toward the execution at the operational level, with distinctive oversight commitments.

**i) National Evaluation Policy Framework (NEPF) 2011**

NEPF enhances the expansion of a National Evaluation System (NES) with respective National departments responsible for cultivating a National Evaluation Plan (NEP). The emphasis of the NEP would be the evaluation of public sector interventions with the understanding of success, functioning, knowledge and accountability (Department of Planning, Monitoring and Evaluation (DPME), 2016).

The institution of the NEPF invigorated the GWM&ES, compelling national departments to commence the use of the GWM&ES. Accompanying the NEF, DPME established 21 guidelines to aid departments when introducing evaluations (DPME, 2016). Furthermore, the NEP impacts the Provincial Evaluation Plans (PEP's) and the Departmental Evaluation Plans (DEP).

#### **j) Standards for evaluation in government, 2014**

The DPME, institutionalised within the Presidency, created standards for government evaluations together with GIZ. The standards encourage the utilisation of the assessments organised through the national evaluation system by setting benchmarks of evaluation excellence. It defines the capabilities cognisant to four scopes, namely overarching considerations, leadership, evaluation craft, and the implementation of evaluations

#### **k) The Western Cape Provincial School Education Act, 1997 (Act 12 of 1997) as amended in 2018**

Amendments to act, 2018 (Act 4 of 2018), promulgated in 2018, including the creation of the School Evaluation Authority (SEA), which was designated as the “Western Cape School Evaluation Authority (or “SEA”)”, to lead independent evaluations of school quality. These evaluations would be transparent, trustworthy, and successful in empowering school enhancement in the Western Cape. The findings of the assessments were aimed at being published.

#### **l) Revised National Evaluation Policy Framework (NEPF) 2019**

The lessons learned from the Evaluation of the National Evaluation System informed the revision of the 2019-2024 NEPF. The amendment of the policy framework established the appropriate legislative frameworks and government strategic plans.

#### **m) The 2020-2025 NEP informed by the revised NEPF of 2019-2024,**

This frame is grounded in the lessons from implementing the 2011 National Evaluation Policy Framework, 2011 (NEPF). The 2019-2024 NEPF offers a wide-ranging list of legislative frameworks that guide the institutionalisation of evaluations in the South African Government.

### **2.3. Theoretical Framework**

The theoretical framework demonstrates the Monitoring and Evaluation parameters scoping this research, and the Theory of Change (ToC) informed the study. The Theory of Change philosophy has evolved swiftly since the 1990s and continuously gained momentum. Carol Weiss (1995) developed a Theory of Change as a concept that demonstrated how and why an initiative could function.

#### **2.3.1. The conceptualisation of the Theory of Change (ToC)**

The term “theory of change” was promoted by Weiss around the efforts of the Aspen Institute and the Roundtable on Community Change (Anderson, 2005) and is not a new concept as the development influenced evaluation and informed social action.

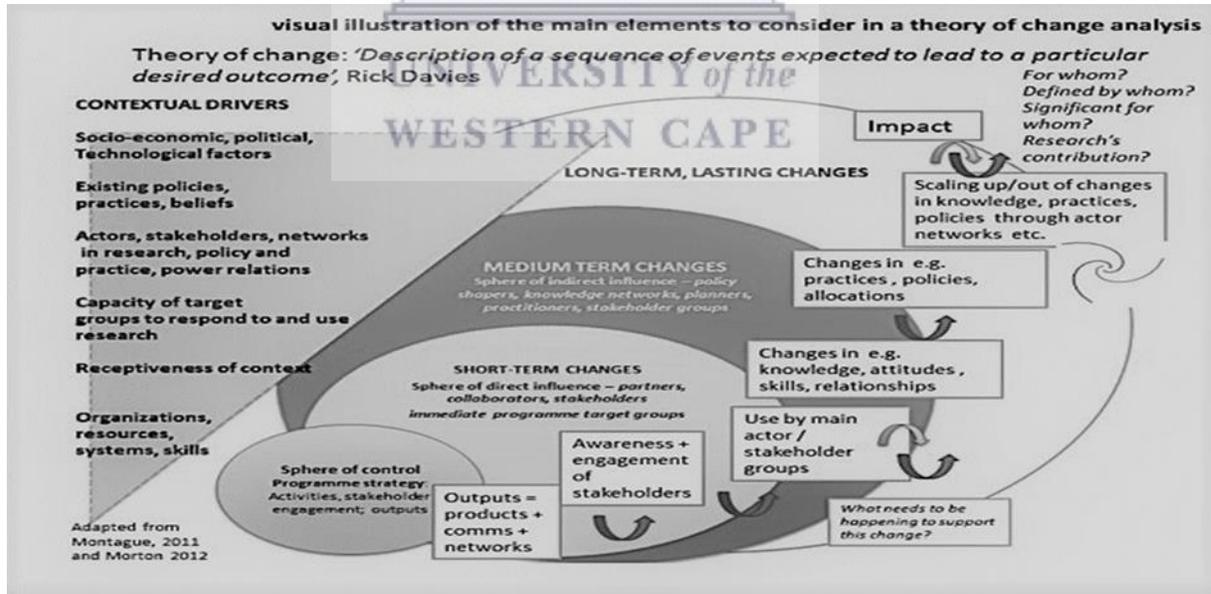
Chen (1990) suggests that Theory of Change emerged from theory-driven evaluation, which reached distinction in the 1990s. Similarly, according to O’Flynn (2012), the term Theory of Change originated in the 1990s with the determination to focus on identifying challenges that evaluators endured when assessing the impact of multifaceted programs. The challenges encompassed weakly expressed assumptions, unclear paths of how the change methods, advanced, and inadequate consideration offered to the succession of changes required to achieve long-term goals.

Alternatively, Funnell & Rogers (2011) posit that the Theory of Change emanates from program theory, an established portion of the evaluation concept. Program theory advanced from the 1960s, where program theory, methodology advocated for clear emphasis on the theoretical foundations of projects, a more robust expression of how the persons responsible for the planning of programs envision the connections among inputs and outcomes and how tasks would function. Alternatively, Reinholz & Andrews (2020) assert that the ToC is informed by change theory where several evaluators initiate establishing a logic model, which is grounded in the program intended. This multifaceted, societal change proposal with numerous agendas can be a party to a logic model, which restricts instead of simplifying the project (Breuer, Lee, De Silva & Lund, 2015).

A ToC assists an organisation in contemplating the primary and causal foundations of the problem and how it impacts each other. In addition, the ToC, provides clarification as to how to accomplish a shared goal (Wachaiyu, 2016). Stein & Valters (2012) suggest that the authors have varying opinions, but the Theory of Change creates linkages between activities and outcomes.

According to Kusek & Rist (2004), the ToC is a progression of mapping essential intervention actions to achieve results. In addition, performance indicators are measures of input, activity, output, outcome, and impact of government activities on its people (Mackay, 2007). The expectation is not that a Theory of Change is being faultless and comprehensively as the theories are representations, and these mock-ups are deliberate simplifications that omit numerous attributes.

Taplin et al. (2013) asserts that outcomes are the foundations of ToC and signify changes in condition, either in attitude, understanding, policy, law, knowledge, or the state of the environment, between individuals, organisations, and surroundings. Ijeoma (2014) states that it is essential that the outputs are delivered within the particular cycle and characteristically more than one output are needed to attain an outcome.



**Figure 2.1 Elements of Theory of change [EPSA Guide) (Vogel. 2012)**

Figure 2.1 is a representation of a ToC as Vogel (2012) explains is a product and a process that maps a study. It then plots the rational arrangement of expected changes as essential to maintaining the preferred

long-term change. The account shapes the ‘pathway’ for impact. A practical Theory of Change should allude to that program implementation affecting the anticipated outcomes with sufficient human and budgetary resources (Connell & Kubisch 1998).

From the above diagram, (in the setting of planning in the public sector), the ToC provides clarity for government departments to plot which outputs are required to attain specific outcomes, how activities lead to the achievement of outputs and how the outputs eventually link into the realisation of outcomes.

### **2.3.2. Theory of Change and Monitoring & Evaluation**

Theory of change as a practice accentuates the significance of linkages with stakeholders, recognising compound perspectives and being cognisant of power interactions and social, political, and environmental actualities in the environment. Touch can link several management actions through the project and program cycle. Monitoring and evaluation are typically tackled together with project management as a function, which provides a factual outlook on the position of projects to make any modifications needed in the project implementation process (Sialala, 2016). While theories of change are debated in monitoring and evaluation literature, there is consensus on what theory of change is theoretically. Still, the partial consensus remains beyond the holistic interpretation of the Theory of Change and what it encompasses. A ToC approach to planning and evaluation is increasingly observed as fundamental. The relationship between planning and ToC is where the touch offers a critical examination required to develop informed plans within organisations (Kusek & Rist 2004).

Green (2013) asserts that ToC thinking can make M&E more difficult, but believes that if the approach is implemented appropriately, M&E is more practical and displays the reality within the organisation. Similarly, Funnell & Rogers (2011) assert that caveats provide a necessity to evade unwarranted difficulty that will create a ToC that is illegible to the envisioned audience. Therefore, the application of ToC is diverse as some scholars identify it as an instrument for plotting the logical chain of an initiative, from inputs to outcomes. In contrast, other scholars recognise the theory of change as a technique to deliberate amongst colleagues and stakeholders regarding global views and philosophies of change (Vogel, 2012). Comparably, scholars identify the theory of change as being an understanding of the logical framework approach. In contrast, others see it as the provision of a non-linear way to suggest not exclusively, on what will change, but as an alternative, on the central undercurrents and theories about how and why the change will transpire (Vogel, 2012).

The foundation of ToC maps the project and program logic, explains long-term goals and then plots back to categorise changes that should have occurred beforehand. These highlighted changes are strategizing distinctly in key outcomes pathways, displaying each outcome in a coherent linkage to others. Similarly, the interventions demonstrate the activities and outputs linked to the results with the effects on stakeholders and display clear timelines. Thus, the theory of change provides a functional model to test hypotheses against expectations of which activities will influence the envisioned outcomes. The benefit of the said theory of change is that it recognises quantifiable achievement indicators as a blueprint to M&E (Taplin et al., 2013). Silver (2014) commends the qualities of the theory of change, characterised as a blueprint for accomplishing all-encompassing, long-term goals. It recognises the prerequisites, pathways, and interventions needed for an initiative's accomplishment.

The Western Cape Government (WCG) relies on a Results-based Monitoring and Evaluation system (RBM&Es), which embeds a clear ToC. The WCG asserts that the M&E fraternity within their domain should link their M&E systems (WCG, 2019).

## **2.4. Evolution of Monitoring and Evaluation (M&E)**

### **2.4.1. What is Monitoring?**

Monitoring regularly tracks or gathers evidence on indicators or additional sources to detect the patterns and inclinations regarding planned actions and development. Monitoring is seen as a constant task and utilises methodical accumulation of data on stipulated indicators to supply the organisation and key sponsors with continuing intervention progress with the signals of the degree of growth and attainment of aims and financial implications (OECD, 2002). More than 5,000 years ago, Egypt monitored the country's livestock and grain yield outputs and approached M&E; thus, the construct of M&E practices is entrenched (Kusek & Rist, 2004). Traditional M&E was the approach of current administrations over the previous decades. The state pursued Monitoring and tracking spending and staff turn around, programs, goods and services produced revenues, resources and project activities Kusek & Rist (2004). According to Chatwin & Mayne (2020), Monitoring performs a pivotal function in refining delivery, pivoting methods, and piloting added well-organised resource distribution.

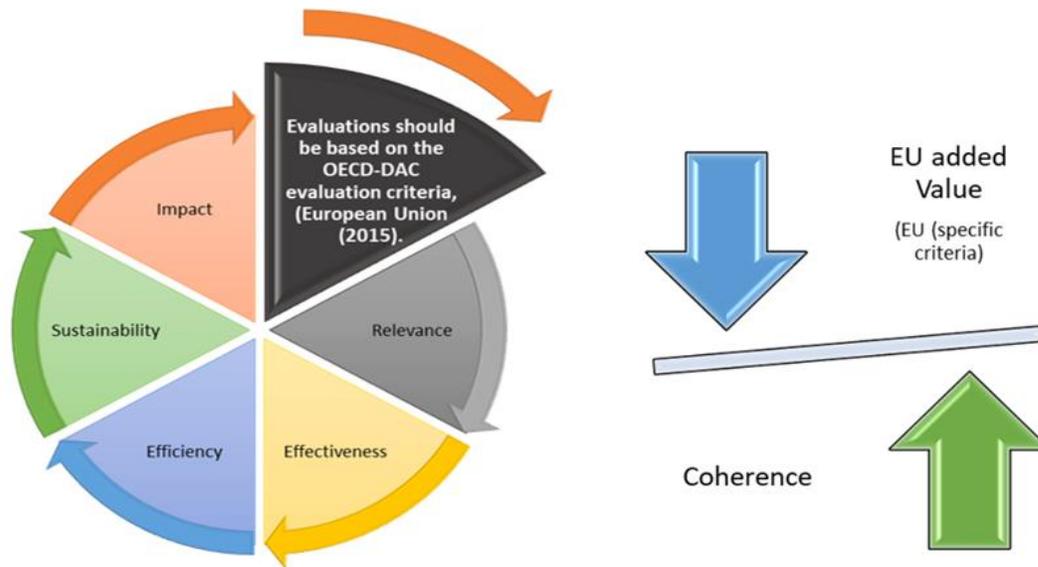
### **2.4.2. What is Evaluation?**

The European Commission (2015) asserts that evaluation is a systematic and impartial appraisal that is continuous. It offers an impartial and reasonable appraisal of the functioning of the intervention,

program, policy, project, or strategy and recognizes, elucidates, and critically assesses why changes have occurred and which changes took effect. Evaluations pursue demanding practices founded on intervention logic. It espouses intended changes and correspondingly unintended changes. It offers a judgment if a change can be ascribed to a specific origin or to what extent specific influences have enhanced specified change. Uitto (2019) asserts that evaluations outline the parameters that concentrate on the intervention and lean heavily on outputs and outcomes, which hinders the emergence of the more comprehensive concept nor afford the judgment if the intervention contributes positively to the matter.

The instrument to advance prevailing interventions is evaluated. Stame & Furubo (2019) labelled three dominant conventions of traditional evaluation as policy development which ensues around the fragmentary interventions targeting precise communal difficulties. In addition, the political setting expects to be comparatively steady, and evaluations of previous interventions are a crucial approach for accomplishing data for upcoming interventions. Schwandt (2019) explains that evaluation cultivates the environment that sustains growth in the sectors such as technical, social, and political settings while inducing how those settings are recognised and evaluated. The advantage of developing a theory of change by the evaluators' program staff is that staff can verbalise and comprehend the connections amongst actions and envisioned outcomes (DuBow & Litzler, 2018).

According to Rowe (2019), evaluation confronts crucial challenges, with the ability to fundamentally redesign the discipline's ethical, theoretical, and applied foundations. Attending to the challenges of originality and sustainability-ready evaluation offers an exclusive chance for evaluation to acquire, revive, revitalise, and evolve the existing discipline and evolve into a piece of knowledge and practice that would deal with the challenges of the future. A meticulous, practical attitude toward evaluation is essential. According to Lam (2020), ToC is thoroughly recognised in the evaluation literature, supporting substantial study and application endeavours. Nevertheless, ToC's ability to facilitate learning is questionable. Figure 2.2 below is the researchers' representation of the European Commission (2015) approach to evaluation. It represents the contribution that evaluation has in understanding how to break down and understand for implementation.



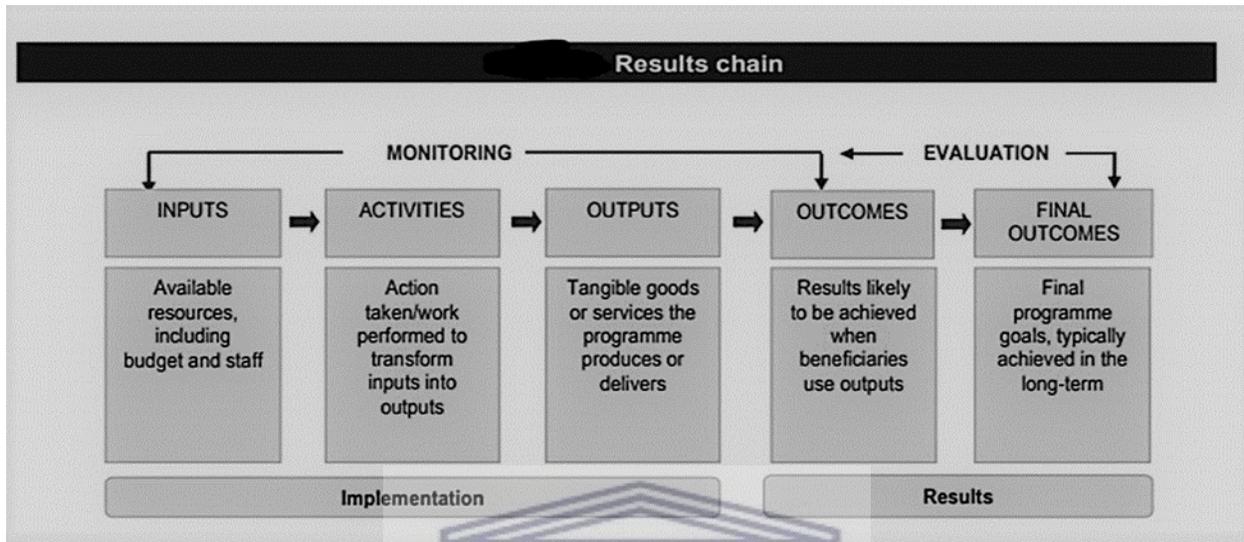
**Figure 2.2: Researchers' representation of the European Commission (2015) approach to evaluation**

### 2.4.3. What is Monitoring and Evaluation?

M&E is the role of project and systems administration that permits clarity of variations actioned throughout the execution process of a project or program. Monitoring averts the accumulation of inaccuracies, and utilising an M & E system in government, would enable a performance- aligned style to meet deliverables. As units, departments or sections would deliberately link the planning to the outputs, outcomes, and budgets. However, evaluators endure obstacles when endeavouring to execute evaluation on a program that tries to utilise methods and structures absent in the milieu used (Smith, 1990). According to Oakley & Clayton (2000), no solitary description of Monitoring and Evaluation exists. Throughout the 1980s-90s, performance amplified as a requirement in public-sector theory and application. The arrival of globalisation created growing pressure on Governments and NGOs to demonstrate performance in development plans.

The United Nations Development Program (UNDP) (2002) asserts that the fundamental rationale of Monitoring and Evaluation is to attain results in projects and programs using improved performance within the organization. The UNDP handbook states that M&E is a crucial management tool that allows the organization to engage with accountability, which links to the organizational knowledge, outcomes,

and resources. Figure 2.3 explains the results chain and the concepts, i.e., inputs, activities, outputs, outcomes, and outcomes.



**Figure 2.3: Results Chain**

Inputs refer to the available resources, including the available budget and available staff, which encompassed action or work completed to convert inputs into outputs. According to the Framework for Managing Program Performance Information (2007), Outputs include the tangible goods and services the plan constructs and implements, while outcomes address the expected results when the recipients utilise the outputs. It is imperative that the government plainly distinguish between outcomes, outputs, and activities to elucidate the influence of each concept on the potential objective of any given program or project (OSEP, 2011). There is an upsurge for a modification from traditional M&E, which concentrates on measuring inputs, outputs and implementation process and attaining outcomes and impacts (UNDP, 2009). According to Cornielje et al. (2008), M&E provides the platform for essential information and permits policymakers and leaders to practice improved decision making. Similarly, M&E affords the platform to involve persons in participatory learning and expression of the work; therefore, a well-organised system would assist in the endorsement of improved transparency and accountability within various types of organisations and their citizens.

According to Mackay (2007), the contribution to M&E knowledge reinforces policymaking, particularly decision-making about the budget inclusive of national planning and performance budgeting. It offers

substantiation of lucrative categories of government actions that enhance accounting, policy analysis, development, and management. M&E activities should encourage statutory, constitutional rights as afforded in Chapter 2 of the Constitution (1996); thus, Ile et al. (2012) postulate that M&E methods must be aligned with the statutory rights encompassed in the Constitution (1996), sensitising public bureaucrats to the rights matters throughout M&E practices.

## **2.5. The international perspective of Monitoring & Evaluations (M&E)**

Globalisation shifted policy objectives and international aid models within M&E, and therefore, M&E migrated to more advanced complexity echelons. M&E continues to play the traditional role of producing information on the execution and results of programs and projects. It is further enhanced by evaluating policy impacts and offering the foundation for accountability, enhanced leadership, and decision-making (Pound et al., 2011).

Mackay (1998) claims that as far back as 1988, the Australian M&E system recognised evaluation strategy grounded in a diagnostic review of evaluation practices with the federal government departments and the government as a whole. He notes that the success of Australia's M&E system is the application of evaluation findings into the policymaking and budgeting realms in collaboration with the Finance Department and other essential departments. The literature adds that the Australian Federal Government is one of the innovators in evolving M&E systems.

The federal government supplied resources to certify that Monitoring and Evaluation of its policies, programs, or projects are institutionalized and findings copiously employed within the organization. Australia's program evaluation application is considered all-encompassing and systematic compared with other countries, and performance information is available and embedded within their budget (Schick 2006). Politics plays a role in the institutionalisation of M&E systems. According to Mackay (2007), the election of a conservative government in 1996 in Australia guided the country to rationalize public service. It condensed the Department of Finance function, where a central agency drove the M&E system and discarded a ten-year-old performance evaluation strategy.

The UNDP (2015) report adds that China has a stellar reputation as being among the finest performing countries in M&E development as an instrument of performance in the private and public sectors. Similarly, the World Health Organisation (WHO) (2008) explains that Monitoring and Evaluation is a

systematic practice that measures continuing activities' advancement and distinguishes any limitations in advance corrective action. Mackay (2007) emphasises that Chile has a noteworthy standing of meticulous M&E approaches in their government-wide M&E system. It comprises six main instruments: challenging impact evaluations ex-ante (forecasting) cost-benefit analysis, performance indicators, government program assessment, comprehensive spending assessments, and comprehensive management reports.

Pound et al. (2011) assert that the substance of Monitoring and Evaluation (M&E) has internationally been certified by industry experts as powerful. However, there has been variation in understanding its purpose and implication over the last few decades. Additionally, Monitoring and Evaluation evolved towards an increased complexity phase within the globalisation frame of reference, which includes the standards for international aid and ever-changing policy purposes.

In essence, operating within a global community, South Africa encounters growing demands to be progressively responsive to the request for good governance, accountability, and transparency to deliver tangible outcomes. To this end, several organisations with which South Africa partners, specifically the United Nations agencies, BRICS, and its affiliates, envisage that the country will perform at an explicit level. In essence, Kusek & Rist (2004) postulate that M&E is an influential public administration instrument that the country can use to advance how the government conducts its business. South Africa participates in the United Nations Sustainable Development Goals (SDGs) 2030 (DPME, 2017).

## **2.6. The African perspective of Monitoring & Evaluations (M&E)**

The imbalance between Monitoring and Evaluation fortifies the argument that the gap exists due to the focus on Monitoring. One needs to balance and align systems to focus on Evaluation (Porter & Goldman, 2013). In a study conducted by the United Nation Environmental Program (UNEP) (2009) in five sub-Saharan democratic countries, several factors influence the M&E system. The study revealed that insufficient supplies resulted in inferior Monitoring and Evaluation. To ensure applicable and quality M&E, it is fundamental to reserve suitable financial and human resources during the planning stage and provide enough time as a resource. The mandatory time, resources for M&E deliberate inside the total costs of producing the approved results and not as supplementary costs.

Egypt had a slow, systematic progression to using Monitoring and Evaluation. The availability of a willing champion to oversee the M&E system is vital when one wants to gauge if a country is ready for the system. The readiness assessment in Egypt highlighted that many senior government officials were progressing toward measuring the achievement of results. The President of Egypt requested that improved data to aid economic decision-making was vital. A key champion for the Government of Egypt was the Minister of Finance, as the country moved to a results-based system. Governments must differentiate between outcomes, outputs and activities to expound on the impact of the respective concepts (OSEP, 2011). The vital part of exploiting ToC for M&E is the identification of long-standing goals or outcomes. Once the envisioned outcome is categorised, the organisation should ascertain more negligible outcomes before attaining the long-standing outcome (Taplin et al., 2013).

In 1997 there was a need to measure the accomplishments of Uganda's Poverty Eradication Action Plan (PEAP), which was their premier planning framework at the time. The M&E system of Uganda developed, and, at the time, it was considered a sound masterminded structure of accountability establishments at the various spheres of government. However, in a review of the Uganda M&E system in 2001 and 2003, it was discovered that there were uncoordinated systems in place at various sector and sub-sector levels (Hauge, 2003). According to the World Bank (WB) (2009), Uganda has a relatively strong capacity to monitor education indicators, namely rate of enrolment, the number of teachers, infrastructure and learning information. According to Morris (2006), developing countries focused on the reinforcement of monitoring and performance information before improving evaluation. The Ugandan Government established an integrated national monitoring and evaluation mechanism for the Poverty Eradication Action Plan, centred on outcome indicators. Mackay (2007) asserts that in the same way, the initial stages of the Colombian M&E system also emphasised the monitoring facets.

Goldman et al. (2018) speculate that National Evaluation Systems (NES) were established in advanced economies in the 1980s, Latin America, later in the 1990s and in Africa, in Benin in 2007, while South Africa and Uganda established their NES in 2011. Benin, Uganda, and South Africa each devised their national evaluation policy, and in South Africa, policy preceded the NES. On the other hand, Benin and Uganda executed a national system before developing a policy (Goldman et al., 2018). According to Chirau et al. (2021), African countries created a monitoring and evaluation approaches to build and institutionalize evaluations. The Centre for Learning on Evaluation and Results (CLEAR) (2012) states that the necessity is prevalent to develop an African M&E tradition, which should encompass African

development requirements to stimulate innovation and advance and normalise the working with local truths? Uganda, Benin, and South Africa stood out as leaders in establishing national evaluation systems as a response to growing government-driven demand, rather than donor-driven demand, for evaluations (Goldman et al., 2018).

A review of evaluations actioned in 12 African countries spanning ten years asserts that the NES continues to be authored mainly by western scholars and this creates difficulty in obtaining suitable frameworks within the current research that links with developing evaluation inclinations in an African context (Mouton & Wildschut 2017).

Internationally, South Africa is a participant in the United Nations Sustainable Development Goals (SDGs) 2030. The program has 17 goals globally, 169 targets, and 230 indicators as a global standard measure for monitoring development. The indicators speak to the development outcomes to decrease poverty and advance the quality of life. “The Africa We Want”, Agenda 2063, is a progressive and transformation agenda for African countries approved by the African Union (DPME, 2017).

## **2.7. The South African perspective of Monitoring & Evaluations (M&E)**

In 1987, the then Department of Health Services and Welfare, Administration: House of Assembly, which was restricted only to the White population in South Africa, issued circular No. 6 of 1987, which suggests the concepts of 'program development and evaluation' in South Africa (De Vos, 1998). Alternatively, as a method to refine public service performance, Ijeoma (2010) affirms that Monitoring and Evaluation existed in 2005, but the emphasis specifically was on employee performance assessments. Ijeoma (2010) asserts that the ten-year review in 2004 developed into a stimulus for establishing monitoring and evaluation policy in South Africa.

Rabie, (2011) postulates that an M & E system depicts the core objectives and questions planned achievement. Employing monitoring and evaluation endeavours and a comprehensive account of the significant characteristics which require M&E would include the delegation of responsibilities, processes for data collection and verification, measurement indicators and preparations and targets for reporting the results. M&E in South African government institutions is a mechanism to enhance performance as it embraces the generic administrative and managerial functions of public administration. There is increasing need for adjustment from traditional M&E, which centres around

measuring inputs, outputs, and implementation methods and as an alternative focus on achieving outcomes and impacts (UNDP, 2009).

The success of an effective result-based M&E system delivers comprehensive, logical, pertinent, and well-timed information and data. Access to data and the ability to utilise the data allows M&E and knowledge management to manage the capability to encourage organizational learning as the organizational culture inspires the environment of transference and conception, development, which permits reuse and re-establishment of organisational knowledge (Boucher & Roch 2016). Recognition that a well-designed M&E system offers organisations an integrated supply of data that documents, project development and permits the project leads to making suitable, knowledgeable choices in deciding whether adjustments should be made (Cornielje et al., 2008).

Proclamation No. 43 of 8 July 2014 resulted in DPME and the gazette to amend Schedule 1 of the Public Service Act, 1994, establish new departments while also retitle identified National Departments. Furthermore, proclamation No. 47 of 15 July 2014 gazetted intending to shift the administration of legislation and entities between Ministers to another in section 97 of the Constitution of the Republic of South Africa, 1996. According to DMPE (2016), weaknesses exist within the planning, monitoring, and evaluation domain, including the absence of embedding planning across government departments and the ineffectiveness of M&E instruments to address performance failures. The absence of necessary skills, capabilities, and qualifications to implement certain vital fundamentals of monitoring, namely tracking expenditure for the actual application of NDP priorities exist. There is a lack of capacity to step in and clear obstacles to achieve the anticipated outcomes and impact of government programs on civil society (DMPE, 2016).

## **2.8. Monitoring and Evaluation Systems (M&Es)**

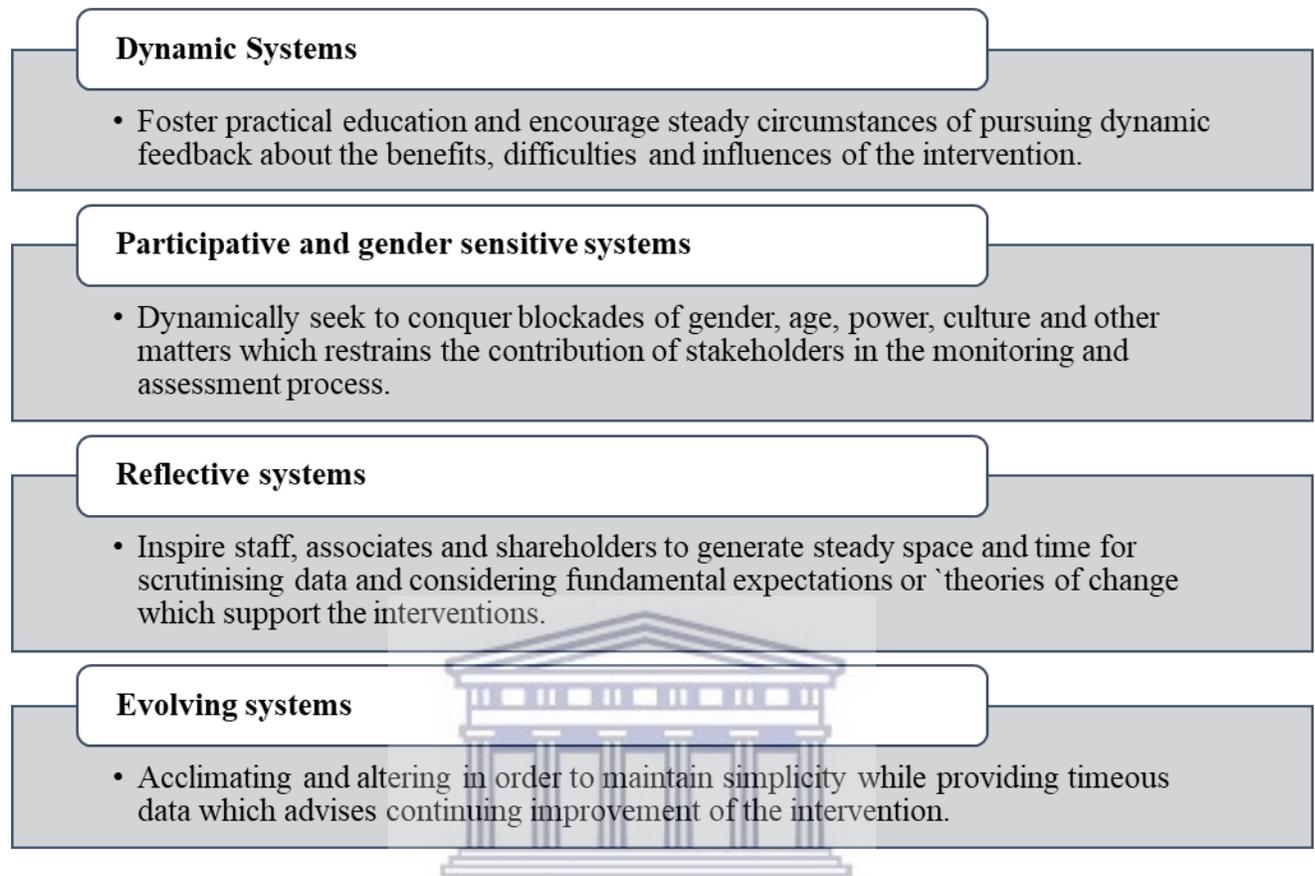
Monitoring systems in numerous organisations and public sector departments are prevalent, and these systems enhance the accountability systems, financial systems, management systems and good people management systems within these organisations. Previous development, management endeavours omitted the feedback element, which permits the Monitoring of execution penalties. In that regard, the construction of M&E systems influences decision-makers to provide valuable responses for a program, policy development and project performance as the foundation for imminent growth (Kusek & Rist, 2004).

According to Kusek (2004), Monitoring and Evaluation Systems (M&Es) need twelve key elements to operate successfully and competently. Organisational Arrangements are inclusive of M&E roles, M&E people capacity and skills, collaborations in M&E plans and management of systems, M&E frameworks or Logical framework, M&E schedules and budgets, M&E culture, advocacy and communication, regular program Monitoring, surveys, databases from various levels, helpful management and data assessment, evaluation and research and data distribution and usage. Kusek (2004) asserts that any inefficiency in whichever element inevitably leads to the unsettling growth in the management of programs and projects. According to Kusek & Rist (2004), a ten (10) step results-based Monitoring and Evaluation system is essential. Figure 2.4 shows the 10 steps referred to by Kusek & Rist (2004).



**Figure 2.4: Ten (10) step results-based Monitoring and Evaluation System**

**Figure 2.5** displays the benefits of M&E systems for public interventions which are dynamic, participative, reflective, and evolving (Kelly, 2008).



**Figure 2.5: Benefits of an M&E Systems**

The value-critical evaluator suggests that politics is incorporated in the evaluation system and comprises the theoretical outline of human knowledge and actions. Evaluation does not simply produce and distribute outcomes but delivers a profound and improved understanding of the evaluation variables (Vestman & Conner 2008).

The Paris Declaration requested that countries create an international monitoring system to certify that participants are equally accountable for advancing the quality of support from developed to developing countries. The meeting preceding the Paris declaration concurred that it was required to build a global monitoring framework to monitor the Paris declarations (United Nations Development Program) (UNDP), (2012). According to Mackay (2007), there are several reasons that countries frequently build and modify their M&E systems and include the lessons learned from other countries concerning achievements and failures of execution. Correspondingly, Kusek & Rist (2004) postulate that a beneficial performance measurement system envisages the detection of problems and display and report

on positive activities and the challenges experienced to distinguish between success and failure. If deviations are not apparent, management is probably compensating both loss and accomplishments.

According to Görgens & Kusek (2009), the M&E system offers leaders an additional level of performance management, which empowers decision-makers to monitor the importance of taking action and the need for M&E. The advantage of having related data entrenched in sound systems with constant feedback is the value that a results-based M&E system would offer decision-makers. The theory of change empowers diverse stakeholders to make knowledgeable choices about programs, projects, and funding priorities. It is clear that a touch contributes to the straightforward valuation and an explanation of the significant prerequisites for designing, constructing, and sustaining the M & E system (W.K. Kellogg Foundation, 2004)

M&E systems in the public sector in Africa exist in a multilateral setting with persistent pressures to drive performance improvement. There remains an increased expansion of M&E systems because the current focus is more on Monitoring; thus, complications exist which hinder the integration of policies and programs as the growing requirement for evidence within the public sector increases. Smith & Morkel (2018) assert that several African countries have an existing culture of evaluation, and they utilise evaluation as an instrument for accountability rather than learning. Smith & Morkel (2018) postulate that a growing desire in African countries exists to resolve the discussion around acknowledging M&E as a profession to address and balance supply and demand challenges.

### **2.8.1. M&E systems and (Organisation)Performance Management**

The purpose of performance management is to guarantee that administrators establish and attain predetermined standards in executing managerial responsibilities. M&E systems are essential for certifying the successful performance of the three (3) spheres of government to ensure policy intention and actual service delivery (Cloete & De Coning, 2011). Additionally, performance management is a unified development that classifies, assesses, and supervises staff performance, determined to exploit public programs and policy and throughout constant measurement compared to standards (Thornhill, 2016).

M&E enhances performance in an organisation or a program by establishing linkages between interventions and the results (UNDP), 2002). Similarly, National Treasury (2010) indicated that

monitoring and evaluation activities propose undeniable benefits if performed appropriately and the findings construed. Smit et al. (2007) advance that the performance of any organisation, regardless of the size, is explicitly connected to the distinction of its leadership. Therefore, the M&E system in the public service needs robust leadership, both administratively and politically for both the public officials and political office bearers to have a clear strategic direction to embed the system at all levels within the organisation. The lack of a clear strategic direction would adversely impact the institutionalisation of M&E. A concise embedded strategic guide generates a constructive milieu to shape, sustain and advance the M&E system in the institution and of the entire government to effect change and improved governance (Smit et al. 2007).

Vestman & Conner (2008) posit that a core influence that impacts evaluation is the connection between evaluation and politics. Even though the linkage is not vivid or widely investigated, the political arrangement directly influences evaluation practice. The author reflects on three fundamental approaches which can distinguish how evaluation and politics are related. The value-neutral evaluator speaks to the fact that political realms and evaluation can remain separated. The evaluator is an actor responsible for assembling and evaluating the evidence, whereby the political influences the use and functionality of this data (Kusek, 2004).

Acquaah et al. (2013) assert that monitoring and evaluation systems enhance the institutional knowledge of development programs results for measuring risk-taking and improved decision-making. Furthermore, performance standards, indicators and targets contribute to measuring whether the distributed resources and concluded activities attained prearranged outputs, outcomes, and impacts. Similarly, Nealer (2014) asserts that the Monitoring and Evaluation of organisational performance necessitate establishing a performance system that is entirely incorporated into the whole purpose and the actions of a public organization or department to monitor and evaluate the implementation of the policies, programs and projects.

Although South Africa's dominant political economy has some ancestral features, the country has a robust constitutional and legislative framework that enhances the long-term development of Evaluation (Podems et al., 2014). However, notwithstanding this constitutional and legislative framework, a robust ethos of accountability has not yet developed in South Africa. Management and political realms should

be mindful that it is impossible for M&E to substitute exceptional administrative and management systems but rather enhance existing systems.

### **2.8.2. M&E systems in South Africa**

According to the Presidency (2007), the South African M&E system is a collection of accountability relationships, standards, plans, strategies, indicators, information systems, management methodologies, organisational arrangements and hierarchy of reporting. The collection of accountability relationships empowers the three spheres of government and other entities to execute their M&E purpose successfully. The prescribed management foundations are the enabling conditions such as the organisational capacity and culture, which establishes if the advice from the M&E role-players persuades the decision-making, service delivery and learning within departments.

The DPME, Statistics South Africa (StatsSA), National Treasury (NT), Department of Public Administration (DPSA) jointly linked the method of evolving and institutionalising the all-embracing Monitoring and Evaluation System (M&ES) supported by the Office of the President. This collective undertaking from diverse departments deduced a series of policies, guidelines, and frameworks engrossed with the elevation of an outcome-focused evaluation system for the South African public service (Babbie, 2010). Rabie (2011) explains that an M & E system can depict the core objectives and questions to be attained through monitoring and evaluation endeavours.

### **2.8.3. Readiness**

Sanders et al. (2017) describe readiness as the actual implementation of individual and organisational reserves. Other scholars like Ahmad & Cheng (2018) describe readiness to change for any establishment as the critical factor to adapt to its new environment. Similarly, Helfrich et al. (2011) assert that the provision of the actual innovation in an organisation requires that all employees should be prepared to respect obligatory changes properly.

Within the discipline of Monitoring and Evaluation, Kusek & Rist (2004), assert that a readiness assessment is significant for constructing a results-based M&E system and is vital to conclude how contributors benefit from the M&E system and also how the M&E system will be advantageous to participants. The impetus for a readiness assessment before building the M&E system is to ascertain ownership, benefits and beneficiaries. Additionally, Imas & Rist (2009) assert that readiness assessment

involves essential matters, including the occurrence or non-existence of M&E champions and enticements, roles and responsibilities, organisational capacity, and blockages to accomplishment.

A Readiness Assessment includes an analysis of the existing organisations abilities that can perform Monitoring and Evaluation (Imas & Rist, 2009). According to Kusek & Rist (2004), a readiness assessment tool encourages specific governments and stakeholders to engage with public sector transformation. The readiness assessment tool is necessary to confront the specifics to create a results-based M&E system. RBM&Es are critical for organisational structures responsible for the expansion plans embedded in an M&E system.

Neglecting to accomplish a readiness assessment, understanding to grow an M&E system is challenging with problems and disappointment (Kusek & Rist, 2004). According to the Kusek (2011) report, doing a readiness assessment is necessary for informing and influencing the attempts to build result-based M&E. Kusek & Rist (2002) propose that frequently, administrations neglect the importance of a readiness assessment preceding the implementation of an M&E system supported by findings executed to ascertain the readiness of countries to implement M&E in developing countries. Countries like Chile, Brazil, Niger and Uganda, indicated that these countries were not ready for an M&E system. Readiness assessments concentrate on essential apprehensions, including the existence or absence of M&E champions and the incentives governing the champions and capacity within the organisation, roles and responsibilities. Finally, barriers may delay getting started (Imas & Rist, 2009).

#### **2.8.4. Why a South African Result-Based M&E system?**

The South African government issued a directive for public entities to create a monitoring and evaluation system (The Presidency, 2007). South Africa shows a growing internal mandate for M&E evidence (Porter & Goldman 2013), which can influence the drive for an M&E system. Mayne & Zapico-Goni, (1999) assert that the results-based M&E system tends to blend the traditional method of monitoring execution with the assessment of results. The results-based M&E system allows organisations to adapt and change the theories of change or logic models. The RBM&E system allows the changes in its execution methods to strengthen the attainment of anticipated objectives and outcomes (Kusek & Rist, 2004).

Developing countries seem to prefer a results-based M&E system that offers robust understanding public sector departmental performance because it assists with the establishment and validation of approved budgets and being aware of good practices even though it concentrates on attaining outcomes. In addition, an RBM&E system ascertains outcomes that permits leadership to construct linkages and execute corrective measures (Mackay, 2006). Kusek & Rist (2004) suggest that a results-based M&E system concentrates on attaining outcomes while an activity-based management system emphasises operating in line with agreed identified activities. The non-alignment of the activities to outcomes creates difficulty to comprehend how the execution of the activities leads to enhanced performance.

Results-Based M&E (RBM&E) engages with performance assessment and measurement to produce effective outcomes and certifies that endeavours to integrate into recipients' lives and their environment linked to the projects. Thus, RBM&E offers pivotal and, at times, distinctive data about the performance (Gebremedhin et al., 2010). Rabie (2011) asserts that Results-Based M&E transcends the traditional practice focused on M&E implementation but embraces the appraisal of outcomes and impacts.

#### **2.8.5. South African Government-Wide Monitoring and Evaluation system (GWM&Es)**

South Africa adopted the government-wide M&E system (GWM&Es), where the policy system consumes data from the three spheres of Government for Monitoring & Evaluation. The design intended to engrain M&E in the three (3) spheres of government, providing prevailing internal management systems, for example, budgeting, planning, and reporting (Cloete 2009). The World Bank Monitoring and Evaluation model was the inspiration for the South African Government-wide Monitoring and Evaluation Strategy (GWM&Es).

Molepo (2011) explains that the Framework for the Government-wide Monitoring and Evaluation (GWM&ES) and the provision of regulation to enable implementation of M&E in the public service, but also offers a system to reinforce the execution of an effective monitoring and evaluation system. Rabie (2010) suggests a method to validate the GWM&ES by the gathering of data should be circulated at the departmental level to certify the practice of applicable information for the specific sector.

The Presidency (2007) asserts that the GWM&Es offered an overarching national data management framework for most sectors and provincial systems regulated the ideologies, standards, procedures, and practices incorporate government data to advise results-based policy and program development. The

intended objectives of the GWM&E framework are to improve the recognized value of performance analysis and information while improving established performance management, data and improving functional M & E capacity (The Presidency, 2007). Cloete (2009) posits that the emphasis of the GWM&ES is to analyse and interpret the information in line with the strategy and policy information instead of undertaking primary data collection. The GWM&ES methodology thus offers secondary information as it links into the M&E systems from various sector departments across the provinces. Furthermore, Cloete (2009) asserts that until 2005, individual employee performance management evaluations were institutionalised and methodically incorporated in the South African public sector, indicating the newness of the South African government GWM&E system.

Mwaijande (2018) describes a national evaluation policy that influences the evaluation process, activities, resources, and evaluation results. The endorsement of the new NEPF 2019, the ambit to embark on evaluations has extended to all three (3) spheres of government. The NEPF 2019 guides, novel evaluation methods, specifically rapid evaluations, and capacity development on rapid evaluation, were identified as a necessity across all provinces. To address the need for capacity development, the DPME aims to offer capacity development programs to provincial departments in October 2021 (Department of Planning, Monitoring & Evaluation, 2021).

#### **2.8.6. The Provincial- Wide Monitoring and Evaluation system (PWM&Es)**

The provincial results-based approach had linkages with the Government-Wide Monitoring & Evaluation System (GWM&ES), the Provincial-Wide Monitoring & Evaluation System (PWM&ES), National Evaluation Plan (NEP), Provincial Evaluation Plan (PEP) and the Departmental Evaluation Plan (DEP). Hojlund (2015) describes the NEP as a systematic and established M&E framework in numerous inter-reliant organisational units to enhance decisions and cement oversight. The approach to M&E is significant in demonstrating the plausible links to national outcomes as exhibited in the National Development Plan (NDP) and the Provincial Strategic Plan (PSP). Cloete et al. (2014) assert that the Provincial Planning and M&E Forum played a transversal role in M&E systems. The department or office of the Premier coordinates the forum. The forum offered direction, counsel and safeguarded the data related to M&E issues. The decision to change the annual provincial evaluation plan, the traditional full-scale evaluations, to a new repositioned approach of rapid evaluations was beneficial and expedited the turnaround rate.

The Provincial M&E framework is the premise for M&E in provincial government departments to enable and synchronise the M&E functions within the provincial realms. It accounts for the improvement with the execution of the significant strategic priorities within the provincial departments (Morkel, 2014). The Western Cape Government (WCG), within their M&E domain, utilised a results-based Monitoring and Evaluation approach where provinces established provincial-wide monitoring and evaluation systems (PWM&Es) to ensure the achievement of provincial outcomes (Govender, 2013). The expectation is that the department within the WCG links its M&E systems to the PWM&Es. The linkage ensures that benchmarks are entrenched. According to Ile (2014), when a sector benchmark, performance with others, or contradicts best practices, executives might recognise pertinent inadequacies and expand departmental functioning and outcomes.

Rapid evaluations decrease the expenses of evaluation plans and the duration of evaluations (DPME, 2020). Rapid evaluation generates results that link policy and practice and is a robust tool to offer beneficial direction for decision-making (DPME, 2021b). It addresses the demand to evaluate programs, policies, strategies, etc. rapidly, and create core performance information, with critical enhancements for enhancements (Hercules, 2019). Kusek & Rist (2014) suggest that rapid evaluations are a fast, affordable M&E technique to assemble opinions and reactions from the recipients and participants occupied with development programs and projects. This method offers swift evidence to support managers to make informed decisions. Sound, rapid evaluation design should include utilising the logic model or theory of change to certify that rapid evaluations are more reliable. The rapid evaluation uses evaluation lenses, i.e., significance, success, competence, sustainability and Controlled data appraisal and analysis (Hercules, 2019).

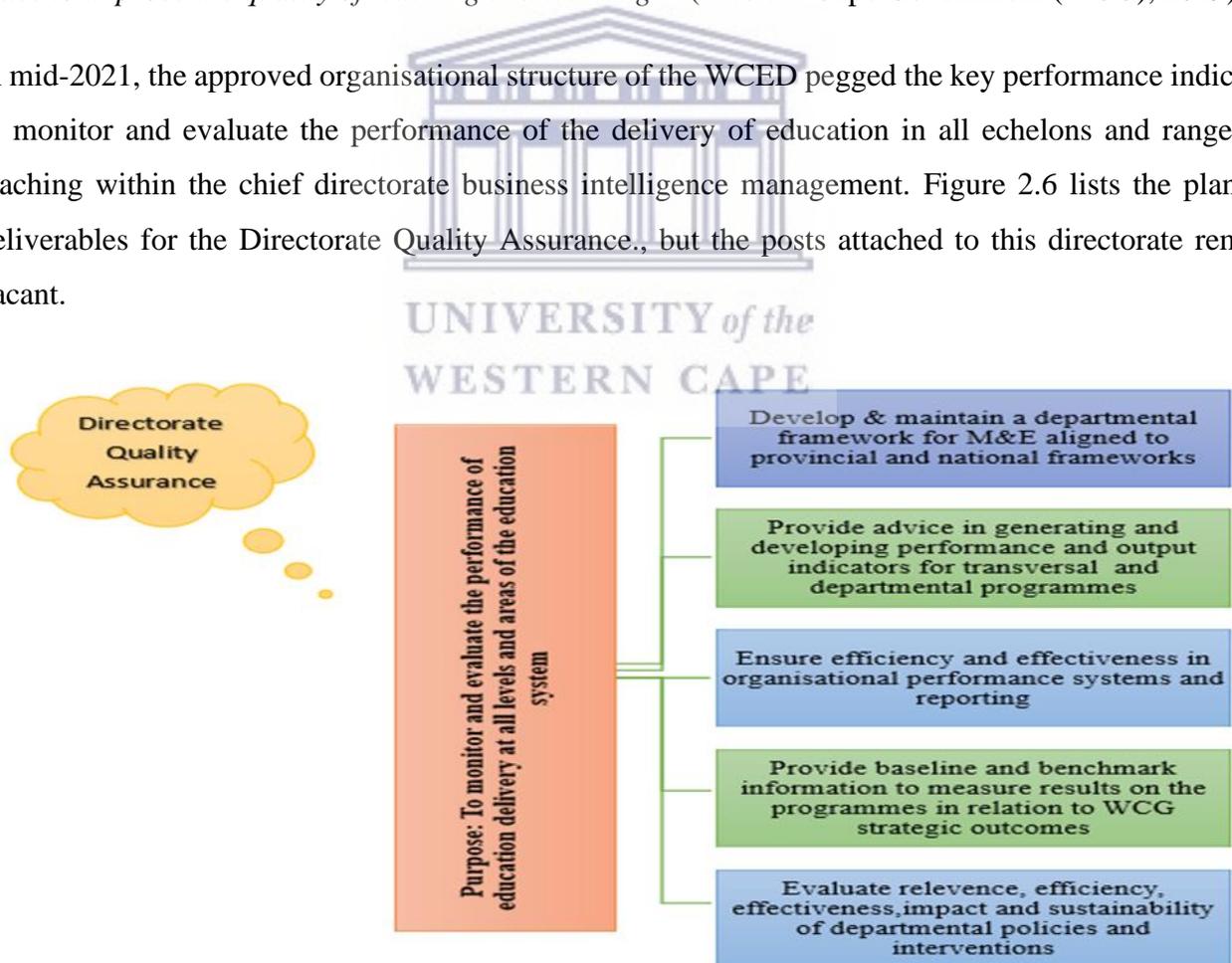
## **2.9. M&E at the WCED**

The policy agenda for Monitoring and Evaluation in the Western Cape Education Department, being a public sector department in South Africa, is encompassed in the realms. The National Evaluation Policy Framework (NEPF) offers a shared discernment of evaluation transversely in all spheres of government. In addition, the NEPF has an institutional framework for evaluations and instruments to encourage the use of evaluations, which is a necessary organisational tool (NEPF, 2011). Embedding the NEPF into the policy, program, planning, or project cycle of the WCED is important.

The WCED employs the most significant number of staff in the Western Cape government. Still, the department does not have a specific M&E unit that focuses on particular indicators required by the department. Monitoring and evaluation occurred piecemeal within the department with the Directorate Quality Assurance focus mainly on Whole School Evaluation (WSE) policy framework.

In 2018, amendments to the Western Cape Provincial School Education Amendment Act, 2018 (Act 4 of 2018), promulgated in 2018, occurred and included the creation of an evaluation authority to name the "Western Cape School Evaluation Authority (or "SEA")", to lead independent evaluations of school quality. *"The purpose for SEA is, therefore, to raise standards and improve learning outcomes. It aims to drive school improvement through evaluating quality and practices in all schools (not just underperforming ones) and also identify and share focused and innovative local programs that are in place to improve the quality of teaching and learning."* (Western Cape Government (WCG), 2019)

In mid-2021, the approved organisational structure of the WCED pegged the key performance indicator to monitor and evaluate the performance of the delivery of education in all echelons and ranges of teaching within the chief directorate business intelligence management. Figure 2.6 lists the planned deliverables for the Directorate Quality Assurance., but the posts attached to this directorate remain vacant.



**Figure 2.6 Directorate Quality Assurance delivery areas.**

According to Goldman & Pabari (2020), rapid evaluations typically have an added restricted set of evaluation questions compared to more extensive evaluations. Annually, the Auditor General (AG) reports findings on performance information. Thornhill (2012) explains that Sections 188 and 189 of the Constitution (1996) make provision for the role of the Auditor-General (AG) and has a vital monitoring and evaluation role concerning the financial management and administration of all national and provincial departments and the municipalities.

The Annual report of 2019/20 reflected material findings regarding the practicality and dependability of specific programs and exposed that the planned target for certain indicators was not precise in clearly detecting the type and mandatory level of performance. Other comments from the AG indicated that the inability to acquire sufficient suitable audit evidence to achieve an indicator existed. The accomplishments stated in the annual performance report substantially varied from the accompanying evidence submitted for the indicators recorded. Still, the AG report found a disregard for the items. In addition, the AG report indicated that management failed to have suitable record-keeping procedures institutionalised to safeguard the stated performance evidence supported by reliable accompanying evidence. The execution of the action plan to speak to recurring findings on predetermined objectives was inadequate to prevent material misstatements in the performance report (The Western Cape Education Department, 2019/20).

Similarly, the WCED annual report of 2018/19 reflects that the AG could not acquire adequate suitable audit evidence of the stated attainment of the target. The stated attainments in the AR report varied from the accompanying evidence presented for the indicators indicating that management failed to have suitable record keeping procedures institutionalized to safeguard that said performance evidence was not reinforced by reliable concurrent evidence. The re-examining and Monitoring controls applied by the executive to certify that the annual performance report (APP) was precise and comprehensively aligned with the reporting framework, was not suitable (The Western Cape Education Department, 2018/19).

Theory of Change at an organizational level possibly will empower the advancement of the improved strategic plan; simultaneously, a ToC at the program level could facilitate the passage of a more robust logical framework or another category of the planning document. DuBow & Litzler (2018) suggest that in a multifaceted project or program, a sophisticated touch can assist an establishment's management

action strategic conclusions about program constituents, the direction of the organisation and foremost concern, and offer parameters accountability for evaluation.

Public sector departments must show results, and departments expect to establish progress toward making a difference in the lives of citizens during the return-on-investment approach. Residents are no longer concerned to administer laws, but also service delivery and achieving outcomes. Correspondingly, the Government in South Africa established that to safeguard the achievement of tangible results, how the state reports on, monitors, or evaluates the programs, projects, and policies is vital (Public Service Commission (PSC), 2009). Cognisance of the standing of M&E as a pivotal instrument to hold each other accountable to achieve outcomes was beneficial.

## **2.10. Institutionalisation of M&E and M&E capacity**

Institutionalisation is the organisational expansion and development progression that results in linkages in governance, ethics, administrative policies, and arrangements linked to culture and environment (De Coning & Rabie, 2014). Thus, their drive to institutionalise M&E with organisations cannot simply be the drive from top management to employees. The top-down approach could result in staff not feeling part of the process and thus not taking ownership in M&E and the integration in planning between governmental institutions. Mackay (2007) believes that an M & E system can only be sustainable if embedded within the organisation's policy, people management structure, planning cycles, and budget practices. Cloete & De Coning (2014) indicate that establishing an M&E unit as part of the institution, i.e., the M&E unit in the organization, with the line of reporting directly to the head of the department (HoD) as a decision-maker, or the line manager, are considered as important issues.

Cloete & De Coning (2014) propose that precise institutional capabilities are essential during diverse periods or leading activities. According to Cloete, Rabie and De Coning (2014), it can become challenging to build an M&E system and settle the institutional arrangement. Hamilton & Dobson, (2002) describe institutionalisation as where organizations grow and progress and create controlled and lasting behaviour patterns. De Coning (2014) believes that the establishment of functional M&E components should include the correct people who can offer pertinent and valid data to realize improved programs.

Institutional arrangements within any establishment are vital to produce a culture for M&E (Becerra-Posada, et al., 2014). M&E has heavy compliance, reputation, and a lack of institutionalisation influences the perception. Collaboration amongst role-players within institutions is required to embed M&E within the WCED. Batley & Larbi (2004) posit that the evolving position of the state presented a changed established method, which endeavoured to offer a standardising benchmark on the creation of systems with the organisation which would influence holistic change and contrastingly aid narrow-minded individual interests.

Successful institutionalisation is perceived when an organisation has high-quality M & E data valued and applied as organisational incentives. This approach to M&E data would afford the M&E system sustainability as M&E data is utilised at various levels, i.e., political, capacity, and environmental hurdles (Mackay 2007). Institutionalisation ascribes to organisational expansion and development procedures that comprise practices, policies and guidelines, systems, and structures entangled with an organisation's culture and environment (Stofile, 2017). The public sector often utilises M&E institutionalisation to increase institutional proficiencies, capacity, structures, and systems (Hlatshwayo & Govender, 2015).

According to Cloete & De Coning (2011), it is imperative to safeguard the people management capacity to administer an M&E unit. These people management requirements include the need for effective managers and technical staff with the right skills, an understanding of the M&E framework, and utilising and managing indicators.

The Centre for Learning on Evaluation and Results (CLEAR) conducted an evaluation study about M&E systems in six countries in Africa, including South Africa and discovered that the evidence about M&E is often not considered (CLEAR, 2013). In a similar vein, Mouton (2010) explains that a limited number of M&E practitioners authenticate their findings in South Africa. Schacter, (2000) suggests that the main restriction to efficacious M&E capacity education in sub-Saharan Africa is the absence of demand due to the lack of a robust evaluation culture, which emanates from the absence of performance culture in the public sector. Monitoring and Evaluation (M&E) are influential public management instruments to advance how administrations and establishments attain results. Similarly, the need exists for governments to embed people management systems, financial management systems and audit systems with adequate performance feedback systems (Kusek & Rist, 2004).

## 2.11. Conclusion

This chapter reviewed the existing literature on Monitoring and Evaluation (M&E) and probed the policy and legislative context. The literature attempts to encompass elements that speak to the understanding of and attitudes towards Monitoring & Evaluation (M&E), readiness to implement Monitoring & Evaluation and the advantages and disadvantages of Monitoring & Evaluation (M&E). The chapter also explored the conceptual framework of the study, the legislative and the theoretical framework of the study. The chapter would now transit to chapter three to interrogate the research methodology which was employed to gather the data on monitoring and evaluation at the Western Cape Education Department to investigate staff readiness.



# CHAPTER THREE

## RESEARCH DESIGN AND METHODOLOGY

### 3.1. Introduction

The preceding chapter examined the literature review of the study. This chapter would explore the research methodology of the study. This research design and methodology chapter delineate the research process and the approach applied to collect and analyse the data on monitoring and evaluation at the Western Cape Education Department: investigating staff readiness. The data collection methodology centres around the research design, research population and sampling method and the instrument utilised to undertake the research. In contrast, the data analysis speaks to the method utilised to process the results whilst being cognisant of validity, reliability, and credibility characteristics.

Mesly (2015) postulates that gathering data can be accomplished through a primary source. The researcher is the first person to obtain the data or a secondary source, whereby data, previously collected from other sources, i.e., in books, articles, journals, and other sources. This study sourced its primary information using closed-ended questions in an online survey disseminated via Microsoft forms to the identified participants through stratified random sampling. Webb & Auriacombe (2006) postulate that a quantitative research method adopted from the natural sciences to ensure objectivity, generalising, and reliability may use preliminary investigation, experiments, surveys, or questionnaires as an approach. The study focused on the readiness of staff, understanding of and attitudes towards M&E, and the advantages and disadvantages of Monitoring & Evaluation amongst staff at the WCED.

### 3.2. Research Methodology

The research methodology speaks to quantitative research within the paradigm of positivity. Scholars cognisant of the positivist approach suggest that there is one unbiased reality visible by a researcher who has limited, if any, impact on the object observed. Rossi, Lipsey & Freeman (2004) posit that the style comprises evaluation dimensions, including a needs assessment, program theory, assessment of program process, impact assessment and efficiency assessment. It also recognises and defines three comprehensive standards in program evaluation. The first, and perhaps most familiar, is the positivist approach, where evaluation only occurs when objectives, observable and measurable aspects of a

program, requiring predominantly quantitative evidence, are present (Potter, 2006). Research methods of collecting data or methodology involve a deliberation on the planning, constructing and implementation of the research to observe the mandates of truth, objectivity, and validity. Consequently, research methodology concentrates on the progression of research and the choices required for implementing the research (Brynard & Hanekom, 1997).

This study applied the quantitative survey research design. Quantitative research tests objective theories by connecting variables measured with tools that create numerical data that can be statistically examined (Creswell, 2008). Furthermore, most quantitative research designs in social sciences fall into one of the following two categories (a) Survey Research Designs, or (b) Experimental Research Designs (Nayak & Singh, 2021). The research gathers numerical data via standardised practices, then employs statistical approaches to understand the data and is often characterised by examining cohesion across all teaching and learning. Quantitative research is employed to explore the causal relationships but also look at associations or relationships between variables. Sukamolson (2007) speculates that various genres of quantitative research are grouped as survey research, experimental research, correlational research, or causal-comparative research. Similarly, according to Williams (2011), quantitative research originates from a problem statement, producing research questions or hypotheses, re-examining associated literature, and quantitative data analysis.

The research quantitatively interrogated the understanding, attitudes toward and readiness for Monitoring and Evaluation amongst staff within the WCED. The quantitative approach accentuated independent dimensions and the numerical or statistical assessment of data gathered through the online survey.

### **3.3. Research Design**

The research design suggests the plan for the study undertaken. According to Nayak & Singh (2021), research design, test hypotheses and needs many components analysis, usually a sample from a large population. It encompasses processes to be adhered to in the last three steps of the research process about data collection and analysis and report writing (Creswell, Hanson, Clark, & Morales, 2007). Similarly, according to Durrheim (2004), the research design is a premeditated context that operates as a conduit amongst research questions and execution of the research approach, and Babbie & Mouton (2007) describe the research design as a blueprint of how to administer the research.

### **3.3.1. Descriptive Survey**

The descriptive study establishes connections amongst variables to run quantitative research to ascertain the linkage between an independent variable and a dependent variable within the population. According to Fox & Bayat (2007), descriptive research intends to clarify existing questions or difficulties during data collection, more clearly defining the position.

Descriptive designs accumulate information without changing the environment or manipulating any variables; thus, they do not address any cause and effect. According to Grove, Burns & Grey (2013), descriptive research is often utilised to advance theory, recognise difficulties with existing procedures, validate existing procedures, voice discernments, or ascertain what others in comparable conditions are doing.

The Descriptive Survey Research methodology was the preferred approach to collect data from the target population. Post-analysis determined the readiness and attitude of the WCED Staff and how they perceived and understood M&E. According to Mugenda (2008), descriptive survey research accumulates information from the population. It defines existing trends by inquiring about individual perceptions, attitudes, behaviour, or values. The descriptive study was selected to ascertain prevalence rates of the WCED staff understanding, readiness and attitudes toward M&E and does not address the relationships between variables.

### **3.3.2. Cross-sectional**

The study employed a descriptive research design using a cross-sectional survey. In cross-sectional studies, variables of interest in a sample of subjects are scrutinized and the associations amongst them are decided (Peck, Olsen & Devore, 2001), allowing room for further exploration and research. According to Levin (2006), the cross-sectional study occurs at time intervals or over a short period. The cross-sectional study assesses the prevalence of the outcome of significance for a given population. Similarly, Setia (2016) asserts that a cross-sectional study measures the outcome and the exposures in the study participants concurrently. This cross-sectional survey gathered data to make deductions about the population. The study deduced the perceptions, understanding and attitudes toward Monitoring and Evaluation at the WCED assessed the readiness of staff to implement M&E and examined the advantages and disadvantages of M&E.

### **3.4. Sampling Process**

The Western Cape Education Department employs approximately 42 388 staff members, including schools, eight (8) district offices, and the Cape Town central business district head office. Educators encompassed the most significant proportion of staff, consisting of 33 398 educators, with the remaining 8990 being public servants serving at the educational institutions and eight district offices. The WCED head office has a staff component of 1591 employees across all salary bands.

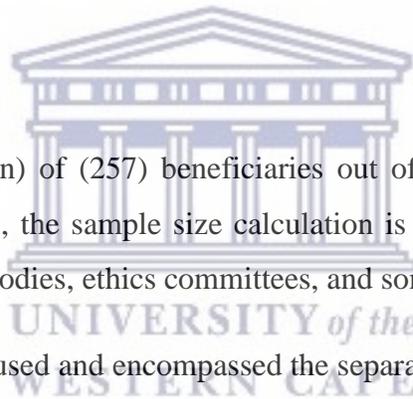
The research commenced at the Head Office of the Western Cape Education Department. The sampling process was cognisant of probability sampling, whereby the probability of selecting each individual is identical. Brynard & Hanekom (1997) posit that the sample should characterise the population the research intends to conclude. Additionally, the sample was separated and defined into visibly well-defined subpopulations or strata

#### **3.4.1. Sampling strategy**

The research sample size was (n) of (257) beneficiaries out of the total (N) of 515 for the study. According to Macfarlane (2003), the sample size calculation is a crucial facet of study etiquette for submission to research funding bodies, ethics committees, and some peer-reviewed journals.

Stratified random sampling was used and encompassed the separation of a population into smaller sub-groups. In the sample, the salary level band classifies the work structure: supervisor, junior manager, middle manager, and senior manager, also referred to as strata (Matthews & Harel, 2011). In stratified random sampling, the strata ascertain the participants' shared characteristics.

The stratified random sample divided the population elements into mutually exclusive, non-overlapping groups of sample units. Salary levels, gender, and work category were used as the sample units, followed by a simple random sample of uneven numbers from the identified salary level bands. This study used the salary bands between level 8 to 16 categories. The total number of staff members within the level 8-16 salary band at the WCED head office is 515 staff members. Figure 3.1 shows disaggregated into strata.



Salary Level/ Band	Work Classification	Category	Head Office Total	Gender Breakdown		Sample Gender Breakdown		Sample Total
				Male	Female	Male	Female	
8-10	Skilled technical and academically qualified workers, junior management, supervisors, foremen and superintendent		356	165	194	83	97	180
11-12	Professionally qualified and experienced specialists and mid-management		120	70	50	35	25	60
13	Senior Management		24	13	11	6	5	11
14-16	Top Management		12	9	3	4	2	6
<b>GRAND TOTAL</b>			<b>515</b>	<b>257</b>	<b>258</b>	<b>128</b>	<b>129</b>	<b>257</b>

Source: Author's Construct, 2021 (\*Minister is excluded.)

**Figure 3.1: The sample disaggregated into strata**

The unit of analysis for the study are staff members within the Western Cape Education Department between salary levels 8 to 16 situated at the head office in Cape Town.

### 3.5. Research Instrument

A research instrument is a tool used to collect, measure, and analyse research interests. The research instrument used consisted of closed-ended questions utilising the Likert scale, disseminated using an online survey. Survey research outlined the practice of effecting research utilising surveys circulated to survey respondents. The data gathered from surveys were statistically analysed to draw meaningful research conclusions. Survey research “*responded to questions that have been raised, to solve problems that have been posted or observed, to assess needs and set goals, to determine whether or not specific objectives have been met, to establish baselines against which future comparisons can be made, to*

*analyse trends across time, and generally, to describe what exists, in what amount, and in what context.”* (Isaac & Michael, 1997, p136).

### **3.5.1. Questionnaire and Online survey**

A questionnaire tends to take a quantitative method to measure perceptions and offers data to make generalisations (opinions) of an assumed population on a specific phenomenon (Daka, 2019).

Survey research reviews both big and small populations by recognising samples selected from the desired population, which is essential to establish the proportional frequency, dispersal and interrelationships. The central objective of survey research is to offer lucidity about a substantial population by surveying a sample where a succession of questions are presented to the respondents—the answers displayed in percentages, frequency distribution, and other statistical approaches (Kerlinger, 1973).

Sukamolson (2007) defined a survey as a type of quantitative study that comprises sampling questionnaire, questionnaire design, and questionnaire administration to assemble data from the population investigated, followed by an analysis for improved understanding of behaviour.

An existing instrument was not available that would test all the elements of the research questions; thus, various questionnaires broadly linked to concepts of the study utilised, and questions matched the research questions.

The questionnaire consisted of closed-ended questions disseminated by using an online survey applying the Likert scale. Likert scales are recommended in the educational study since they are effortless to complete and read. They can generate highly dependable scales and might explore discovering what individuals believe (Kilonzo, 2018).

Sheehan & McMillan (1999) state that researchers are required to modify online surveys to benefit the target audience; thus, online surveys necessitate detailed planning. The combination of policy guidelines, kidSIM attitudes questionnaire (Sigalet, Donnon & Grant, 2012); Munroe Multicultural attitude scale questionnaire (Munroe and Pearson, 2006); National Evaluation Policy Framework of 2011, Change Readiness Survey (WorkLife Design, 2008), LEG self-assessment tool and feedback performance instrument (2019) contributed to the development of the research instrument, with the

research questions guiding the process of selecting questions for the survey. The research instrument is designed with existing tools and adapting them for specific research purposes. The questionnaire was then transferred into the Microsoft forms platform to develop the online pilot survey.

Survey research is the assembly of data from a test of individuals through their answers to questions (Check & Schutt, 2012). Survey research harnesses the attributes of a population quantitatively. These attributes often comprise investigating the relationships between variables. The data encompassed for survey research is collected from people, and thus the data is subjective. In addition, survey research uses a defined population from which the outcomes can make a presumption of the broader population (Glasow, 2005). An online survey established the WCED staff's understanding of attitudes toward and readiness for M&E. The utilisation of online surveys for research appears to have gained international acknowledgment as an expedient and economic data collection method. The administrative workload involved in self-administered questionnaires for a sample of 257 respondents would have been a challenge, particularly during a pandemic with varying degrees of challenges about contact and access to respondents.

### **3.6. Permission from the WCED**

Permission to conduct the study was authorised by the UWC Senate, Higher Degrees Committee and the Humanities and Social Science Research Ethics Committee to research Ethics Reference Number (HS20/10/25). Following the approved UWC permission, a request for permission to research WCED was undertaken by following the process set out by the WCED. The standard operating procedures of the WCED were adhered to, and the necessary permission to research within the WCED was requested. The department specified distinct timelines in which to complete the data collection. The abstract and the questionnaire tool were requested and sent to the Department of Education Research Ethics Committee before permission to undertake research was approved. A request was sent to the Directorate Research Services at the WCED requesting permission to undertake the said research within the department. Permission was received in January 2021.

### **3.7. Data Collection Procedure**

Primary and secondary data were used for this study, with the primary focus of the survey, to answer the three central questions of the research, including “What is the understanding of and attitudes towards Monitoring & Evaluation (M&E) amongst staff in the WCED?”, “What is the readiness for Monitoring

& Evaluation (M&E) amongst staff in the WCED?” and “What are the advantages and disadvantages of Monitoring & Evaluation (M&E) at the WCED?”.

The secondary data collected were from journal articles, policies and policy frameworks, books, political mandates, official reports, meeting minutes and forum minutes. Regardless of which discipline is studied, Nayak & Singh (2021), posit to at all times collect data on the lowest level unit of analysis possible, which is further explained by collecting data about individuals, rather than about households. The data was collected through an online survey, which used the MS forms platform. The research took an overall duration of 24 months, which included the period of proposal ethical approvals, and the collection of data (including the analysis) took about three months.

### **3.7.1. Pilot Study**

#### **Validation and Pilot Testing of Research Instruments**

The research instrument was pilot tested to ascertain the preliminary data to evaluate the suitability of the content and clarify if the questions presented were yielding the applicable data. Data for the pilot was collected from a sample of twenty-five (25) respondents, of which fourteen (14) participated. The pilot respondents were not employed at the WCED but were similar in salary level and public servants. According to Arain, Campbell, Cooper, & Lancaster (2010), a pilot study is a small feasibility study designed to test various aspects of the methods planned for a more significant, more rigorous, or confirmatory investigation. Similarly, Polit & Beck (2017) explain that the rationale behind a pilot study is to prevent researchers from starting comprehensive studies deprived of sufficient knowledge of the methods intended. A pilot study intended to avert the incidence of critical fault in a study.

A pilot study was conducted for ten days between 30 March 2021 and 10 April 2021 to test the survey questions. The response rate for the pilot study was N=14 (56%). The pilot survey questions were constructed under one broad category, “understanding M&E at the WCED”, with 12 main questions and many sub-questions categorised utilising the Likert scale. Open-ended questions were added at the end of the pilot survey, which allowed the respondents to provide feedback on the survey questions and structure. These open-ended questions included (1) Please make any suggestions to improve the survey and suggest gaps in the questions; (2) “Were the questions clear and concise?”; (3) “Was the survey too long for a master’s mini-thesis?”; (4) “General comment?”.

Consequently, the online pilot survey highlighted minimal challenges with the survey. Changes suggested were around the repetition of questions, ambiguous language usage, and creating categories for the questions. The online survey was adapted and altered to incorporate the responses received from the pilot study.

### **3.7.2. The Survey**

A revised questionnaire as per the comments in the pilot study was finalised. The research questions were utilised as the broad themes for the revised survey, which was further adapted to encompass the following categories, i.e. (1) demographic information; (2) The WCED's understanding toward M&E; (3) Attitudes towards Monitoring and Evaluation (M&E); (4) M&E Readiness; (5) Advantages and Disadvantages of M&E; (6) Institutionalisation of M&E. Sub questions were further adapted to be categorised to fit a broader theme and utilised the Likert scale to develop each category. The online survey was disseminated using Microsoft forms and emailed requests to the identified participants.

The online survey used the Likert scale where the WCED staff who participate in the survey specify their level of agreement to a statement (1) Strongly disagree; (2) Disagree; (3) Agree; (4) Strongly agree to questions about the research questions, "What is the understanding of and attitudes towards Monitoring & Evaluation (M&E) amongst staff in the WCED?", "Are the staff ready to implement Monitoring & Evaluation (M&E) in the WCED?" and "What are the advantages and disadvantages of Monitoring & Evaluation (M&E) amongst staff at the WCED?". The Likert scale questionnaire offers ordinal measures of a respondent's view on how strongly they agree or disagree with a specific phenomenon. For this study, the Likert scale had no neutral midpoints.

The WCED head office moved buildings from March to April 2021, and staff access to the internet and resources was interrupted; thus, the online survey commenced between 10 May 2021 and 16 July 2021 for two (2) months). According to Hogg (2003), as an alternative to the exasperation of research during an inconvenient time about a telephone survey, the online survey allows the respondent to complete the online survey at a more suitable time. Notwithstanding the innovation in online survey research challenges relating to the lessening response rates, suspicion on the usage of the survey information, and more importantly, the online surveys being supposed as spam (Gilbert 2001) and (Jarvis, 2002).

The sample population received an online survey link, email, and the introduction clearly stated the research intent, ethical parameters, and the request for consent from the participants. The respondents informed that participation was voluntary and anonymous as no names or email addresses were collected.

Telephonic and email inquiries were received from a small percentage of participants. Some respondents were not comfortable using Microsoft forms, and others were concerned that the survey link was spam mail. This discomfort regarding the Microsoft forms was addressed by emailing the survey in excel format to the said participant and having the respondent complete the survey and add the info onto Microsoft forms. Queries about concerns that the survey was spam mail were also addressed by emailing the participants with the assurance that the email was not spam mail.

During the first three (3) weeks, the initial response rate to the online survey was meagre. Due to the large cohort of the sample being levels 8 to 10, engagement with middle management took place to intervene and assure staff the survey was not spammed; also requested that those staff members who received the link, and were willing to participate, should complete the survey. Reminders were sent to the respondents at 10-day intervals to complete the survey if they chose to participate.

### **3.8. Data Analysis**

The data for the study were collected using a descriptive research design. Data cleaning concluded before the data were analysed, where incorrectly entered or missing values were detected, removed, or replaced. The data analysed were presented in tables for clarity during the interpretation.

Data analysis should start with a spreadsheet with types of collecting data in the columns and instances in the rows rather than summary statistics derived from raw data. If one downloads data from online questionnaires, it is often quite disordered and needs organising.

Data gathered in quantitative research using various instruments like questionnaires must be evaluated and decoded. Quantitative data from close-ended questions and Likert Scales were coded and entered into Statistical Packages for Social Scientists (SPSS) Version 27.0 and analysed. The raw data were entered into the Statistical Program for Social Science (SPSS), coded, cleaned, and checked for errors. The cleaning of data was completed by accumulating responses, calculating the percentages of variations

in the answers, and defining and interpreting the data linked to the research questions (Novikov & Novikov 2013).

Following the analysis of the quantitative data, they were organised in tables and with explanations provided. De Vos, Strydom, Fouche, & Delpont (2005) explain that the data analysis method in a quantitative study comprises information compartmentalized categories or elements to examine the identified hypothesis and research problem.

In this study, the testing of relationships and comparisons was not within the parameters of this study. The analysis comprised descriptive statistics, which provided data, unfolding the data corresponding to frequencies, means, and standard deviations. The descriptive analysis includes generating tables, charts, and summary statistics from raw data.

### **3.9. Ethical Considerations**

The ethical integrity of the research was imperative. Adherence to the necessary protocols and ethical guidelines of the University of the Western Cape was observed. Approval was requested from the Western Cape Education Department and permission to research within the department was granted in January 2021.

Respondents have been contacted via an online survey, and their participation was voluntary. No administrative or political influence was present within the research study. The primary role of the respondents in the research was to serve as a source of data. The dignity, integrity, privacy, and confidentiality of all research participants' personal information were protected. The research strived for honesty in communication whilst reporting data, results, methods, and procedures. At no time was information fabricated, falsified, or misrepresented, and there was no plagiarism. Avoiding bias in the design, data analysis, data interpretation, peer review, personnel decisions, and other aspects of the research where objectivity was expected or required.

The ethics that may emerge from this research may include:

#### **3.9.1. Informed Consent**

Participation was voluntary, and participants were informed of the research details and reasons the research is required. The research instrument, i.e., the online survey, was accompanied by a cover letter,

consent form and background to the study. As part of the survey, the information sheet provided as an attachment explains the scope and characteristics surrounding their participation and that participation was entirely voluntary.

The consent forms inform participants about the survey objectives, the rights of participants during and after their participation, the expected outputs of the research, and the nature and probable consequences of involvement.

### **3.9.2. Maintenance of privacy**

The participants were kept anonymous during the data collection process; no names and email addresses were collected during the online survey.

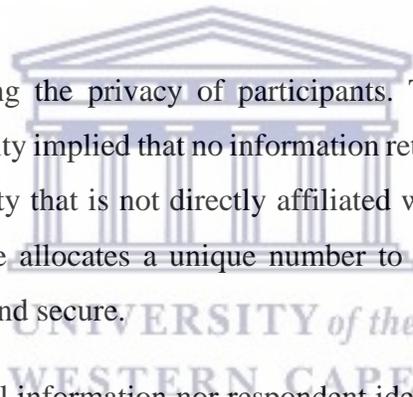
### **3.9.3. Data confidentiality**

Confidentiality signifies guarding the privacy of participants. The data utilised was kept safe and secured. In addition, confidentiality implied that no information retrieved during the survey or elsewhere could be disclosed to a third party that is not directly affiliated with the research (Matthews & Harel, 2011). Microsoft forms software allocates a unique number to the respondents as the only form of identification. Data is kept safe and secure.

Neither the respondent's personal information nor respondent identities were revealed, and cognisance of the ethics protocols which govern the study was observed.

### **3.10. Conclusion**

This chapter examined the research methodology employed to gather the data on Monitoring and Evaluation (M&E) at the Western Cape Education Department (WCED): Investigating staff readiness. The descriptive analysis of the research paradigm and the quantitative research design was discussed. The consolidation of sampling approaches stratified random sampling was applied to identify participants. The data collection instruments, process, analysis, ethical consideration, trustworthiness, reliability, validity, and the limitation of the study were discussed. The next chapter presents the data collected, interpreted and results of the study.



# CHAPTER FOUR

## PRESENTATION OF RESULTS

### 4.1. Introduction

The preceding chapter reported on the research methodology of the study, the paradigm that shaped the research, the population and the sampling procedures and also the selection of the sample that was employed to collect the data on the study on Monitoring and Evaluation at the Western Cape Education Department: Investigating Staff Readiness. This chapter presents the findings of the data and analysis of the quantitative data which were collected. The results presented in this chapter were analysed using the Statistical Package for the Social Sciences version 27. The data collected is intended to respond to the three objectives of the study, which are linked to the research questions. The purpose of this chapter, therefore, is to present and interpret the data and respond to the overarching objectives.

- (i) Section 4.2: A description of the sample presented employing descriptive information denoting age, gender, employment level, and years of service at the Western Cape Education Department.
- (ii) Section 4.3: Examine staff's perception, understanding, and attitudes towards Monitoring & Evaluation (M&E) in the WCED.
- (iii) Section 4.4: Assess the readiness of staff to implement Monitoring & Evaluation (M&E) in the WCED.
- (iv) Section 4.5: Examine the advantages and disadvantages of Monitoring & Evaluation (M&E) amongst staff at the WCED.

### 4.2. Description of sample

As intimated earlier, the Western Cape Education Department comprises the provincial ministry of education, the provincial head office, eight (8) district offices and educational institutions, including public ordinary, special public schools and registered ECD sites. The department is accountable for public schooling from Grades R to 12 in the Western Cape Province. The study consisted of 257 participants, between salary levels 8 to 16, at the head office of the Western Cape Education Department (WCED).

<b>Variables</b>		<b>N=154</b>		<b>%</b>	
Gender	Female	71		46.1	
	Male	83		53.9	
Education Level	Grade 12	3		1.9	
	Certificate	5		3.2	
	Diploma	35		22.7	
	Degree	42		27.3	
	Postgraduate	69		44.8	
<b>Variables</b>	<b>N</b>	<b>Min</b>	<b>Max</b>	<b>M</b>	<b>SD</b>
Age	154	25	65	46.74	10.73

Table 4.1 outlines the biographic information amassed from the sample of this study. The gender distribution of the WCED staff who participated in the study displays that N=71 (46.1 %) of the respondents were female and N=83 (53.9 %) of the respondents were male with a Mean age of 46.74 (SD=10.73) years.

The level of education reflected in Table 4.1 shows that almost half the respondents, N=69 (44.8%), have a postgraduate qualification, N=42 (27.3%) have a degree, N=35 (22.7%) have a diploma. In comparison, the remaining N=3 (1.9%) and N=5 (3.2%) of the respondents have a grade 12 or a certificate, respectively.

<b>Variables</b>		<b>N=154</b>		<b>%</b>	
Salary level	Level 8-10	88		57.1	
	Level 11-12	50		32.5	
	Level 13	10		6.5	
	Level 14-16	6		3.9	
<b>Variables</b>	<b>N</b>	<b>Min</b>	<b>Max</b>	<b>M</b>	<b>SD</b>
Number of years in public service	154	2	43	19.64	11.754
Number of years at the WCED	154	1.0	40.0	15.597	11.87
Years of M&E experience	154	0	30	6.34	7.42

Table 4.2 suggests that N= 6 (3.9%) of the respondents are at the top management positions (level 14 -16), N=10 (6.5%) is in senior management positions (Level 13), N=50 (32.5%) holds middle management positions (level 11-12) and N=88 (57.1%) categorised as skilled technical and academically qualified workers, junior management, supervisors, supervisors and superintendent employed at salary levels 8-10.

The respondents indicated that their number of years in the public service was a minimum of 2 years and a maximum of 43 years. The average number of years in public service was 19.64 years (SD= 1.7). Of the number of years in the public service, the respondents were employed at the WCED for a minimum of one year, with the maximum years of experience presented as 40 years with the average number of years at the WCED of 15.6 years (SD =11.87). The respondents indicated that they have monitoring and evaluation experience between zero and thirty years (30), with an average number of M&E experiences of 6.3 years (SD= 7.42).

#### 4.3. Examine the understanding and attitudes of staff towards Monitoring & Evaluation

**Table 4.3: Understanding Monitoring**

Variables		N=154	%
Monitoring is a management function that all managers should undertake	Strongly Disagree	5	3.2
	Disagree	4	2.6
	Agree	56	36.4
	Strongly Agree	89	57.8
Monitoring involves collecting, analysing, and reporting inputs, activities, outputs, outcomes, and impacts.	Strongly Disagree	3	1.9
	Disagree	3	1.9
	Agree	58	37.7
	Strongly Agree	90	58.4
Departmental monitoring data should come from normal business processes in a department, which aids monitoring and reporting.	Strongly Disagree	3	1.9
	Disagree	7	4.5
	Agree	79	51.3
	Strongly Agree	65	42.2

Respondents indicated that monitoring involved collecting, analysing, and reporting data on inputs, activities, outputs, outcomes, and impacts and N=148 (96%) of the respondents agreed. N= 145 (94%) of respondents agreed that all managers should undertake management functions in monitoring. Similarly, N=144 (94%) of respondents believe that departmental monitoring data should come from normal business processes in a department as the data aid monitoring and reporting.

<b>Table 4.4: Understanding Evaluation</b>			
<b>Variables</b>		<b>N=154</b>	<b>%</b>
Evaluation is the systematic collection and objective analysis of the evidence of public policies, programs, projects, functions, and organizations to assess issues like (effectiveness and efficiency), value for money, impact, and sustainability, and to recommend ways forward	Strongly Disagree	2	1.3
	Disagree	1	.6
	Agree	61	39.6
	Strongly Agree	90	58.4
Evaluation can be undertaken to improve performance (evaluation for learning)	Strongly Disagree	2	1.3
	Disagree	0	0
	Agree	48	31.2
	Strongly Agree	104	67.5
Evaluation can be undertaken to improve accountability	Strongly Disagree	2	1.3
	Disagree	3	1.9
	Agree	62	40.3
	Strongly Agree	87	56.5
Evaluation can be undertaken to generate knowledge (for research) about what works and what does not	Strongly Disagree	2	1.3
	Disagree	1	.6
	Agree	55	35.7
	Strongly Agree	96	62.3
Evaluation can be undertaken to improve decision-making.	Strongly Disagree	2	1.3
	Disagree	1	.6
	Agree	48	31.2
	Strongly Agree	103	66.9

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Table 4.4 suggests that N=151(98%) of respondents are in agreement that evaluation is the systematic collection and objective analysis of the evidence on public policies, programs, projects, functions, and organizations to assess issues such as (effectiveness and efficiency), value for money, impact, and sustainability, and to recommend ways forward.

N=152 (99%) of respondents believe that often evaluation can be undertaken to improve performance (evaluation for learning), N=149 (97%) are in agreement that evaluation can be undertaken to improve accountability. A further N=151 (98%) agreed that evaluation could be undertaken to improve decision-making. N= 151 (98%) of the respondents indicated that evaluation could be undertaken to generate knowledge (for research) about what works and what does not.

<b>Table 4.5: Understanding Monitoring and Evaluation (M&amp;E)</b>			
<b>Variables</b>		<b>N=154</b>	<b>%</b>
I understand what the root cause of the problem is when working within projects, interventions, or programs	Strongly Disagree	3	1.9
	Disagree	36	23.4
	Agree	81	52.6
	Strongly Agree	34	22.1
There is a link between planning, monitoring, and evaluation	Strongly Disagree	3	1.9
	Disagree	8	5.2
	Agree	58	37.7
	Strongly Agree	85	55.2
I am clear that Monitoring and Evaluation is an approach that has been developed to measure and assess the success and performance of projects, programs, or organisations	Strongly Disagree	3	1.9
	Disagree	2	1.3
	Agree	73	47.4
	Strongly Agree	76	49.4
The creation of an M&E unit at the WCED means that other units should stop carrying out their existing monitoring and reporting functions	Strongly Disagree	55	35.7
	Disagree	59	38.3
	Agree	21	13.6
	Strongly Agree	19	12.3

Table 4.5 depicts that N=115 (75%) of respondents agree and understand the root cause of the problem when working within projects, interventions, or programs. A further N=143 (93%) agrees that there is a link between planning, monitoring, and evaluation. Similarly, N=149 (97%) respondents are clear that Monitoring and Evaluation is an approach that has been developed to measure and assess the success and performance of projects, programs, or organisations, whereas N= 114 (74%), respondents disagree that creating an M&E unit at the WCED means that other units should stop carrying out their existing monitoring and reporting functions.

**Tables 4.6.1 to 4.6.3 indicate staff understanding of the overall and individual outcomes. These outcomes are related to M&E and M&E systems.**

**Table 4.6.1: Understanding achieving (OVERALL) outcomes and its link to M&E**

Variables		N=154	%
I understand the importance of meeting the overall outcome	Strongly Disagree	3	1.9
	Disagree	9	5.8
	Agree	89	57.8
	Strongly Agree	53	34.4
I understand that outcomes are valuable to the WCED	Strongly Disagree	3	1.9
	Disagree	9	5.8
	Agree	73	47.4
	Strongly Agree	69	44.8
I understand how a specific context might shape the WCED outcomes	Strongly Disagree	2	1.3
	Disagree	32	20.8
	Agree	89	57.8
	Strongly Agree	31	20.1

Table 4.6.1 indicates that most participants N=142 (92%) agreed that they understood the importance of meeting the overall outcome. A total of N=142 (92%) participants agreed that they understood that outcomes were valuable to the WCED. Furthermore, N=120 (78%) of respondents agreed with the statement, “I understand how a specific context might shape the WCED outcomes”.

**Table 4.6.2: Understanding achieving (MY) outcomes and its link to M&E**

Variables		N=154	%
I am clear on what colleagues are working on in the same area and assessed how they might influence my outcome	Strongly Disagree	4	2.6
	Disagree	47	30.5
	Agree	81	52.6
	Strongly Agree	22	14.3
I have a clear strategy for dealing with opposing or dissenting voices, which might influence my outcome.	Strongly Disagree	4	2.6
	Disagree	40	26.0
	Agree	85	55.2
	Strongly Agree	25	16.2
I understand how change processes can influence the outcome of my intervention/project/program	Strongly Disagree	2	1.3
	Disagree	23	14.9
	Agree	95	61.7
	Strongly Agree	34	22.1

Table 4.6.2 reflects a total of N=103 (67%) of the respondents who indicated that they understood what colleagues were working on in the same area and could assess how this may influence their outcome. In comparison, N=51(33%) disagreed. A total of N=110 (71%) of participants believe that they had a clear strategy for dealing with opposing or dissenting voices, which might influence their outcome, while N=44 (29%) disagreed. The majority of the respondents, N=129 (84%), agreed that

they understood how change processes could influence the outcome of their intervention, project, or program.

**Table 4.6.3: Understanding achieving outcomes and its link to an M&E Systems**

<b>Variables</b>		<b>N=154</b>	<b>%</b>
An M&E system would directly support the better achievement of outcomes.	Strongly Disagree	4	2.6
	Disagree	9	5.8
	Agree	86	55.8
	Strongly Agree	55	35.7
An M&E System will link project, program, sector, and national outcomes.	Strongly Disagree	5	3.2
	Disagree	4	2.6
	Agree	87	56.5
	Strongly Agree	58	37.7

Table 4.6.3 reflects that an M&E system would directly support better outcomes, with N=141 (92%) of the participants in the agreement. In contrast, a total of N=145 (94%) of respondents agrees that an M&E System could link project, program, sector, and national outcomes.

**Table 4.7.1: Understanding attributes of Theory of Change (ToC) linked to M&E**

<b>Variables</b>		<b>N=154</b>	<b>%</b>
I understand how change [might] happen within the context of my work/project or program	Strongly Disagree	4	2.6
	Disagree	11	7.1
	Agree	102	66.2
	Strongly Agree	37	24.0
I am clear about what strategy I will use to make change happen at the WCED.	Strongly Disagree	2	1.3
	Disagree	30	19.5
	Agree	99	64.3
	Strongly Agree	23	14.9
I am clear on what colleagues are working on in the same area and assessed how they influence my outcome.	Strongly Disagree	4	2.6
	Disagree	47	30.5
	Agree	81	52.6
	Strongly Agree	22	14.3

Table 4.7.1 shows that most respondents, N=139 (90%), understand how to change [might] happen within the context of my work/project or program. While N=122 (79%), respondents are clear about what strategy to use to make change happen at the WCED. Similarly, N=103 (67%) respondents are clear about what colleagues are working on in the same area and assessed how this might influence their outcome.

<b>Table 4.7.2: Understanding attributes of Theory of Change (ToC) linked to M&amp;E</b>			
<b>Variables</b>		<b>N=154</b>	<b>%</b>
I have a clear strategy for dealing with opposing or dissenting voices, which might influence my outcome.	Strongly Disagree	4	2.6
	Disagree	40	26.0
	Agree	85	55.2
	Strongly Agree	25	16.2
I understand what change processes are already underway in my work environment	Strongly Disagree	9	5.8
	Disagree	45	29.2
	Agree	77	50.0
	Strongly Agree	23	14.9
I understand what may get in my way or inhibit my progress from influencing change.	Strongly Disagree	3	1.9
	Disagree	27	17.5
	Agree	96	62.3
	Strongly Agree	28	18.2
I have a good understanding of potential benchmarks and indicators	Strongly Disagree	7	4.5
	Disagree	32	20.8
	Agree	85	55.2
	Strongly Agree	30	19.5

Table 4.7.2 displays that N=110 (71%) respondents agree that they have a clear strategy for dealing with opposing or dissenting voices, which might influence my outcome. N= 100 (65%) indicated that they understand what change processes are already underway in their work environment, and 54 (35%) disagreed. N=124 (81%) respondents indicated they understood what may get in their way or inhibit their progress from influencing change. In comparison, N=115 (75%) of the respondents believe that they have a good understanding of potential benchmarks and indicators.

#### **4.4. Attitudes toward M&E**

Table 4.8 displays staff perception & attitudes towards Monitoring and Evaluation

<b>Variables</b>		<b>N=154</b>	<b>%</b>
I realise that organisational barriers to M&E exist	Strongly Disagree	3	1.9
	Disagree	4	2.6
	Agree	87	56.5
	Strongly Agree	60	39.0
I am sensitive to respecting differences in understanding of M&E	Strongly Disagree	2	1.3
	Disagree	8	5.2
	Agree	105	68.2
	Strongly Agree	39	25.3
I would value it if the WCED had M&E interventions readily available	Strongly Disagree	3	1.9
	Disagree	5	3.2
	Agree	82	53.2
	Strongly Agree	64	41.6
M&E does not affect my work delivery	Strongly Disagree	47	30.5
	Disagree	48	31.2
	Agree	37	24.0
	Strongly Agree	22	14.3

N=147 (95%) respondents perceive organisational barriers exist within the WCED. In comparison, N= 144 (94%) of respondents indicated that they are respectful of differences in understanding of M&E. A further N=146 (95%) of respondents believed that they would see the value if the WCED had M&E interventions readily available and N=95 (62%) of respondents disagreed feel that M&E does not affect their work delivery.

<b>Variables</b>		<b>N=154</b>	<b>%</b>
I am excited about all the possibilities that M&E could introduce	Strongly Disagree	3	1.9
	Disagree	8	5.2
	Agree	87	56.5
	Strongly Agree	56	36.4
I am eager to show others the benefits of M&E.	Strongly Disagree	3	1.9
	Disagree	10	6.5
	Agree	96	62.3
	Strongly Agree	45	29.2
I am excited about finding new ways in which M&E can improve my work	Strongly Disagree	5	3.2
	Disagree	4	2.6
	Agree	95	61.7
	Strongly Agree	50	32.5

N=143 (93%) respondents indicated that they were excited about all the possibilities that M&E could introduce. In addition, N= 141 (92%) of the respondents indicated that they were eager to show others

the benefits of M&E. Similarly, N=145 (94%) of respondents feels excited about finding new ways in which M&E can improve their work.

#### 4.5. Readiness of staff to implement Monitoring & Evaluation (M&E)

##### 4.5.1. Staff Readiness for M&E: culture and change

**Table 4.9: M&E Readiness: culture and change**

Variables		N=154	%
Change typically occurs at the WCED with a clear picture or vision of the intended future	Strongly Disagree	16	10.4
	Disagree	73	47.4
	Agree	55	35.7
	Strongly Agree	10	6.5
When thinking about the WCED, the general attitude is to change things that are not working	Strongly Disagree	21	13.6
	Disagree	63	40.9
	Agree	64	41.6
	Strongly Agree	6	3.9
The WCED ensures that appropriate resources needed to make the change work are allocated.	Strongly Disagree	22	14.3
	Disagree	87	56.5
	Agree	42	27.3
	Strongly Agree	3	1.9
The WCED is ready for M&E	Strongly Disagree	21	13.6
	Disagree	62	40.3
	Agree	67	43.5
	Strongly Agree	4	2.6

Table 4.9 displays that N=89 (58%) participants indicated that they disagreed that change typically occurs at the WCED with a clear picture or vision of the intended future, with the remaining N= 65 (42%) in agreement. Respondents were divided; N=84 (55%) disagreed that when thinking about the WCED, the general attitude is to change things that are not working.

The majority of the respondents disagreed with N=109 (71%) that the WCED ensured appropriate resources needed to make the change work. Finally, respondents were divided in their response that the WCED was ready for M&E as N= 83 (54%) disagreed and N=71(46%) agreed that the department is ready for M&E.

#### 4.5.2. Staff Readiness for M&E: Staff involvement

**Table 4.10: M&E Readiness: Staff involvement**

Variables		N=154	%
The WCED staff concerns are ignored in most decisions.	Strongly Disagree	13	8.4
	Disagree	63	40.9
	Agree	62	40.3
	Strongly Agree	16	10.4
The WCED staff members are always quick to help one another when needed	Strongly Disagree	17	11.0
	Disagree	57	37.0
	Agree	71	46.1
	Strongly Agree	9	5.8
The WCED staff members impacted by the change are actively involved in shaping the desired future	Strongly Disagree	25	16.2
	Disagree	93	60.4
	Agree	33	21.4
	Strongly Agree	3	1.9
At the WCED, staff members most affected by the change are involved in identifying possible obstacles	Strongly Disagree	21	13.6
	Disagree	96	62.3
	Agree	37	24.0
	Strongly Agree	0	0
At the WCED, steps are taken to ensure that staffs affected by a change have the knowledge, skills, and abilities necessary to make the change work.	Strongly Disagree	21	13.6
	Disagree	95	61.7
	Agree	36	23.4
	Strongly Agree	2	1.3

Table 4.10 shows that respondents are divided in their response, with N=63 (40.9%) who disagreed and N=62 (40.3%) respondents agreeing that the WCED staff concerns are ignored in most decisions. Similarly, respondents indicated that the WCED staff is always quick to help one another when needed, with N=74 (48%) disagreeing and N=80 (52%) agreeing.

The data show that most respondents, N=118 (77%), disagreed that changes impact the WCED staff actively shaping the desired future. Furthermore, N=117 (76%) disagreed that at the WCED, staff members most affected by the change are involved in identifying possible obstacles, and respondents disagree N=116 (75%) than at the WCED, steps taken to ensure that staff affected by the change have the knowledge, skills, and abilities necessary to make the change work.

#### 4.5.3. Staff Readiness for M&E: Communication and change

Table 4.11 reflects staff readiness for M&E with a specific focus on communication and change.

<b>Variables</b>		<b>N=154</b>	<b>%</b>
At the WCED, communication channels allow for ongoing feedback and information sharing between employees and designated leaders.	Strongly Disagree	27	17.5
	Disagree	73	47.4
	Agree	50	32.5
	Strongly Agree	4	2.6
At the WCED, the purpose or rationale for any change is communicated to employees	Strongly Disagree	21	13.6
	Disagree	82	53.2
	Agree	49	31.8
	Strongly Agree	2	1.3
At the WCED, new expectations are a clear priority and desired actions are reinforced	Strongly Disagree	18	11.7
	Disagree	83	53.9
	Agree	50	32.5
	Strongly Agree	3	1.9
At the WCED, if the change involves significantly altering existing systems or processes, a trial period is conducted before the change is fully implemented.	Strongly Disagree	22	14.3
	Disagree	75	48.7
	Agree	54	35.1
	Strongly Agree	3	1.9

Respondents disagreed N=100 (65%) on the issue that at the WCED, communication channels allow ongoing feedback and information sharing between employees and designated leaders. Also, respondents N=103 (67%) disagreed that at the WCED, the purpose or rationale for any change is communicated to employees.

Respondents disagree N= 101 (66%) that at the WCED, new expectations are a clear priority and desired actions are reinforced. Similarly, respondents disagreed N= 22 (63%) that at the WCED, if the change involves significantly altering existing systems or processes, a trial period is conducted before the change is fully implemented.

#### **4.5.4. Staff Readiness for M&E: Leadership**

Table 4.12 displays staff readiness for M&E, with a specific focus on leadership.

**Table 4.12: Staff Readiness for M&E: Leadership**

Variables		N=154	%
At the WCED, managers make themselves easily accessible for answering questions or information-sharing during times of change	Strongly Disagree	21	13.6
	Disagree	68	44.2
	Agree	59	38.3
	Strongly Agree	6	3.9
At the WCED, designated leaders actively seek input from staff concerning challenges, expectations, and innovations	Strongly Disagree	28	18.2
	Disagree	80	51.9
	Agree	44	28.6
	Strongly Agree	2	1.3

Respondents are divided with N=89 (58%) in disagreement and N= 65 (42%) in agreement that at the WCED, managers make themselves easily accessible for answering questions or information-sharing during times of change. Furthermore, respondents were primarily in disagreement, N= 108 (70%) that at the WCED, designated leaders actively seek input from staff concerning challenges, expectations, and innovations.

#### 4.5.5. Staff Readiness for M&E: skills and training

**Table 4.13.1: M&E Readiness: Monitoring & Evaluation (M&E) skills and training**

Variables		N=154	%
I have formal training in Monitoring and Evaluation (M&E).	Strongly Disagree	28	18.2
	Disagree	67	43.5
	Agree	47	30.5
	Strongly Agree	28	18.2
I have practical experience in M&E.	Strongly Disagree	17	11.0
	Disagree	38	24.7
	Agree	84	54.5
	Strongly Agree	15	9.7
I am interested in receiving training in M&E.	Strongly Disagree	2	1.3
	Disagree	11	7.1
	Agree	92	59.7
	Strongly Agree	49	31.8

Table 4.13.1 indicates that N=95 (61%) respondents disagreed with formal monitoring and evaluation training (M&E). Alternatively, N=99 (64%) agreed that they have practical experience in M&E. A more significant proportion of respondents indicated that they are interested in receiving training in M&E, with N=141 (92%) in agreement.

<b>Variables</b>		<b>N=154</b>	<b>%</b>
I have enough M&E exposure to keep my professional skills up to date	Strongly Disagree	24	15.6
	Disagree	82	53.2
	Agree	42	27.3
	Strongly Agree	6	3.9
I understand where capacity exists in the WCED to support M&E.	Strongly Disagree	15	9.7
	Disagree	72	46.8
	Agree	61	39.6
	Strongly Agree	6	3.9
I have no interest in M&E	Strongly Disagree	73	47.4
	Disagree	69	44.8
	Agree	10	6.5
	Strongly Agree	2	1.3

Table 4.13.2 shows that N=106 (69%) of respondents disagreed when answering, I have enough M&E exposure to keep my professional skills up to date.

A more significant proportion of respondents indicated that they understood where capacity exists in the WCED to support M&E with N=87 (56%) of respondents who disagreed while a further 67 (44%) were in agreement. The majority of respondents, N=142 (92%), indicated that they disagreed with the statement I have no interest in M&E.

#### **4.5.6. The WCED Readiness for an M&E System**

**Table 4.14 reflects the WCED Readiness for an M&E System.**

<b>Variables</b>		<b>N=154</b>	<b>%</b>
An M&E system would directly support the better achievement of outcomes	Strongly Disagree	4	2.6
	Disagree	9	5.8
	Agree	86	55.8
	Strongly Agree	55	35.7
An M&E system would directly support better resource allocation within the WCED.	Strongly Disagree	3	1.9
	Disagree	10	6.5
	Agree	95	61.7
	Strongly Agree	46	29.9
An M&E System will link project, program, sector, and national outcomes	Strongly Disagree	5	3.2
	Disagree	4	2.6
	Agree	87	56.5
	Strongly Agree	58	37.7

The respondents agreed N=141 (92%) that an M&E system would directly support better outcomes. In response to an M&E system that would directly support better resource allocation within the WCED, N=141 (92%) agree. Furthermore, N=145 (94%) respondents agree that an M&E System will link project, program, sector, and national outcomes.

**Table 4.15: Staff Readiness for an M&E System**

Variables		N=154	%
I have mastered what needs to be done to be effective within an M&E system	Strongly Disagree	9	5.8
	Disagree	72	46.8
	Agree	63	40.9
	Strongly Agree	10	6.5
I understand how my role will be affected by an M&E system	Strongly Disagree	4	2.6
	Disagree	35	22.7
	Agree	80	51.9
	Strongly Agree	35	22.7
I understand the motivation behind building an M&E system	Strongly Disagree	4	2.6
	Disagree	8	5.2
	Agree	90	58.4
	Strongly Agree	52	33.8
I clearly understand the potential pressures for encouraging the need for an M&E system	Strongly Disagree	5	3.2
	Disagree	29	18.8
	Agree	88	57.1
	Strongly Agree	32	20.8

Table 4.15 shows that respondents displayed a mixed response to the question “I have mastered what needs to be done to be effective within an M&E system”, as N=73 (47,4%) agrees compared to the N=81 (52.6%) who disagreed.

A total of N=142 (92.2%) respondents agreed that they understand the motivation behind building an M&E system. Furthermore, the response to “I understand how my role will be affected by an M&E system” found that N=115 (75%) agreed. In addition, N= 120 (78%) agrees that they clearly understand the potential pressures for encouraging the need for an M&E system.

#### **4.6. The advantages and disadvantages of Monitoring & Evaluation (M&E)**

<b>Table 4.16: Advantages of M&amp;E</b>			
<b>Variables</b>		<b>N=154</b>	<b>%</b>
I understand that there are existing public sector M&E frameworks	Strongly Disagree	2	1.3
	Disagree	11	7.1
	Agree	92	59.7
	Strongly Agree	49	31.8
The WCED should prioritise M&E.	Strongly Disagree	4	2.6
	Disagree	6	3.9
	Agree	88	57.1
	Strongly Agree	56	36.4
M&E is necessary and adds value to my work environment	Strongly Disagree	3	1.9
	Disagree	4	2.6
	Agree	90	58.4
	Strongly Agree	57	37.0
M&E improves work clarity	Strongly Disagree	3	1.9
	Disagree	8	5.2
	Agree	89	57.8
	Strongly Agree	54	35.1
I am sensitive to respecting differences in understanding of M&E	Strongly Disagree	2	1.3
	Disagree	8	5.2
	Agree	105	68.2
	Strongly Agree	39	25.3

Table 4.16 displays that N=141 (92%) of the respondents agree that existing public sector M&E frameworks is in place. A large proportion of the respondents N=144 (94%) agrees that the WCED should prioritise M&E.

Respondents indicated that “M&E is necessary and adds value to my work environment,” with N=147 (95%) in agreement. N=143 (93%) of respondents agreed that M&E improves work clarity. Many respondents, N=144 (94%), agree that they respect differences in understanding M&E.

<b>Variables</b>		<b>N=154</b>	<b>%</b>
The WCED is clear on how to make an M&E system succeed.	Strongly Disagree	14	9.1
	Disagree	82	53.2
	Agree	52	33.8
	Strongly Agree	6	3.9
The WCED has a clear M&E policy	Strongly Disagree	23	14.9
	Disagree	98	63.6
	Agree	33	21.4
	Strongly Agree	0	0
M&E is a burden and a compliance tick box.	Strongly Disagree	31	20.1
	Disagree	90	58.4
	Agree	28	18.2
	Strongly Agree	5	3.2
M&E creates confusion	Strongly Disagree	26	16.9
	Disagree	107	69.5
	Agree	19	12.3
	Strongly Agree	2	1.3

Table 4.17.1 reflects that a reasonably large proportion of the participants strongly disagree N= 96 (62%) that the WCED is clear on how to make an M&E system succeed. Respondents N=121 (79%) indicated an absence of a clear M&E policy at the WCED. Respondents indicated N=121 (79%) disagree that M&E is a burden and a compliance tick box. In response to M&E creating confusion, a large proportion N=133 (86%) of respondents disagree that M&E creates confusion.

<b>Variables</b>		<b>N=154</b>	<b>%</b>
I would react negatively toward information generated by an M&E system	Strongly Disagree	44	28.6
	Disagree	98	63.6
	Agree	8	5.2
	Strongly Agree	4	2.6
An M&E System will not improve planning	Strongly Disagree	52	33.8
	Disagree	88	57.1
	Agree	10	6.5
	Strongly Agree	4	2.6
An M&E system will not benefit the WCED as the culture will not allow it.	Strongly Disagree	42	27.3
	Disagree	85	55.2
	Agree	21	13.6
	Strongly Agree	6	3.9
I am not aware of any details about M&E at the WCED.	Strongly Disagree	20	13.0
	Disagree	69	44.8
	Agree	52	33.8
	Strongly Agree	13	8.4

Table 4.17.2 indicates how respondents N=142 (92%) disagreed with “I would react negatively towards information generated by an M&E system”. Responding to an M&E System will not improve planning, N=140 (91%) of respondents disagreed. Respondents N= 127 (82%) disagreed that an M&E system will not benefit the WCED the culture will not allow it. The respondents are divided about the statement” I am not aware of any details about M&E at the WCED”, where N=89 (58%) of respondents disagreed, and N=65 (42%) respondents agreed with the statement.

#### 4.7. Institutionalisation of M&E

<b>Variables</b>	<b>N=154</b>	<b>%</b>
M&E unit	21	13.6
All Line Managers	127	82.4
An independent unit external to the WCED.	1	0.6
Accounting Officer	5	3.2

Table 4.18 shows that N=127 (82%) of respondents believe that M&E is the responsibility of all line managers, followed by N=21 (13.6%) indicated that an M&E unit should be responsible for M&E.

<b>Variables</b>	<b>N=154</b>	<b>%</b>
An independent unit external to the WCED	8	5.1
The Designated internal M&E unit.	71	46.1
Business Strategy (DBSSM)	63	40.9
Accounting Officer	12	7.7

Table 4.19 shows that N=71 (46%) of respondents believes that Oversight” or “Transversal” M&E is the responsibility of a designated internal M&E unit, followed by N=63 (40.9%) indicating that Oversight” or “Transversal” M&E is the responsibility of Directorate Business Strategy and stakeholder Management (DBSSM).

**Table 4.20: Where should Operational (functional) Monitoring & Evaluation (M&E) be institutionalised?**

<b>Variables</b>	<b>N=154</b>	<b>%</b>
DDG: Curriculum Management	2	1.2
DDG : Institutional development & Coordination	15	9.7
DDG Corporate Services	10	6.4
DDG Education Planning	28	18.1
Office of the Head of Department (OHoD)	99	64.2

Table 4.20 shows that N=99 (64.2%) of respondents believe that Operational (functional) Monitoring & Evaluation (M&E) should be institutionalised within the office of the HoD and a further N=28 (18%) believe that Operational (functional) Monitoring & Evaluation (M&E) should be institutionalised within the DDG Educational Planning.

#### **4.8. Conclusion**

This chapter provided an analysis of the data collected from the fieldwork on Monitoring and Evaluation (M&E) at the Western Cape Education Department: Investigating Staff Readiness. This chapter concentrated on data presentation of responses received regarding the questions posed. It provided analysis on findings collected from the questions disseminated. The lack of M&E and an M&E system could influence the decision-making precipice for the WCED to either continue operating as business as usual or, find enhanced avenues to ensure the organisational performance is improved. The findings exposed the various overarching themes which enhanced the importance of Monitoring and Evaluation for the WCED. The research will now transit to chapter five which is based on the discussion, conclusion, and recommendations.

# CHAPTER 5

## DISCUSSION, CONCLUSION AND RECOMMENDATIONS

### 5.1. Introduction

The previous chapter reported on the data that was collected in the field on Monitoring and Evaluation (M&E) at the Western Cape Education Department: Investigating Staff Readiness. This chapter will discuss the study, conclude and make recommendations on the monitoring and evaluation at the WCED on investigating staff readiness. Monitoring and Evaluation (M&E) at the Western Cape Education Department are fundamentally problematic. There is a varied understanding of M&E and piecemeal adoption of the concept in an organisation where the revised National Evaluation Policy Framework (2019) failed to be embedded into the department's delivery. The DPME (2014) suggests that the national evaluation system and policy enhanced institutional arrangements in evaluation practice. The policy simplified the functions and accountabilities of separate government departments controlled by the executive's central oversight and coordination office. Furthermore, there is no formalised M&E system at the WCED. This chapter presents the discussion and interprets the findings that speak to the research problem that triggered the research.

This section deals with themes linked to the research objectives, which

- Examine the understanding and attitudes of staff towards Monitoring & Evaluation (M&E) at the WCED.
- Assess the readiness of staff to implement Monitoring & Evaluation (M&E) at the WCED and
- Examine the advantages and disadvantages of Monitoring & Evaluation (M&E).

### 5.2. Summary of chapter organisation

Chapter one presented a general introduction to this study. The chapter sets the parameters for the study and outlines what aspects of M&E will be discussed in the research.

Chapter two reflects the detailed critique on Monitoring and Evaluation (M&E) and the Theory of Change (ToC). The chapter resonates with the fundamental M&E discourse extracted from the

literature. These viewpoints include the evolution of M&E internationally, within Africa and South Africa, ideas around M&E systems, Theory of Change and the link to M&E and capacity development and the institutionalisation of M&E.

Chapter three presented the research methodology retained for the data collection to understand staff attitudes toward M&E and their readiness for monitoring and evaluation. These were necessary for directing the study and providing claims and evidence.

Chapter four presented and analysed the data collected from the field through an online survey.

### 5.3. Discussion of the Results

The purpose of the online survey was to acknowledge related themes throughout the data analysis process. The overarching themes which set the parameters for the discussion in Figure 5.1 were further disaggregated to link with the research objectives of the study as stated earlier.

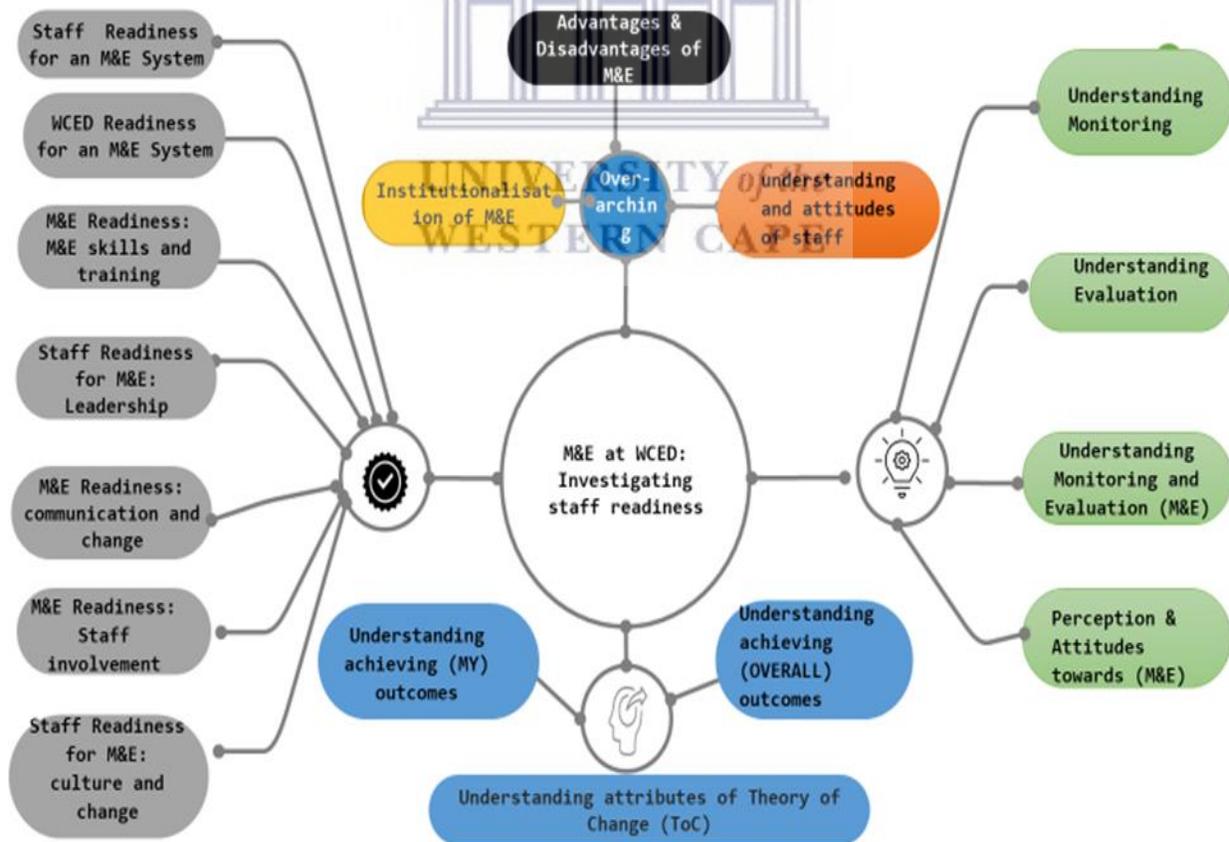


Figure 5.1 Overarching finding's themes

#### **5.4. RQ1: What is the understanding of and attitudes towards Monitoring & Evaluation amongst staff in the WCED?**

##### **5.4.1. Understanding and Attitudes to M&E**

The data of this study reflected that a large proportion of the participating staff at the WCED had less than one year of work experience in M&E. In 2019, DPME presented a report which included data on South Africa and Uganda and the report identified challenges in the organisational capacity which hindered public sector evaluations. The absence of capacity included the required skills and the correct people who possessed the essential abilities and correct management systems and processes. In addition, the report highlighted that the absence of capacity is most distinct at the lower levels of the public sector (DPME, 2019).

The data showed that the WCED staff members are consistent in understanding the concept of monitoring which involves collecting, analysing, and reporting data on inputs, activities, outputs, outcomes, and impacts. Moreover, the data showed that staff believes evaluation could improve performance (evaluation for learning), accountability, improve decision-making and generate knowledge (for research) about what works and what does not within the WCED. Rossi et al. (2004) explain that M & E has several purposes, and believes that variation is widespread among policy improvement, program, and project improvement, advanced accountability, knowledge-generation, and decision-making.

The survey results specified that M&E is an approach developed to measure and assess the success and performance of projects, programs, or organisations. Furthermore, the data indicated that monitoring is a management function that all managers should undertake. Ijeoma (2014) asserts that institutions should be mindful of overstating M&E as disregarding administrative and management roles will indisputably direct the organisation to a breakdown in government systems. The accuracy of information becomes a critical aspect to enable support for management in discharging its administrative and management functions.

Staff believed that departmental monitoring data should come from normal business processes in the department as the data supports monitoring and reporting. The GWM&E system utilised various data to measure and evaluate its effectiveness and highlights elements that are necessary for the system to be successful (DPME, 2007).

All the WCED staff members were consistent in their understanding of evaluation and indicated it was the systematic collection and objective analysis of the evidence on public policies, programs, projects, functions, and organisations to assess issues (effectiveness and efficiency), value for money, impact, and sustainability, and recommend ways forward. Kusek & Rist, (2004) posit that M&E allows the government to translate and integrate previous experiences into current planning and often, lessons emphasize the advantages or disadvantages in initial groundwork, plans and implementation that influence government performance, outcome, and impact.

The WCED staff members were consistent in respecting differences in understanding M&E. The results reflect that staffs perceive organisational barriers within the WCED. A World Bank study data reflected that senior manager frequently failed to champion M&E (Goldman et al. 2015). According to Cummings & Worley (2001), inspiring personnel to substitute their archaic behaviours and attitudes with those broadened mindsets is essential. Leaders should begin to remedy the development by psychologically invalidating the appropriateness of staff members existing behaviour and attitudes.

Staff members believed they would see the value if the WCED had M&E interventions readily available and indicated that M&E affects their work delivery. Kusek & Rist (2004) suggest that M&E is used to improve financial accountability within organisations and the public service. According to Cornielje et al. (2008), M&E largely provides the platform for essential information and permits policy-makers and leaders to practice improved decision making.

#### **5.4.2. Understanding and Attitudes to Theory of Change (ToC)**

The Theory of Change highlights the logic in the initiative or program while it outlines long-term goals and then maps backward to characterize the changes that need to happen earlier. Taplin et al. (2013) posit that highlighted changes are mapped graphically in the causal pathways of outcomes with the interventions, i.e., activities and outputs, are mapped to the outcomes. A well-designed Theory of Change (ToC) should include long-term, mid-term, and short-term outcomes.

The results reflect that the WCED staff members' were consistent in understanding how change might happen within the context of their work, project, or program and clear about which strategy they would use to make change happen at the department. M&E activities should encourage the statutory, constitutional rights as afforded in Chapter 2 of the Constitution (1996). Ile et al (2012), postulate that

M&E methods must be aligned with the statutory rights as enshrined in the Constitution (1996), sensitising public bureaucrats to the rights matters throughout M&E practices.

Survey results reflect that staff members have a clear strategy for dealing with opposing or dissenting voices, which may influence the outcome of mixed results in their understanding of what change processes are already underway in their work environment. According to Moore (2009), sound monitoring systems alert the administrator if problems exist or are being experienced and have warnings in place should delays or breakdowns occur in communication systems. These alerts would ensure that there is sufficient time to take remedial action.

The results reflected that change seldom occurred at the WCED with a clear picture or vision of the intended future. According to Sartorius (1997), organisations should avoid M&E from operating as an unwanted appendage. Instead, M&E should be seen embedded in the organisation's strategic purpose to incorporate it into the initiation stage of any organization project or program. Doing this would increase advantages, namely organisational learning.

The data reflected a mixed response that the general attitude at the WCED, was to change things that were not working and also that a monitoring system is needed to track key indicators over time and space and to determine if they change as a result of the strategy. Agrawal, et al. (2015) suggest that evaluations assist policy-makers, the implementers, and project managers to make knowledgeable decisions about shaping development interventions to attain objectives while creating an enabling environment to address the issues, but the success varies as evaluations are not the sole agents of change. Also, Shepherd (2016) postulates that evaluation culture should be embedded in organisational culture and effectively establishes organisational M&E capacity and makes evaluation a consistent mandatory public-sector action.

The WCED failed to ensure the availability of appropriate resources required to make the change work. According to Fourie (2007), rigorous financial management within the public sector would reinforce combined accountability, prioritisation, regulations, and competent management of state resources and in turn service delivery. Moreover, Cloete & De Coning (2011), assert that it is imperative to safeguard the people management capacity to administer the M&E unit. These people management requirements include the need for effective managers and technical staff with the correct skills, understanding of the M&E framework, and how to utilise and manage indicators.

### **5.4.3. Understanding and Attitudes to M&E Outcomes**

The aim was to ascertain if staff members at the WCED were cognisant of the Theory of Change (TOC) elements even if they were not consciously utilising them. Most participants understood the importance of meeting the overall outcome and understood that outcomes were valuable to the WCED. Also, participants understood how a specific context might shape the WCED's outcomes. According to Taplin (2013), the ToC approach focuses on changes in people, institutions, and environments, as a core capacity planning tool.

### **5.4.4. Understanding and Attitudes to M&E system**

The results reflect that an M&E system would directly support better outcomes, linking project, program, sector, and national outcomes. Kusek & Rist (2004) assert that a results-based M&E is an influential instrument used to assist policymakers and decision-makers track progress and demonstrating the impact.

The majority of the staff understood what may get in their way or inhibit their progress from influencing change within the WCED and believe they have a good understanding of potential benchmarks and indicators. According to Kusek & Rist (2004), baseline data contributes to launching performance into the future. Collecting baseline data on indicators allows government establishments to know the extent of their success and achievement. The baseline is the first element of the system to evaluate indicators and outcomes. Thus, organisations utilise baseline data as a premise for monitoring future performance.

## **5.5. RQ2: Are the staff ready to implement Monitoring and Evaluation at the WCED?**

### **5.5.1. Staff Readiness for M&E: culture and change**

This section of the study explores staff readiness at WCED. The researchers' contend that there is a need to inspire and champion a philosophy of evaluations inside public sector departments. These efforts would ensure the provision of information about government performance, improved budgeting, decision making, fiscal control, accountability and the enhancement of government policy (DotP, 2017). The data displayed that WCED staff members were excited about all the possibilities that M&E could introduce, discover different methods in which M&E can improve delivery and are eager to champion the benefits of M&E systems.

The results display that staff members were divided about whether the WCED was ready for M&E. Taplin (2013) suggests that organizational capacity includes capacity outcomes being mapped back in contributory sequences from long to short term. The actions plotted to the path encompassing obtaining resources, data existing management systems or collaborative arrangements, the structure of the organisational, stakeholder matrix with links to what diverse partners bring to the effort.

The results reflect dissimilarities with the purpose or rationale for change at the WCED, communicated to employees. A study by Isaac & Navon (2013) revealed that Managing Communications, Managing Stakeholders, Motivating, and Knowledge Transfer are essential knowledge areas for effective M&E implementation.

The data were undecided about the WCED ignoring staff concerns, and staff members were not actively shaping the desired future changes impacting the WCED staff. In addition, the results reflected that the staff members most affected by the changes were not involved in identifying possible obstacles. A DPME (2021b) report highlighted that decisions executed in the absence of appropriate analysis of the problem which would advise planning seldom occurs. According to Denvall & Linde (2013), M&E can be embraced, rejected, and improved depending on any organisation's internal context.

Therefore, institutional arrangements in any organisation are essential to creating a culture for M&E (Becerra-Posada, et al., 2014). Survey results reflect a disagreement that within the WCED, new expectations are a clear priority, and desired actions are reinforced. Similarly, at the WCED, if the change involved significantly altering existing systems or processes, a trial period is seldom conducted before the change is fully implemented. The Evaluation & Monitoring System aims to identify and improve the effectiveness of the various programs and projects under the strategic goals of South Africa's government. It is used to measure and improve the efficiency of the various government ministries and agencies. (NEPF, 2019)

### **5.5.2. Staff Readiness for M&E: Culture and Communication**

The importance of monitoring and evaluation of national and strategic priorities has been highlighted in South Africa's 3rd developmental phase. It is a process that can help achieve the goals and objectives of the government and deliver on them. Staff commitment is a crucial aspect of the evaluation and monitoring process and considers the key decision-maker in an organisation (Magondu, 2013).

### **5.5.3. Staff Readiness for M&E: Leadership**

The WCED staff members' responses varied in that communication channels allowed ongoing feedback and information sharing between employees and designated leaders. Shoup (2016) posits that poor leadership can be responsible for the collapse of good people and organizations while good leadership can encourage employee engagement and organizational success.

The data reflect discord amongst staff at the WCED that managers make themselves easily accessible for answering questions or information-sharing during times of change. According to Ile (2012), M&E could effect change within an organisation and contribute to improved governance through improved transparency, accountability, participation, and efficiency should decisive leadership be executed appropriately.

Furthermore, designated leaders fail to actively seek input from staff concerning challenges, expectations, and innovations. Faguet, (2011) asserts that practical management approaches are vital to achieving higher degrees of performance. Information at the management level concentrates on the higher levels, making it difficult for lower-level employees to understand the implications.

### **5.5.4. Staff Readiness for M&E: skills and training**

This section explores staff readiness for M&E skills and training. Capacity development is a process that enables individuals and groups to improve their abilities (UNDP, 1997). The research data reflected that the WCED staffs want to receive formal M&E training. A number of the WCED staff have practical experience in M&E. Besides training, capacity building involves other activities like outreach programs, think tanks, and research networks. These include on-the-job training, exposure to young professionals, research networks, and mentorship (De Coning & Rabie, 2014).

The results assert that a significant proportion of respondents indicated that they are interested in receiving training in M&E. In addition, Rabie (2016) clarifies that the effective institutionalisation of M&E depends on creating an applicable M&E system and improving M&E capacity within the organisation and staff members would take on more work and undertake training if it improves their work delivery and quality. According to Vanessa & Gala (2011), the technical capacity and expertise of staff in conducting monitoring and evaluations, during the decision-making process and their motivation in implementing the decision can hugely impact the outcome.

Moreover, the data showed dissimilarities in that staff members have enough M&E exposure to keep their professional skills up to date. Evaluation Capacity Development should transcend the weakness of using training as an intervention and implement added cohesive and transformative strategies (Smith and Morkel, 2018)

The WCED staff members were divided and indicated that they understood where capacity existed in the WCED to support M&E. The majority of respondents indicated an interest in M&E. Offering assistance and reinforcement of the M&E team is a symbol of good governance. It will ensure that the M&E team adds value to its operations (Naidoo, 2011).

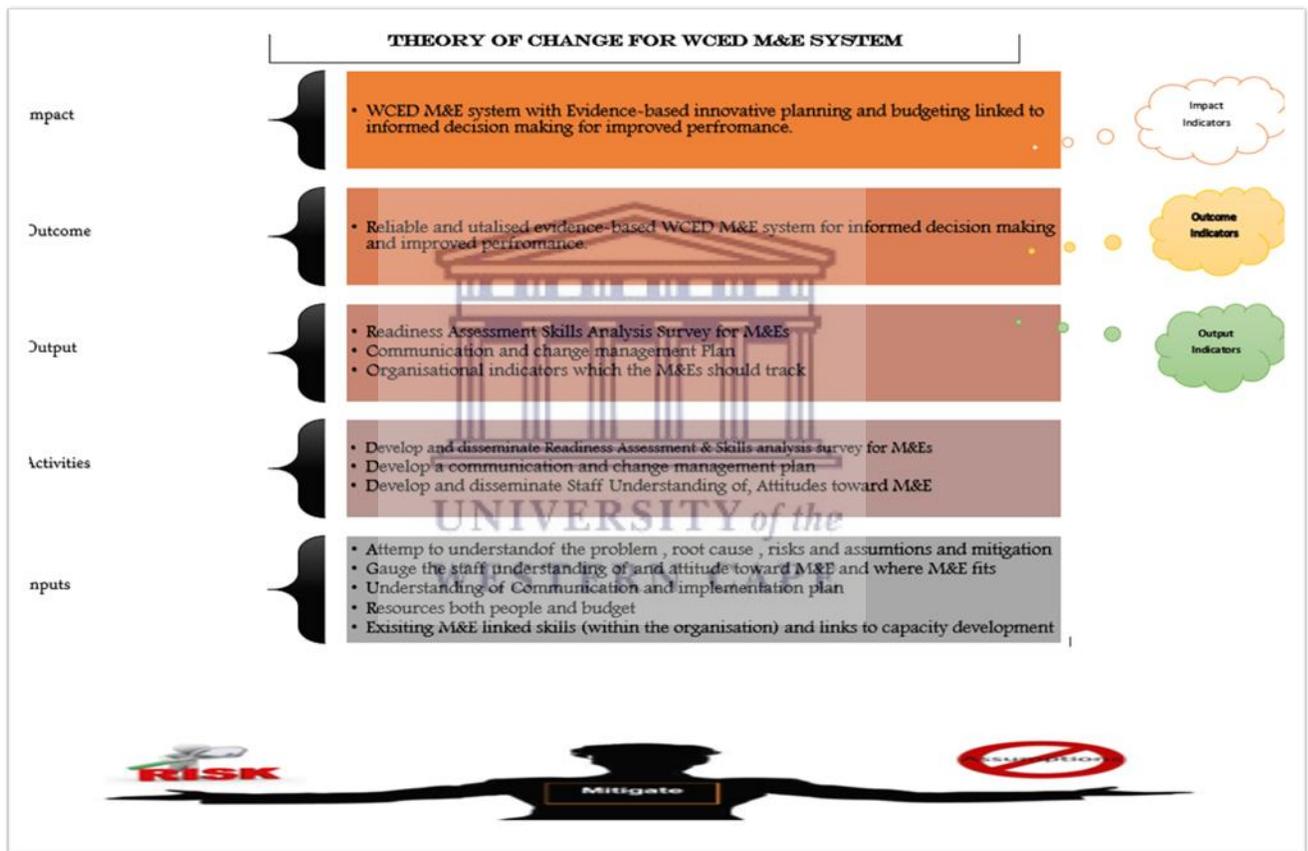
#### **5.5.5. Staff Readiness for an M&E System**

A readiness assessment collected by the Department of the Premier, WCG, required to account for institutional M&E practices disclosed that one department in WCG did not have an M&E framework and strategy in place. In addition, good practice in the province is the establishment of a provincial-wide M&E platform that facilitates M&E reporting requirements and assists with the implementation of the M&E strategy (Rabie, 2016)

Survey results reflect a mixed attitude towards mastering what actions to implement within an M&E system. Additionally, the data show that staff understood the motivation behind building an M&E system. According to Mackay (2010), the value of the M&E system links to the development of performance measures. The M&E system speaks to the performance measure of government programs, policies, and projects. This M&E system offers performance information, i.e., evidence and data. De Coning & Rabie (2014) assert that executive assistance is vital in creating an M&E system that will succeed. It allows for essential arrangements between line managers on the expected outcomes and indicators to be monitored by senior managers. All managers should therefore contribute to the M&E development of an organization.

The WCED staff members were consistent with understanding how their role will be affected by an M&E system. Clearly, they understood the potential pressures for encouraging the need for an M&E system. Mthethwa & Jili (2016) stress, additional challenge, which is the lack of information, abilities and competence required to measure the impact of projects success and competence in specific communities.

The formation of an M & E system entails three fundamentals, encompassing the process, indicator framework and institutional arrangements (De Coning, 2015). The WCED staffs were consistent that an M&E system would directly support better outcomes. Furthermore, the results reflect that an M&E system that would directly support better resource allocation within the WCED. An M&E System will link project, program, sector, and national outcomes. Rabie (2016) recommends that sustainable outcomes-based M&E systems are more political than technical processes. This necessitates robust and reliable political leadership, commitment and support to institute the system.



**Figure 5.2: “mock-up” of a ToC for the WCED M&E system**

An M&E system could directly support better resource allocation and Figure 5.2 illustrates a “mock-up” of a ToC for an M&E system at the WCED.

### 5.5.6. Institutionalisation of M&E

The Constitution of South Africa outlined cooperation between the various spheres of government. This outline is to improve the efficiency and effectiveness of government processes. This is also applicable

to the design, build and institutionalisation of GWM&E systems and supporting systems (South Africa, 1996). This provision clearly states that the cooperation between the provinces and municipalities to improve the service delivery of public sector projects is a constitutional matter and needs to be implemented and institutionalised.

The study data displayed that M&E is the responsibility of all line managers. The results showed that "Oversight" or "Transversal" M&E is the responsibility of a designated internal M&E unit, followed by the Directorate Business Strategy and stakeholder Management (DBSSM). The M&E unit must not exist within the operational line management function, but as a support and strategic function (Cloete, Rabie & De Coning 2014).

According to Mackay (2010), the challenge of institutionalising the evaluation system across the public sector exists. Surveys conducted from 2007 to 2013 by the World Bank and the South African Public Service Department revealed the condition of M&E institutionalisation arrangements in South African public service departments. The results reflect that the institutionalisation of Operational (functional) Monitoring & Evaluation should be within the office of the Head of Department: Education followed by the Branch Education Planning.

It should be acknowledged that some provinces have good practices in terms of M&E institutionalisation. On the other hand, other departments have deficiencies in human resources management, insufficient financial resources; reliance on other departments for data affects the institutionalisation of M&E systems (Rabie, 2016). The survey revealed that the Western Cape government has a good practice in having the Chief Director of Monitoring, Evaluation and Review Report to the Director-General. This unit, in turn, links with the managers responsible for the M&E cluster and line managers.

### **5.6. RQ3: What are the advantages and disadvantages of Monitoring and Evaluation?**

The WCED staff members were cognizant that public sector M&E frameworks exist in the Western Cape government, and the results display that the WCED should prioritise M&E, but the data showed the absence of a clear M&E policy at the WCED. Chirau et al. (2021) indicate that the differences in policy frameworks are challenging as they must guide evaluative evidence, decision, and policy-making.

Porter & Goldman (2013) suggest that the notion of monitoring veiled as evaluation arose when decision-makers drain evidence from M&E systems.

The data were consistent and indicated that M&E is necessary and adds value to the work environment, with the data showing that M&E improves work clarity. According to Rossi et al. (2004), the consequences of evaluations would possibly guide architects of the interventions from continuously revisiting and re-creating the core formation of the intervention and may decrease the need to alter the implementation processes. Staffs were consistent in that they respected differences in understanding M&E. Survey results reflect that the WCED staff members disagreed that M&E created confusion. In the case of government departments, the M&E function may also relate to other agencies or organisations. Cooperative arrangements are also necessary to monitor joint results (Cloete, Rabie & De Coning 2014).

In most cases survey results in this study differ, but many participants disagreed that the WCED is clear on making an M&E system succeed with the WCED. Similarly, staffs are consistent that M&E is not a burden and a compliance tick box. M&E must be integrated into the overall strategy and operations of an organisation. M&E should be part of any project, or programs, planning and execution phases and should be considered an added benefit to the organisation's overall operations (Sartorius, 1997). In addition, Rabie (2016) clarifies that the effective institutionalisation of M&E depends on creating an applicable M&E system and improving its capacity within the organisation.

## **5.7. Recommendations**

Based on the findings, the following recommendations are highlighted that would enable the WCED to implement Monitoring and Evaluation if implemented. These recommendations also provide answers to the research objective.

- Examine the perception, understanding and attitudes of staff towards Monitoring & Evaluation in the WCED.
- Assess the readiness of staff to implement Monitoring & Evaluation at the WCED.
- Examine the advantages and disadvantages of Monitoring & Evaluation amongst staff at the WCED.

The WCED should attempt to institutionalise the Monitoring and Evaluation Policies within the WCED to offer a common understanding of M&E and build an M&E system embedded in the South African M&E guiding policies as set out in the legislative framework mentioned in chapter two.

The Theory of change ideologies could be embedded in the planning and budgetary processes of the department. An M&E Change Management Plan could benefit the WCED and address the staff concerns that leadership ignored staff in decision making. The understanding of where and at what level M&E skills are found within the WCED and how the findings of a skills audit can feed into and benefit an M&E system would be beneficial to the department. Similarly, the WCED could use an M&E system to improve planning, apply more targeted interventions and targeted budget allocations.

The WCED should consider how the policy landscape of M&E could change if cognisant of Covid-19 pandemic and the emerging 4th Industrial Revolution and the department could utilise the data of this study to assess the M&E readiness to embed an M&E system.

## **5.8. Conclusion**

The study deduced the perceptions, understanding and attitudes toward Monitoring and Evaluation at the WCED assessed the readiness of staff to implement M&E and examined the advantages and disadvantages of M&E. The study revealed that a large proportion of the staff members participating in the survey had less than one-year work experience in the discipline of M&E. Furthermore, the study revealed that staff understood the concept of monitoring and evaluation but were divided when asking about the more detailed aspects of Monitoring and Evaluation.

The study concluded that staff believed, an M&E system would be beneficial for the department and they were ready to embed an M&E but were uncertain if the department was ready to implement the said system. The study deduced the perceptions, understanding and attitudes toward Monitoring and Evaluation (M&E) at the WCED assessed the readiness of staff to implement M&E and examined the advantages and disadvantages of M&E.

## **5.9. Recommendations for further study**

The following are suggestions for Monitoring and Evaluation, intervention, and future research:

- The benefit of Monitoring and Evaluation data and the use of ToC in decision-making as a practice.
- A gap in the research on what is required in the Evaluation Capacity Development realm increases the impact on the solidification of the evaluation profession.
- Covid-19 State of National Disaster triggered a wholly new and un-expected scenario, but the manner in which Monitoring and Evaluation will be actioned post Covid-19 would be interesting to explore, particularly with the work from home (WFH) “model”.



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# Annexure A

## CONSENT FORM FOR Western Cape Education Department (WCED)

**RESEARCH TITLE:** Monitoring and Evaluation (M&E) at Western Cape Education Department (WCED): Investigating staff readiness.

I have read the information presented in the information letter about a study being conducted by HAANIEM MOOSA towards the MPA Programme at the School of Government (SOG) at the University of the Western Cape.

This study has been described to me in a language that I understand and I freely and voluntarily agree to participate. My questions about the study have been answered.

I understand that my identity will not be disclosed and was informed that I may withdraw my consent at any time by advising the student researcher.

With full knowledge of all foregoing, I agree to participate in this study.

Participant Name : \_\_\_\_\_

Participant Signature : \_\_\_\_\_

I give consent for recordings to be taken:

Agree	Disagree

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

Place : \_\_\_\_\_

Student Researcher : Haaniem Moosa

Student Researcher Signature : H Moosa

Student Number : 9746957

Mobile Number : 0790904631

Email : haaniemm@gmail.com

I am accountable to my supervisor : Professor Nicolette Roman

Department : Centre for Interdisciplinary Studies of Children, Families and  
Society, CHS  
Telephone : 021 959 2970 OR 083 877 6691  
Email : nroman@uwc.ac.za



# Annexure B

## Monitoring and Evaluation (M&E) atWCED: Investigating staff readiness.

- What is the understanding of and attitudes towards Monitoring & Evaluation (M&E) amongst staff inWCED?
- Are staff ready to implement Monitoring & Evaluation (M&E) in WCED?
- What are the advantages and disadvantages of Monitoring & Evaluation (M&E) amongst staff atWCED?

\* Required

### Consent form (Copy)



FACULTY OF ECONOMIC AND  
MANAGEMENT SCIENCES  
SCHOOL OF GOVERNMENT

CONSENT FORM FOR Western Cape Education Department (WCED)

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With full knowledge of all foregoing, I agree to participate in this study.

I give consent for recordings to be taken:

Agree	Disagree
<input type="checkbox"/>	<input type="checkbox"/>

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

Student Researcher : Haaniem Moosa  
Student Researcher Signature : H Moosa  
Student Number : 9746957  
Mobile Number : 0790904631  
Email : haaniemm@gmail.com

I am accountable to my supervisor : Professor Nicolette Roman  
Department : Centre for Interdisciplinary Studies of Children,  
Families and Society, CHS  
Telephone : 021 959 2970 OR 083 877 6691  
Email : nroman@uwc.ac.za

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This study has been described to me in a language that I understand and I freely and voluntarily agree to participate.

I understand that my identity will not be collected or disclosed and was informed that I may withdraw my consent at any time by advising the student researcher. With full knowledge of all foregoing, I agree to participate in this study. \*

Agree

Disagree



***I read the participant information sheet which was received as an attachment in the email which had the survey link. I am informed about the details of the study. \****

Agree

Disagree

3

***Please select your salary band \****

- Level 8-10
- Level 11-12
- Level 13
- Level 14-16

4

***Level of education \****

- Grade 12
- Certificate
- Diploma
- Degree
- Post Graduate



5

***Number of years in public service \****

The value must be a number

<http://etd.uwc.ac.za/>

6

**Number of years at WCED \***

The value must be a number

7

**What is your age \***

The value must be a number

8

**Please select your gender \***

Female

Male

Other



9

**Are you based at Head Office (HO) \***

Yes

No

<http://etd.uwc.ac.za/>

10

***Do you have Monitoring and Evaluation (M&E) experience ? \****

Yes

No

11

***How many years M&E experience do you have? \****

The value must be a number



**WCED's understanding toward M&E**

12

***Understanding Monitoring \****

Strongly Disagree

Disagree

Agree

Strongly agree

Monitoring is a management function that should be undertaken by all managers.

Monitoring involves collecting, analysing and reporting data on inputs, activities, outputs, outcomes and impacts.

Departmental monitoring data should come from normal business processes in a department which aides monitoring and reporting.



**Understanding Evaluation \***

Strongly Disagree

Disagree

Agree

Strongly agree

Evaluation is the systematic collection and objective analysis of evidence on public policies, programmes, projects, functions and organisations to assess issues such as relevance, performance (effectiveness and efficiency), value for money, impact and sustainability, and to recommend ways forward.

Evaluation can be undertaken to improve performance (evaluation for learning);

Evaluation can be undertaken to improve accountability

Evaluation can be undertaken to generate knowledge (for research) about what works and what does not.

Evaluation can be undertaken to improve decision-making.



***Understanding WCED strategic direction toward achieving outcomes and its link to M&E \****

	Strongly Disagree	Disagree	Agree	Strongly agree
I am familiar with the mission and vision statement of the WCED.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand that there are existing public sector M&E frameworks.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand how my duties fit together to contribute to WCED's outcome.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand how valuable outcomes are to WCED.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



**Understanding Monitoring and Evaluation (M&E) \***

	Strongly Disagree	Disagree	Agree	Strongly agree
I understand how the project/intervention /programme was designed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand the importance of meeting the overall outcome.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand that outcomes are valuable to the WCED.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand what the root cause of the problem is when working within projects/interventions/ programmes.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
There is a link between planning, monitoring and evaluation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am clear that Monitoring and Evaluation is an approach that has been developed to measure and assess the success and performance of projects, programs or organisations.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The creation of an M&E unit at WCED means that other units should stop carrying out their existing monitoring and reporting functions.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



**Understanding Theory of Change (ToC) \****When referring to M&E...*

	Strongly Disagree	Disagree	Agree	Strongly agree
I understand how change [might] happen within the context of my work/project or programme.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am clear about what strategy I will use to make change happen at WCED.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am clear on what colleagues are working on in the same area and assessed how they might influence my outcome.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I have a clear strategy for dealing with opposing or dissenting voices which might influence my outcome.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand what change processes are already underway in my work environment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand how change processes can influence the outcome of my intervention/project/programme.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am clear about what strategy I will use to make change happen at WCED.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



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Strongly Disagree

Disagree

Agree

Strongly agree

I understand how a specific context might shape WCED outcomes.

I am clear about what strategy I will use to make change happen at WCED.

I understand what may get in my way or inhibit my progress to influence change.

I have a good understanding of potential benchmarks and indicators.



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**Attitudes towards Monitoring and Evaluation (M&E).**



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**Attitudes towards Monitoring & Evaluation (M&E). \***

	Strongly Disagree	Disagree	Agree	Strongly agree
I realise that organisational barriers to M&E exists.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am sensitive to respecting differences in understanding of M&E.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I would value it if the WCED had M&E interventions readily available.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand how my role will be affected by an M&E system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I clearly understand the potential pressures for encouraging the need for an M&E system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand the motivation behind building an M&E system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
M&E does not affect my work delivery.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I'm excited about all the possibilities that M&E could introduce.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am eager to show others the benefits of M&E.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I don't want to work within an M&E system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



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Strongly Disagree

Disagree

Agree

Strongly agree

I think M&E is bad for WCED.

I am excited about finding new ways in which M&E can improve my work.

I have mastered what needs to be done to be effective within an M&E system.

I am not aware of any details about M&E at WCED.



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**Monitoring & Evaluation (M&E): culture and change \***

	Strongly Disagree	Disagree	Agree	Strongly agree
Change typically occurs at WCED with a clear picture or vision of the intended future.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WCED ensures that appropriate resources needed to make the change work are allocated.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
At WCED, the purpose or rationale for any change is clearly communicated to employees	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WCED staff concerns are ignored in most decisions.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WCED staff are always quick to help one another when needed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
When thinking about WCED the general attitude is to change things that aren't working.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
At WCED communication channels allow for ongoing feedback and information sharing between employees and designated leaders.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



Strongly Disagree

Disagree

Agree

Strongly agree

WCED staff impacted by change are actively involved in shaping the desired future.

At WCED, new expectations are a clear priority and desired actions are reinforced

At WCED, staff most affected by the change are involved in identifying possible obstacles

At WCED, steps are taken to ensure that staff affected by a change have the knowledge, skills and abilities necessary to make the change work.

At WCED, managers make themselves easily accessible for answering questions or information-sharing during times of change

At WCED, if the change involves significantly altering existing systems or processes, a trial period is conducted before the change is fully implemented.

At WCED, designated leaders actively seek input from staff concerning challenges, expectations, and innovations.

WCED is ready for M&E

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**Monitoring & Evaluation (M&E) skills and training. \***

	Strongly Disagree	Disagree	Agree	Strongly agree
I have formal training in Monitoring and Evaluation (M&E).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I have practical experience in M&E.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am interested in receiving training in M&E.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I have enough M&E exposure to keep my professional skills up-to-date.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand where capacity exist in WCED to support M&E.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I have no interest in M&E	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



**Advantages and Disadvantages of M&E.**

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***What are the advantages of Monitoring & Evaluation (M&E) amongst staff at WCED?***

\*

	Strongly Disagree	Disagree	Agree	Strongly agree
WCED has a clear M&E policy.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WCED should prioritise M&E.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
M&E is necessary and adds value to my work environment.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
M&E improves work clarity .	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
It is clear that an M&E system would directly support better resource allocation within WCED.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
It is clear that an M&E system would directly support better achievement of outcomes.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
An M&E System will link project, program, sector, and national outcomes.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WCED is clear on how to make an M&E system succeed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



***What are the disadvantages of Monitoring & Evaluation (M&E) amongst staff at WCED? \****

	Strongly Disagree	Disagree	Agree	Strongly agree
M&E is a burden and a compliance tick box.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
M&E creates confusion.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I would react negatively toward information generated by an M&E system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
An M&E System will not improve planning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
An M&E system will not benefit WCED as the culture will not allow it.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
WCED is unclear on how to make an M&E system succeed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



## Institutionalisation of M&E

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***M&E is the responsibility of ... \****

- all line managers.
- an independent unit external to WCED.
- the M&E unit.
- the accounting officer.

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***"Oversight" or "Transversal" M&E is the responsibility of ... \****



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- Directorate Business Strategy & Stakeholder Management
- an independent unit external to WCED.
- Designated internal M&E unit.
- the accounting officer.

**Where should Operational Monitoring & Evaluation (M&E)  
( An M&E unit) be institutionalised? \***

- Office of the Head of Department (OHoD).
- DDG Education Planning.
- DDG Corporate Services
- DDG : Institutional development and Coordination
- DDG : Curriculum Management.



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