

Master's Thesis Dissertation

**An investigation of the Effectiveness of the National Youth Development Agency
Monitoring and Evaluation Framework.**

By

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Declaration

I, the undersigned, hereby declare that this mini-thesis titled: *An investigation of the Effectiveness of the National Youth Development Agency Monitoring and Evaluation Framework*, is my own work, that it has not been submitted for any degree or examination to any other University. I declare that all the sources I have used or quoted have been referenced and acknowledged as complete references.

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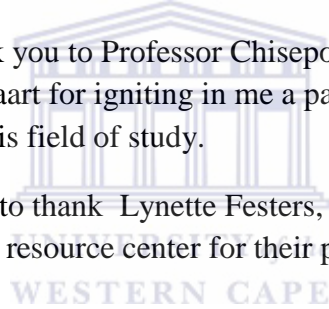
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KEY WORDS

Monitoring

Evaluation

Stakeholder

Youth Unemployment

Youth Policy

Good Governance

Accountability

Effectiveness

Performance Monitoring

Impact Assessment



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Abbreviations

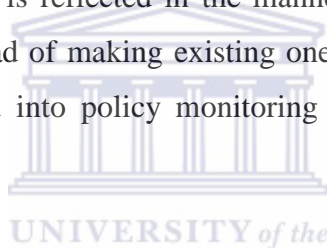
APP	Annual Performance Plans
DEP	Departmental Evaluation Plan
GWM & E	Government Wide Monitoring and Evaluation
M & E	Monitoring and Evaluation
MTEF	Medium Term Expenditure Framework
MPAT	Management Performance Assessment Tool
NDP	National Development Plan
NYC	National Youth Commission
NYDA	National Youth Development Agency



ABSTRACT

Monitoring and evaluation has in recent years been embraced by the South African government as a key feature of public service delivery. This has been used to promote efficiency in service delivery, good governance, to promote transparency in expenditure and promote financial accountability, so that set objectives can be achieved objectives. However, implementing Monitoring and Evaluation has also been challenging as a result of poor policy design, poor policy implementation, the lack of accountability and the lack of exemplary systems.

The issue of service delivery efficiency remains paramount in South Africa, due to the increasing inequality gap, high levels of unemployment, service delivery protests and rising poverty. Assessing policy outcomes and impact is a weak point and major gap in policy evaluation in South Africa. This is reflected in the manner in which duplicate policies are continuously being created instead of making existing ones work, or improving upon them. More efforts should be invested into policy monitoring and evaluation instead of policy development.



The study will investigate the above assertion by investigating monitoring and evaluation policy and practice in the National Youth Development Agency. The structure of this framework will be examined against the Government-wide Monitoring and Evaluation framework established by the South African government. The research will also examine monitoring and evaluation practice as carried out by the United Nations and the World Bank as they have a long history of practice. This investigation will look at activities, inputs, outputs, implementation constraints, outcome and impact assessment; it will also discuss monitoring report and policy/programme evaluation.

The study will adopt a descriptive case study investigation by drawing on the viewpoints expressed by various scholars. It will also highlight policies which support and enable the practice of M & E in South Africa. This research is noteworthy in the sense that it bridges the gaps between Monitoring and Evaluation literature and Monitoring and Evaluation practice in an institution. Furthermore, it explores the complexities of Monitoring and Evaluation implementation in a department running various programmes.

Chapter 1. Introduction

Government agencies and departments around the world are under pressure to provide goods and services efficiently. The design of systems and policies in government is a key in ensuring that the mandate of the government is achieved. However, the government faces the challenge of assessing how good and effective systems and policies are in achieving a set mandate. The route taken by most governments is that of tracking and measuring their progress and performance. According to Pollitt (2000), measurement has become the way through we can tell how good the public service is. Measuring performance of the public sector goes beyond the public sector. Pollitt (2000) writes that performance measurement not only includes monitoring of services, but is now encompassing management functions such as decision-making, control and accountability. The public service is expected to demonstrate that they are making a real difference to the lives of citizens and that value for money has been delivered. Citizens are no longer solely interested in the administration of laws, but also in the efficiency and effectiveness of services they receive.

The practice of monitoring and evaluating policy, programmes and projects has been identified and adopted by many governments, governance agencies, non-governmental organisations (NGOs) and international organisations, as an activity which can promote and ensure service delivery efficiency, effective utilisation of funds, performance results and accountability. Similarly, the South African Government recognised that, in order to ensure that substantial results are achieved, it was critical to intervene in the way that it monitored, evaluated and reported on its policies, projects and programmes. In his 2004 State of the Nation address the President emphasised the importance of monitoring, evaluation and reporting in government activities and policies: “The government is also in the process of refining our system of Monitoring and Evaluation, to improve the performance of our system of governance and the quality of our outputs, providing an early warning system and a mechanism to respond speedily to problems, as they arise. Among other things, this will necessitate an improvement of our statistical and information base, and enhance the capacity of the Policy Coordination and Advisory Services unit.” (PSC, 2008: 4). Furthermore, monitoring and evaluation offers the opportunity to keep track of processes, to review implementation, to assess outcomes and impact. Monitoring and evaluation is now an integral

part of planning and implementation of policies, projects and programmes in South Africa as it adds value to the work of the government. This value is in form of measurability of government objectives, effective planning, organisational insight and political oversight. Monitoring and evaluation practices do not comprise a 'one size fits all' guideline or framework; thus each institution designs it according to institutional mandate. However, certain principles of M & E remain unchanged, despite being practiced in an institution with a different mandate and dynamics.

In South Africa, the M & E system is necessary for public sector reform, and in some cases transformation. According to the Presidency (2011), the core purpose of monitoring and evaluation is applicable to all institutional frameworks and that which is improving efficiency. Many institutions require reforms which enable them to provide goods and services for all citizens, and not just a select few, as was the case during the apartheid era of pre-1994. According to Nicholson (1997), monitoring should look at the performance of policy in order to empower both management and the community. Monitoring, he argues, assists the decision-maker and thus leads to a better outcome for the community. Public perception tends to point towards the inefficiency and incompetence of the government, with taxpayers saying that they do not see what the state is doing. With effective M & E, the state then has evidence of their achievements.

Thus, this research will investigate the practice of monitoring and evaluation by the National Youth Development Agency of South Africa. The investigation will focus on activities, inputs, outputs, indicators, outcomes and impact assessment of the framework in order to determine the impact monitoring and evaluation has on their efficiency, transparency and ultimately on youth development. Youth development has become a core feature of South Africa's development agenda, as youth unemployment has been steadily rising in the past years. Agencies like the NYDA receive financial support from the presidency to support their mandate and programmes. However, the rise in youth unemployment levels beg that we investigate how these programmes are planned, monitored and evaluated in the NYDA, as a way of gaining insight and ultimately contribute to monitoring and evaluation in the agency.

1.1 Background to the Problem: The state of South Africa's public service

Prior to 1994, in South Africa, public services were mostly provided for Whites. Furthermore, Whites had access to the best education, better economic opportunities such as employment, access to good housing and the best healthcare. On the other side of the fence, Black South Africans were not allowed the same privileges that White South Africans enjoyed. Ozler (2007) writes that, "while only a quarter of Africans had access to piped water in their houses, whites had universal access". This shows that the new government had to dramatically expand the public services and make them all inclusive. This was done to fulfil the Constitution and bridge development gaps, but also promote equality amongst all South Africa.

In 1994, Apartheid officially came to an end with the first democratic held elections. Despite this positive change, Ozler writes that, Apartheid left in its wake a population with vast inequalities across racial groups. According to Ozler (2007), South Africa remains one of the most unequal countries in the world. The country inherited vast inequalities in education, health, and basic infrastructure, such as access to safe water, sanitation, and housing.

Since 1994, the ANC-led democratic government has made great strides in bridging the inequality gap and combating poverty. They have done this by adopting non-racial policies (Maphunye, 2009). These policies are opposite to the ones used by the Apartheid government, as these are aimed at promoting equality. A number of reforms and transformation had been applied in order to improve the public sector. However, there still remain systemic errors in the administration of the South African public service. These errors include corruption, nepotism, lack of accountability, lack of transparency, incompetent leaders, unmotivated public servants, cadre deployment and poor service. These are contributing negatively to the development of the country and service delivery as they have created a culture of inefficiency and lack of professionalism in the public sector.

In South Africa the concept of youth development has been shaped by the long history of struggle against apartheid. Throughout the South African history, young people have acted as drivers of change and have participated actively in the development of a socially inclusive and economically empowering South Africa. Former ANC president, Oliver Tambo referred to the youth as the 'young lions' as they were an integral part of the liberation army (Seekings, 1996). Youth development in South Africa is guided by the vision of a non-racial

and non-sexist democracy that is being built through transformation, reconstruction and development (NYP, 2009). All these have shaped the following values and principles which underpin youth development today: In light of this, youth development continues to be imperative by ensuring that youth agencies and programmes are successful and sustainable.

The government acknowledged that the youth were the most vulnerable members of society, and that these challenges persist. The youth continue to face challenges such as rapidly accelerating, high levels unemployment, high prevalence of HIV and AIDS, a lack of skills, poor education, drug abuse and other poverty related socio-economic struggles. It was thus imperative that a policy be developed, under which solutions could be developed and used as a guide for implementation. There have been policies developed to create an environment which supports and prioritizes youth development in South Africa.

1.2 Youth Development in South Africa

“South Africa’s concept of youth development is influenced by the historical conditions that have shaped the country and its democratic goals. The National Youth Policy is informed by the UN World Programme of Action for the Youth to the Year 2000 and Beyond and the African Youth Charter. The African Youth Charter identifies challenges faced by youth in the continent as including education, skills, competence development, employment and sustainable livelihoods, youth leadership and participation, health and welfare, peace and security, environment protection and cultural and moral values” (Presidency Newsroom, 2015).

The advancement of social and economic challenges faced by the youth cannot be the sole responsibility of the youth themselves. Hence the policy framework of the NYDA seeks to address the needs of the youth and meet the demands of the youth through creation of employment opportunities and provision of literacy and business skills (The National Youth Policy Framework, 2002-2007:6).

The National Youth Development Agency (NYDA) was formed in 2008 by an Act of Parliament, Act no. 54 of 2008. The agency was formed as a policy which would provide an environment which empowered the youth and allowed them the opportunities to thrive economically. The existence of the NYDA is located within the broad context of South Africa’s development dynamics. Like many developing countries, 42% of South Africa’s population consists of the youth. The youth are individuals between the ages of 14-35 years.

Given the youthful nature of the South African population, much of the socio-economic challenges faced by the nation such as poverty, inequality, joblessness and poor health affects the youth (NYDA, 2014). The NYDA works across the three spheres of government, including national, provincial and local government in facilitating and promoting the coordination of the three in youth development.

Despite the development of a policy framework and the establishment of an institution tasked with creating an environment to enable the development of the youth, the NYDA has faced numerous challenges including incompetence in leadership, lack of financial accountability, irregular and wasteful expenditure, poor planning, lack of management accountability and lack of compliance with National Treasury Regulations when dealing with goods and services, contracts and quotations, as found in the Auditor General 2013 Report on the NYDA (PMG, 2013).

1.3 Research Questions

This study is guided by the following research questions:

1. What Legislation/documents, values and principles underpin M & E in the NYDA?
2. What drives the NYDA's M & E rationale?
3. What are the key constraints and opportunities in the practice of M & E?
4. How does the NYDA achieve M & E stakeholders' participation?
5. What are the shortcomings of the NYDA's M & E framework?
6. What impact does M & E have on the performance of the NYDA?
7. What can be done to improve upon the efficiency of the NYDA's M & E framework to better their practice?

1.4 Research Objectives

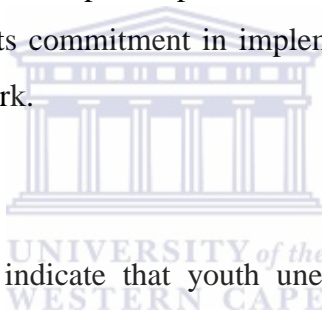
The primary research objective of this study is to investigate the state of M&E framework for the NYDA, in order to assess the effectiveness of this framework in promoting institutional efficiency. The secondary objectives are:

- To highlight the theoretical and legislative frameworks underpinning M & E implementation in the youth sector of South Africa
- To discuss and investigate the effectiveness of the NYDA M&E framework

- To describe and analyse the NYDA's challenges as opportunities for improving M & E practice
- To investigate stakeholder participation in the M & E framework of the NYDA
- To investigate the relationship between organisational performance and M & E
- To make recommendations to improve M & E efficiency

1.5 Significance of the study

This study will highlight the significance of having a well-designed M & E system in a government institution. It is noted that M & E has emerged as a vital tool for good governance. Efficiency in public services is a primary challenge in many government institutions. Thus, there is a poor service delivery. The government has stated that M&E can help the public sector improve its efficiency. According to Hague (2001), M&E has become a requirement for governance and development processes in developing nations. The South African government has shown its commitment in implementing M&E, by establishing the Government-wide M&E framework.



1.6 Problem Statement

Recent unemployment statistics indicate that youth unemployment in South Africa is a staggering 36.1%. The figures have been rising steadily, despite youth policies and funding to address this challenge. After seven years of youth development legislative implementation, these figures indicate that the attainment of the policy's objectives has been constrained. Nonetheless, in consideration of the essence of the youth development policy, it is evident that its intended outcomes are hamstrung by other factors, which extend further than policy and funding.

In light of the above, the problem being investigated in this study is that there is very little evidence in youth development policy and legislative impact, in the context of reducing unemployment among the youth. The government's establishment of a government-wide monitoring and evaluation policy framework is a mechanism of institutionalizing these aspects (monitoring and evaluating) of performance of the NYDA. This, however, requires ensuring that an M & E system is efficient, and ultimately creating an environment for service delivery efficiency. According to Ile, Eresia-Eke and Allan-Ile (2012), the content and thrust of a policy must be appropriate and implementable. At the same time monitoring

and evaluation practice, or activities, should be of high quality. An effective M & E system allows policy evaluators to ascertain if the policy is the problem or if poor implementation is the real challenge. If monitoring activities and policy implementation are being carried out diligently, then the problem may be the policy. According to Cloete (2005:2), evaluation or assessment should be viewed as a process of judgement in which a comparison should be made between explicit and implicit policy objectives with real or projected outcomes/results or impact. Thus the question remains on how to ensure the quality of M & E practice.

1.7 CONCEPT DEFINITION

The following section clarifies and defines concepts which will be used for this study:

1.7.1 Youth

The National Youth Policy 2009-2014 refers to the youth as individuals, falling within the age group of 14 to 35 years. This is based on the mandate of the National Youth Commission Act 1996 and the National Youth Policy 2000. This inclusive approach takes into account, both historical, as well as present-day conditions. Although a lot has changed for young people since the advent of democracy in 1994, the motivation for 35 years as the upper age limit of the youth has not yet changed, since historical imbalances in the country are yet to be fully addressed. This definition is also inconsistent with the definition of youth as contained in the African Youth Charter (African Union, 2006) which defines youth as those between the ages of 15 and 35 years. This does not present a challenge, as South Africa includes a broader rather than narrower definition of youth. Of particular importance is the fact that the National Youth Policy 2009-2014 supplements this age range by segmenting the youth population in age cohorts and target groups, in recognition of significant differences that exist in these youth groupings in terms of their unique situations and needs. All these acknowledge the fact that young people are not a homogenous group and a differentiated approach should be adopted in dealing with them. The policy therefore acknowledges that the 14-35 age range is by no means a blanket general standard, but within the parameters of this age range young people can be disaggregated by race, age, gender, social class and geographic location (NYP, 2009).

1.7.2 Youth Development

The National Youth Policy 2009-2014 defines youth development as: an intentional comprehensive approach that provides space, opportunities and support for young people to maximise their individual and collective creative energies for personal development as well as development of the broader society of which they are an integral part (NYP, 2009).

1.7.3 Monitoring and Evaluation (M&E)

According to the GWM&E policy: “A monitoring and evaluation system is a set of organisational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships which enables national and provincial departments, municipalities and other institutions to discharge their M&E functions effectively. In addition to these formal managerial elements are the organisational culture, capacity and other enabling conditions which will determine whether the feedback from the M&E function influence the organisation’s decision-making, learning and service delivery” (GWM&E 2007:4).



1.7.4 Performance Monitoring

Performance monitoring is a vital activity managers should undertake. According to Nicholson (1997), performance monitoring is a management toolkit which can assist in decision-making if used properly. Furthermore Nicholson (1997) writes that monitoring encompasses measuring and reporting. He argues that if performance is monitored closely and diligently, then decision-makers can use the results of their monitoring reports to bring about much needed change to their programmes and projects. Thus this report can shade light on a small area which needs to be changed to improve efficiency. The long term advantage of performance monitoring is that it is an accountability mechanism which has a positive impact on future policies.

1.7.5 Monitoring

According to the Public Service Commission (2008), monitoring is a continuous activity that systematically collects the data of a process/programme/project within specified indicators to provide management and stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of

funds allocated. According to Ile et.al, (2012), policy implementation and goal attainment are both part of monitoring.

1.7.6 Evaluation

The Public Service Commission (2008) defines an evaluation as the systematic and objective assessment of an on-going or completed project or program, including its design, implementation and results. The aim of an evaluation is to determine the relevance and fulfillment of objectives, the efficiency, effectiveness, impact and sustainability of the project or program. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors. Evaluation also refers to the process of determining the worth or significance of an activity, policy or program. In certain instances evaluation involves the definition of appropriate standards, the examination of performance against those standards, an assessment of actual and expected results and the identification of relevant lessons.

Evaluation determines merit or shortcoming of an objective in order to make a judgement, a standard of what is regarded as meritorious to compare with is needed. Evaluation is thus a process of comparison to a standard. For instance, the statement “a high quality service has been delivered that met the needs of clients and improved their circumstances,” is an evaluation. The evaluation will be better if “quality”, “needs” and “improvement in circumstances” have been quantified and achieved at set standard. Evaluation is a time-bound, often independent, assessment of either ongoing or completed activities to determine the extent to which they are achieving stated objectives and contributing to decision-making (Ile et.al, 2012).

1.7.7 Inputs

According to Ile, Eresia-Eke and Allen-Ile (2012), inputs are the resources such as financial time, materials, equipment and personnel. These are utilized in the course of the production of the designated outputs. In the practice of M & E, inputs are critical because a shortage of the fore mentioned can impact M & E negatively.

1.7.8 Activities

Ile, Eresia-Eke and Allen-Ile, 2012 write that activities in M & E practice refers to “what we do” or in essence what must be done. They are the processes or actions that use a range of efforts and time to produce the desired outputs and ultimately outcomes. Activities have to be deliberate and speak to what is planned and intended. Activities should be geared towards producing outcomes and ultimately address achieving the intention of a policy, project or programme.

1.7.9 Outputs

These comprise of all measurable changes that happen within a specific time as direct consequences of project/programme or management activities. They are the direct results of the process of transformation of inputs. They are often “tangibles” or “deliverables” produced at the terminal point of the execution of initiative or intervention (Ile et.al, 2012).

1.7.10 Outcomes

Outcomes are medium-term results for specific beneficiaries, that are a logical consequence of achieving specific outputs. Outcomes should relate clearly to an institution’s strategic goals and objectives set out in its plans. Outcomes are ‘what we wish to achieve’. They refer to the measurable changes that occur in behaviour, attitudes, commitment, or socio-cultural values of groups, as well as legal, institutional and societal practices, as a consequence of achieving the expected outputs (GWM&E, 2008).

1.7.11 Impact

These are the consequences that crystallize to the larger population (or community/society), in the face of outcomes that continuously exist. Impact is the fulfilment of the intended objective.

1.7.12 Indicators

These are the quantitative or qualitative variables that provide a simple and reliable means to measure achievement (relevant across – input, activities, output, outcome, impact). According to Ile, Eresia-Eke and Allen-Ile (2012) citing Kusek and Rist (2004) argue that indicators should reflect the true extent of a performance. In order for them to achieve this,

they should meet the CREAM criteria. The CREAM criteria states that all indicators should be:

- **Clear-** This means that indicators should not be ambiguous but precise and easy to understand. Ambiguity of indicators can easily veil the intention of the indicator.
- **Relevant-** Relevance of indicators speaks to the results intended. If there is no association between the indicator and the result of interest, then that indicator is not needed.
- **Economic-** Indicators should be cost effective. Ile et.al (2012) argue that costs be considered when selecting indicators. Data collection and analysis should not be too expensive
- **Adequate-**“Indicators selected should provide a sufficient basis to measure performance related to a selected result” (Ile, Eresia-Eke and Allan-Ile, 2012: 120).
- **Monitorable-** Monitorability speaks to validation in M & E. Indicators should be responsive to independent validation. If an indicator can be validated, then this means that an M & E system is reliable.

1.7.13 Baseline

Baselines provide a background backdrop for M & E strategies. Baselines are foundations for M & E as they describe the state of indicators immediately prior to the start of the monitoring and evaluation period (Ile, Eresia-Eke and Allan-Ile, 2012). During the M & E process, measurements of progress make sense because they should change from the previous to the current state during policy implementation.

1.7.14 Effectiveness

Effectiveness, according to Ile, Eresia-Eke and Allen-Ile (2012:77), “is a measure of the extent to which intended results have been realised”. Effectiveness should not be mistaken for Efficiency. Efficiency they write refers to “a measure of how well resources were utilised in pursuit of the result” (2012:77).

1.7.15 Good Governance

Kusek and Kist (2004) argue that M & E is a core element of governance and thus should be used by government around the world for them to derive objective results on their efficiency.

In their research, the authors outline the characteristics of M & E as well as the existing types of M & E strategies. According to Kusek and Kist (2004), an effective M & E system should be able to provide relevant information which can be used by the owners of the system and other various stakeholders. This is because a policy tends to have various stakeholders from supply chain management, finance, human resources and the policy target audience. An M & E system should have a proper purpose instead of being a fashionable trend to have in an institution. A good M&E framework forms part of institutional support and serves as a guide for institutional activities, and thus promotes good governance.

1.7.16 Accountability

In a democratic state, officials should be accountable to citizens concerning the development and use of public financial resources (Sabatier, 2007). Managers of an agency such as the NYDA are given more flexibility and empowerment to carry out their tasks; in return there is a greater degree of accountability for the outcomes they achieve (Mayne, 1997:158). Poor or lack of accountability tends to conflict greatly with efficiency and equity goals. Achieving efficiency requires that information about the preferences of citizens be available to decision makers, as does achieving accountability (Sabatier, 2007). In South Africa's citizens preferences there is a preference for both equity and accountability. It is thus institutional arrangements that can promote or hinder accountability. Monitoring an institution can lead to ensuring that the institution is more accountable. Information from monitoring can assist in realising efficiency and at the same time it can serve to increase accountability and to promote the achievement of redistribution objectives.

1.7.17 New Public Management

New Public Management (NPM) is a new approach in the way in which the government addresses the problems of the public sector, meets the needs of the public and improves upon public service delivery, using economics and business models. NPM is "an approach in public administration that employs knowledge and experiences acquired in business management and other disciplines to improve efficiency, effectiveness, and general performance of public services in modern bureaucracies" (Vigoda, 2003: 812). It draws from economics, information technology, human resources and management.

The NPM ideology presents a conscious shift from the former system classical Public Administration, marred with bureaucracy to management in the public sector (Hope Snr, 2002). This shift is from bureaucracy to management, thus promoting efficiency. The NPM ideology is a conscious shift from traditional Public Administration which, according to Max Weber, was characterized by inefficiency, incompetency, and misuse of office for gain, corruption, maladministration, nepotism and patronage (Miller, 2005).

NPM operates from a private sector concept of management. The concept of management is characterized by performance management, efficiency, cost-savings and budgeting. Furthermore, there is an emphasis on efficiency this entails the measurements of outputs and outcomes and target performance, performance measurement, improved reporting and monitoring mechanisms (Hope Snr2002:211). Performance measurement is achieved through evaluation activities in M&E.

1.7.18 Agencification

According to the South African Public Service Commission (2011) a government agency is established with the expectation that it will improve the performance of government's various mechanisms, including the following: policy advice, policy implementation, regulatory role, or service delivery, depending on the reason the agency was established in the first place. According to Ayee (2008), agencification is the creation of a flexible, performance orientated civil service unit. Agencies have semi-autonomous powers; this gives them the flexibility to use their discretion to achieve policy objectives or to implement policy. The main advantages of agencification are that an agency is able to function independent of political interference, an organization can run its affairs in a business like way or operate on business principles.(Ayee, 2008: 135).However, the lack of political interference can also mean that an agency has no regulatory body which can provide it with oversight.

1.8 Research Assumptions

This research will be undertaken under the assumption that participants will allow me to interview them, and that they will be honest and forthcoming in their responses. The participants include the NYDA M & E management and officers. Further assumptions are that the NYDA will allow the researcher to access dated documents and information for the purpose of this research.

1.9 Organisation of this research study

The research consists of six chapters and they are organised as follows:

Chapter one introduces the topic; provides background to the problem and the research problem. Chapter one also provides the significance of the study, objective of the study in highlighting the monitoring and evaluation practice in South Africa; it also includes research questions. This chapter also includes a concepts definition section to provide clarification for concepts used in the study.

Chapter 2 of this study presents theories and models which will guide this study. It also provides a literature review and the legislative framework underpinning Monitoring and Evaluation practice in South Africa's public sector. Chapter 2 will also discuss the youth policies underpinning the establishment of the NYDA, and why it is critical that the youth policy be monitored and evaluated.

Chapter 3 provides the research design and methodology which will be employed in this study. Chapter 3 also provides an overview of the type of research methodology, sampling and techniques which will be used to collect data.

Chapter 4 will present, describe and discuss the institutional nature of M & E in the NYDA. This will be done with a close analysis of the design, implementation and operation of the NYDA's Monitoring and Evaluation framework at length.

Chapter 5 will present and analyse the data which was collected from semi-structured interviews on the NYDA M & E framework, and performance as well as the operation of the agency. The chapter will also draw from theories and models selected for the study in Chapter 2 and use them to identify strengths, weaknesses, challenges, limitations and success of the NYDA's Monitoring and Evaluation framework.

Chapter 6 will consolidate the findings of the research. The chapter will draw conclusions and make recommendations for improvement in the design and operation of the NYDA's M & E framework.

1.10 Monitoring and Evaluation within the framework of Public Administration

The role of the government, according to traditional public administration, is providing goods and services for the citizenry. The challenge for most governments is finding out how effective they are in mandate execution (Wholey, 2007) and also how accountable they are in expenditures. Over the year, as the gap of mistrust has widened between the state and citizenry caused by lack of accountability, public sector reforms such as monitoring and evaluation have emerged as mechanisms to guide and oversee resource allocation and other decision-making; **the latter is** aimed at improving program efficiency and effectiveness as well as rebuilding public confidence in government (Wholey, 2007). Monitoring and evaluation gives the state a platform from which they can keep track of policy implementation and subsequently evaluate the success of the policy by assessing policy outcomes. According to Cloete (2009), systematic monitoring and evaluation is the main tool to achieve effective evidence-based policy analysis goals. Monitoring and evaluation is not only used to generate performance information but also as a baseline in planning future programmes, interventions and in the design and implementation of improvement plans.

1.11 Conclusion

Chapter one has provided the context of this research. It has explained the background of the problem; it has given the problem statement, research questions, research objectives and the significance of this research. Furthermore, the chapter has defined key concepts which are important to this study and stated research assumptions guiding this study. Finally, it has situated monitoring and evaluation within the framework of public administration. The next chapter outlines and discusses the literature review and the legislative framework that underpins this research.

Chapter 2.Literature Review and Legislative Framework

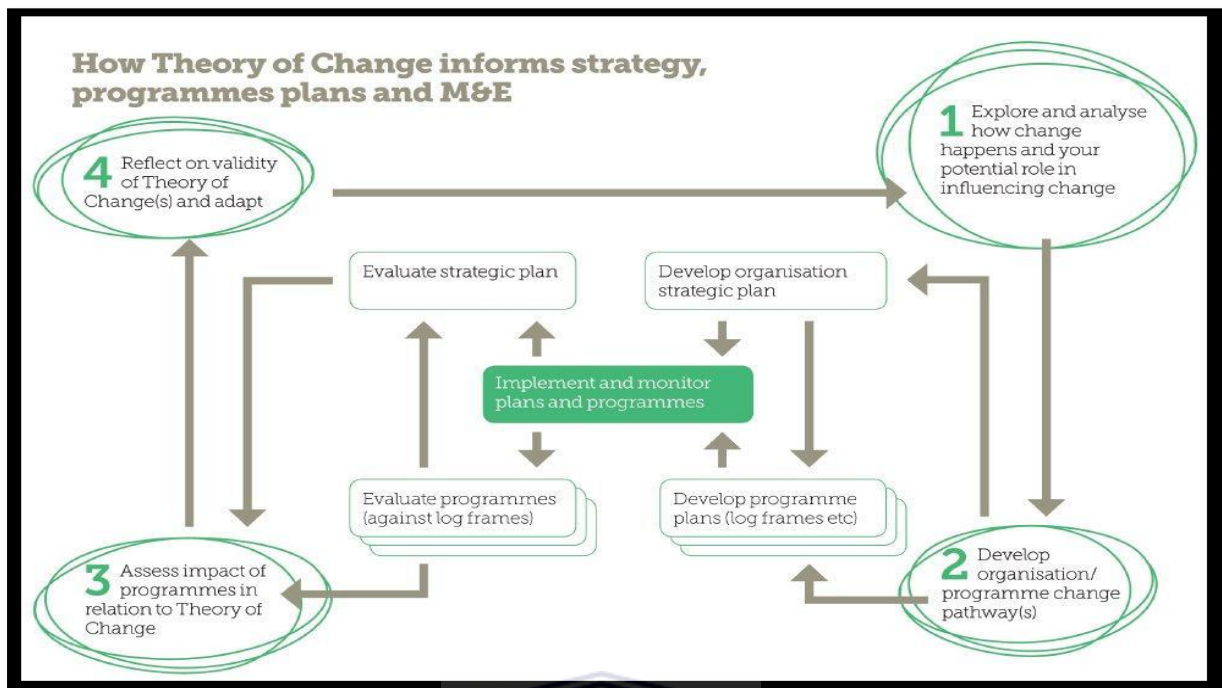
Chapter 2 provides the theoretical and legislative framework guiding this research. These include: the theory of change, the stakeholder theory, youth policies in South Africa and the Government-wide Monitoring and Evaluation framework. The literature review section is important in research as it enables the researcher to be acquainted with key debates and information pertaining to her area of study (Mouton, 2001). Therefore the researcher can avoid duplicating existing studies. For this research, relevant sources have been drawn to deduce reliable and valid studies.

2.1 Theoretical Framework

2.1.1 Theory of Change

The theory of change provides a basis of defining how and why a programme or intervention will work. Policy makers often devise policies without being clear about the impact they want to have and the assumptions which underpin the activities required achieving the policy. Without careful consideration and planning, activities can be performed without bringing about the desired/intended change. The theory of change is a tool used to create/develop milestones and targets while showing a logical process of how activities lead to impact.

Figure 1: The Relationship between Theory of Change, Planning and M & E



Source: Norwegian Development Network/ Bistandstorget, 2015

The theory of change defines the components and steps necessary to bring about a given long-term goal. A theory of change describes the type of intervention/s (whether a single programme or a comprehensive community initiative) that bring about the results hoped for. A theory of change includes the assumptions (often supported by research) that stakeholders use to explain the process of change. According to Connell and Kubisch (1998), in approaching evaluations, the theory defines and clarifies the research questions and helps to identify what should be evaluated.

This theory of change is critical for programme planners as it helps them understand how and why their project will work (Connell & Kubisch, 1998). According to Connell and Kubisch (1998), Weiss wrote that participants of a programme must be clear about the ultimate outcomes and impacts they hope to achieve as well as the avenues through which they expect to achieve them. A theory of change specifies, from the onset, how activities will lead to interim and long term outcomes. It identifies the contextual conditions that may affect activities. This activity supports the scientific case for attributing subsequent change in these outcomes (from onset activities) to the undertakings included in the programme (Connell & Kubisch, 1998).

The theory of change presents many opportunities for a positive outcome for programmes, policies and initiatives. According to Connell and Kubisch (1998), when applied during the design phase, it sharpens the planning and implementation of an initiative. This is because stakeholders have the opportunity to specify the expected outcomes of the project.

The theory of change plays a critical role in evaluation. It determines that the measurement and data collection elements of the evaluation process will be facilitated. According to Connell and Kubisch (1998), evaluation based on a theory of change identifies what to ultimately measure, and also identifies interim outcomes. Furthermore, it identifies the implementation of activities intended to achieve these outcomes-and helps to guide choices about when and how to measure those elements. By providing guidelines for deciding among the various tools in the evaluation toolbox, the approach helps avoid the risk that evaluations will be driven by the tools themselves (Connell and Kubisch, 1998).

According to Connell and Kubisch (1998), the theory of change seeks agreement from all stakeholders as to which implementation activities and contextual support will lead to certain outcomes. A theory of change specifies from the onset how activities will lead to both interim and long term outcomes. It also identifies the connected conditions that may affect them. This helps strengthen the systematic case for attributing subsequent change in these outcomes. Articulating a theory of change at the outset of a project and gaining agreement on it by all stakeholders reduces problems associated with causal attribution of impact (Connell and Kubisch, 1998).

The theory of change planning and evaluation process can reinforce the broader goals of a policy, programme or project in terms of promoting collaboration and engagement among key stakeholders (Connell and Kubisch, 1998). The Government-wide Monitoring and Evaluation framework is an example of a policy in South Africa which has promoted the collaboration of stakeholders as it identified many institutions in government were necessary for the design, implementation and practice of monitoring and evaluation in South Africa.

The theory of change promotes accountability. Connell and Kubisch argue that the Theory of change clarifies accountability pathways in a project. The more explicit the theory of change

is, the more explicit and consensually validated the accountability structure will be. Defined and clarified accountability pathways are critical in decision-making.

Table 1: Five Steps to creating a theory of change

STEP	ACTIVITY
Step 1	Identify a long-term goal.
Step 2	Conduct “backwards mapping” to identify the preconditions necessary to achieve that goal.
Step 3	Identify the interventions that your initiative will perform to create these preconditions.
Step 4	Develop indicators for each precondition that will be used to assess the performance of the interventions
Step 5	Write a narrative that can be used to summarize the various moving parts in your theory

Source: Own compilation, 2015

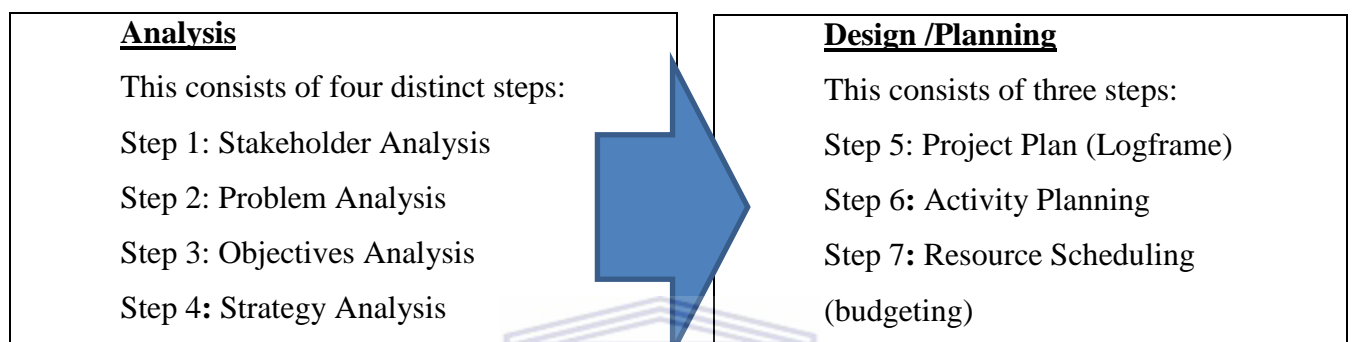
2.1.2 The Log Framework Approach

The log framework, also known as the logical model, is an analytical method used to break down a programme into logical components to facilitate its evaluation. The logical framework approach is used as a tool to support project planning and management. The approach follows a hierarchy of results-oriented planning structure and methodology which focuses all project planning elements, in order to achieve the purpose of a project. The logic model helps us design results-based systems in order to ensure the success of a programme. A logic model helps to answer questions like “Have the objectives of the programme been achieved?” and “were the means to achieve those objectives appropriate and were they competently implemented?” (PSC, 2007:52-53). The logic model helps to evaluate the efficiency and effectiveness of a programme, since efficiency can be defined as the ratio between inputs and outputs and effectiveness as the relationship between outputs and outcomes. The logic model is widely used as a framework to design monitoring systems or/and structure evaluations.

The log frame has five components; these include inputs, activities, outputs, outcomes and impact. According to the World Bank (2000), “the Logical Framework has the power to communicate the essential elements of a complex project clearly and succinctly throughout

the project cycle. It is used to develop the overall design of a project, to improve the project implementation monitoring and to strengthen periodic project evaluation”. Programmes designed by the NYDA should make use of the logical framework in order to ensure the success of these programmes. The logical framework is important because it guides M & E activities as the person conducting M & E can easily track the progress of the project against pre-determined objectives.

Figure 2: The order of steps in the logical framework



Source: Own compilation, 2016

2.1.3 Stakeholders Theory

The stakeholder theory is intended to explain and guide the structure and operation of an established entity (Donaldson & Preston, 1995). In its prescriptive nature, “The stakeholder theory” prescribes that managers should make decisions so as to take account of the interests of all stakeholders in a firm including donors, shareholders, employees, beneficiaries, communities and government officials or all those affected by the decision according to the nature of the organisation (Phillips, Freeman & Wicks, 2003).

Although the stakeholder theory is rooted in the private sector organisation, parts of its theory’s findings have rapidly been applied in managerial decision-making process in the public sector (Scholl, 2001). Despite criticism and sceptics’, the public sector continuously adopts lessons and methods of operation from the private through various reforms in order to promote public sector efficiency.

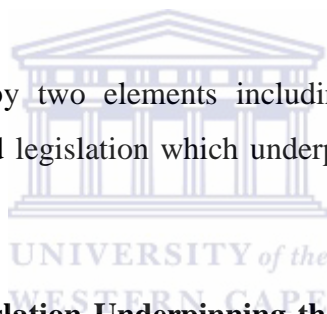
According to Scholl (2001), the criticism against the use of the stakeholder theory in the public sector stems from the differences and purposes of the two sectors. Scholl (2001) writes that the private sector, for instance, is interested in profit and survival of the firm, in

contrast to the public sector whose ends are public interests. Despite these significant differences, both organisations possess the similar capability of affecting individuals or groups as they pursue their organisation's objective (Scholl, 2001:13). Citing Freeman, Scholl (2001) states that: "a stakeholder in an organization is (by its definition) any group or individual who can affect or is affected by the achievement of the organization's objective" (Freeman, 1984:25).

"A "stake" in an organization in terms of stakeholder theory rests on "legal, moral, or presumed" claims, or on the capacity to affect an organization's "behaviour, direction, process, or outcomes" (Mitchell, Agle, & Wood, 1997, 858). According to Reed on defining stake: "stakes are understood to impose normative obligations by articulate interests against which valid normative claims can be advanced (Reed, 1999, 467).

2.2 Legislative Framework

This research will be guided by two elements including; the policy context of youth development in South Africa and legislation which underpins M & E practice in the South African public sector.



2.2.1 Youth Development Legislation Underpinning the Establishment of the National Youth Development Agency

Youth development has continuously been a point of focus in South Africa's socio-economic development as a result of the high levels of youth unemployment. According to the World Bank, youth unemployment refers to Youth unemployment refers to the share of the labour force ages 15-24 without work but available for and seeking employment (World Bank, 2015). The South African definition of the youth group includes young people who fall within the age of 14 and 35 years (South Africa. National Youth Policy, 2009:12). In addition, this definition is based on the mandate of the South Africa's National Youth Commission Act 1996 and the National Youth Policy 2000. To this end, the upper age limit of youth in South Africa remains 35 years as a result of the current and historical imbalances, which have not yet been fully addressed (South Africa. National youth Policy, 2009:12).

2.2.2 National Development Plan 2030

The NDP 2030 calls on South Africa to find ways to urgently reduce alarming levels of youth unemployment and to provide young people with broader opportunities (13). Thus, the NDP calls for the use of the “youth lens” when developing and implementing development interventions focus on youth.

2.2.3 National Youth Development Act (2008)

The Act makes provisions for the establishment of the National Youth Development Agency (NYDA), a public entity which is the custodian of youth development in South Africa. The Act also provides for the functions and objectives; management and governance; regulation of staff and financial affairs; and administration of funds in the NYDA.

2.2.4 National Youth Policy 2009-2014

The National Youth Policy from 2009-2014 is aimed at closing identified gaps in youth development by addressing challenges and recommending new measures to improve and accelerate the implementation of youth development policy under the following four pillars: education, health and wellbeing, economic participation and social cohesion.

2.2.5 Integrated Youth Development Strategy 2011

The Integrated Youth Development Strategy of 2011 (IYDS, 2011) was developed to “facilitate, coordinate, lobby and monitor the implementation of youth development programmes and policies, as well as initiate and implement strategic projects”. It has a vision which seeks to create a seamless, integrated and mainstreamed youth development across the public, private and civil society sectors of South Africa.

The IYDS strategy identified challenges and opportunities for youth as identified by a cross-section of stakeholders, including professional bodies, government departments, civil society, NGOs and youth formations. This also involved drawing information from various domestic and international instruments, public and research reports, the objective of which was the development of an integrated strategy that responds to the economic structure as discussed in key national policy frameworks, including, among others: National Industrial Policy Framework (NIPF), Industrial Policy Action Plan (IPAP), National Growth Path (NGP), National Skills Development-South Africa (NSD-SA), National Youth Policy (NYP), and the

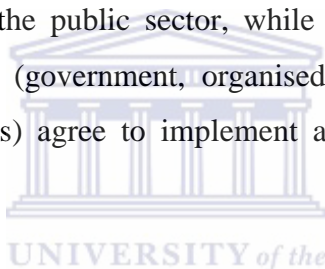
National Skills Development Strategy III (NDS III). All these policies and guidelines are aimed at increasing access to high quality and relevant education and training and skills development opportunities, including workplace learning and experience, to enable effective participation in the economy and society.

2.2.6 Employment Tax Incentive Act, 2013 (“Youth Wage Subsidy”)

The objective of Employment Tax Incentive Act of 2013 is to encourage the creation of youth employment and growth. This act provides a way of sharing the cost of expanding job opportunities with the private sector instead of making it solely the work of the public sector.

2.2.7 Youth Employment Accord

Seeks to improve education and skilling of young people, helping them to find jobs or start their own businesses. As part of the accord, government commits itself to increasing the number of people employed in the public sector, while certain industries have set youth development targets. All parties (government, organised labour, organised business, and community and youth formations) agree to implement a coordinated Youth Employment Strategy (YES).



According to Mtsweni (2014), there are no shortages of structures, policies and plans for youth development. National youth policies signal all kinds of areas for intervention and priorities for development, but like most government policy platforms, serve largely as political symbols of what is worth achieving than concrete, funded planning mandates for how to get there. Non-delivery in youth development on the part of government departments and youth institutions, is a lost opportunity and represents a failure to successfully address youth unemployment and development. Mtsweni (2014) states that national youth policies and institutional structures form one aspect of an integrated youth development strategy; they ultimately provide a framework for a country to make available resources, support and services that will allow young people to fulfil their potential and contribute to the social, cultural, political, and economic growth of South Africa. Failure to successfully implement these policies has negative short and long-term consequences for the country. It has thus become imperative to monitor and evaluate these policies as well programmes which are guided by them in order to achieve and promote an environment in which youth can thrive and achieve their potential.

2.2.8 The National Youth Policy 2020

The National Youth Policy 2015–2020 (NYP 2020) is developed for all the youth in South Africa, with a special focus on redressing the injustices of the past and addressing their current specific challenges and immediate needs of the country. According to the NYP (2020), youth-targeted interventions are needed so as to enable the youth of South Africans to actively participate and engage in society and the economy.

The NYP 2020 builds on the first NYP of 2009–2014. It not only improves upon, but also updates the previous policy, by addressing the new challenges that the youth are facing, at the same time acknowledging that there is more to be done to address the challenges identified in the previous NYP. The NYP 2020 policy aims to create an environment that enables the youth of South Africa to reach their potential. The policies are mindful of the global economic challenges that affect South Africa, and they therefore identify mechanisms and interventions that can act as catalysts to help clear critical blockages, and achieve this positive environment. The policy outlines interventions to enable the best youth development, which can develop them both as individuals and as members of the South African society. This can be through enhancing their capabilities so as to transform both the country and the economy. The integrated development strategy articulates in detail how the implementation of the interventions developed and was subsequently carried out in the months following government's adoption of the policy. According to the NYP 2020, in order for the goals of the policy to be realised, government needs to partner with most sections of society such as the private sector.

2.3 Linking Monitoring and Evaluation to Performance Information

There are evidently many youth policies and strategies in South Africa; however, little or no mechanism exists to monitor and evaluate the progress and impact or lack thereof these policies. Youth development policies are continuously updated, instead of assessed for outcomes and impact. This illustrates a strong motivation for monitoring and evaluating the effectiveness of the M & E strategy in the agency, which is the current custodian of youth development in South Africa. Monitoring and evaluation provides performance information of policies, programmes and projects. This is critical for government planning and ultimately the use of limited public sector resources.

2.4 Policy Monitoring and Evaluation in the South African Context

According to Ile, Eresia-Eke and Allen-Ile (2012), M&E has the ability to contribute to improved governance through promoting transparency, accountability, participation and inclusion. Monitoring and evaluation strengthens and guides policy implementation; it is the mechanism through which the progress of the implementation is tracked and at the same time, the success or shortcomings of the policy and implementation are articulated after assessing the progress or lack thereof. Ile, Eresia-Eke and Allen-Ile (2012) outline six characteristics of M & E in South Africa discussed below:

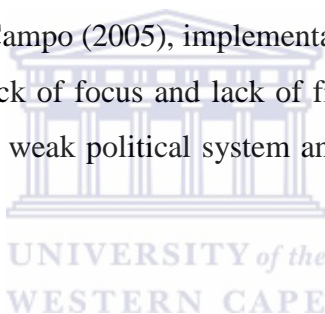
- *M & E should be rights based-* This standard speaks to the importance of protecting and upholding the rights of all citizens as outlined in the Constitution. The rights of young people should be promoted through implementation of suitable policy such as youth development policy.
- *M & E should be development-oriented* occurring across all spheres of the government- This principle is very important in a country with high levels of poverty. Most policies are development orientated as there is a need to redress gaps created by the past. South Africa is also a developmental state according to the Constitution Section 195(1)(c). The NYDA's mandate is youth development, thus this principle should be reflected in their M & E strategy.
- M & E should be taken undertaken *ethically and with integrity-* An M & E strategy is not a 'witch hunt' instrument or strategy. Youth development is a sensitive mandate; this means that M & E activities in the NYDA should ensure that the dignity of the youth is upheld. Ethics can be applied through consultation and collaboration with various stakeholders such as the concerned parties.
- M & E should be *utilisation-oriented-* This principle speaks to developing a practical and "user friendly" M & E strategy. At the same time, what is monitored and evaluated should be information which can be used to inform policy or improve institutional operations. The policy of the National youth programme states that the youth should have access to relevant resources to improve their lives (NYP 2009:10). This is an essential principle, since it contributes to the development of young people and society at large.
- M & E should be *methodologically sound-* This calls for the use of appropriate indicators in the data collection method and also the use of findings with clear

corroborations from varied policy documents (GWM&E 2007:3). According to Ile, Eresia-Eke and Allen-Ile (2012), there should be M &E trained practitioners and skilled researchers to develop an appropriate strategy to guide M & E activities.

- M & E should be operatively effective- according to Ile, Eresia-Eke and Allen-Ile (2012), a lot of effort should be invested in the planning stage so as to ensure that the task at hand is executed efficiently.

2.5 Implementing an effective Monitoring and Evaluation Framework

Like any change implemented in an institution, implementing monitoring and evaluation comes with certain challenges and opportunities. If the opportunities to establish an effective monitoring and evaluation framework are not met, challenges arise, making the organisational environment hostile to monitoring and evaluation. Challenges for implementing an effective monitoring and evaluation framework can be either internal or external. According to Schiavo-Campo (2005), implementation challenges may include: poor management, lack of capacity, lack of focus and lack of financial support. External factors on the other hand may include: a weak political system and a lack of sufficient government cooperation and coordination.



2.6 Policy Implementation: 5-C Protocol

Policy implementation is the activity undertaken to forge casual process in order to obtain a desired outcome (Brynard and De Conning, 2006). Brynard and De Conning (2006) contend that implementation requires a comprehensive strategy in order to ensure value and success. A devised strategy should address the mission and purpose of the organisation, the strategy should be in line with public values, the strategy should be legit, it should have buy in and sources of support. Citing Moore, Brynard and De Conning (2006) write that policy implementation goes beyond operational feasibility and technical capacity but is also about utilitarian value of policy.

In order for policy implementation to be successful, scholars have identified five interlinked variables which should be consistent and present. According to Ile, Eresia-Eke and Allen-Ile (2012), these five variables which underpin public policy implementation are content, context, commitment, capacity and clients and coalitions.

- The first variable is the **content**, which determines not only the process but the end product which will be achieved by the policy. Content comprises of goals and methodology to achieve the set goals. In M & E practice, M & E is the content in the ultimate objective of a policy, programme or project.
- **Context** is the second variable of policy implementation. According to Ile et,al, 2012, a policy is not formulated and implemented in isolation but takes cognisance of the policy environment and other dynamics such as economic situation, political atmosphere, social and technological environment. Institutional culture, leadership and partnership are other elements which must be taken into consideration in policy implementation. The awareness of these elements alerts the implementation to challenges so that they can be mitigated.
- **Commitment**- Policy implementation requires key players who are entrusted with carrying out the implementation (Brynard & De Conning, 2006: 182). Commitment requires engagement from stakeholders during policy implementation. According to, Ile, Eresia-Eke and Allen-Ile (2012: 11), commitment relates to the will of critical players politically and administratively. This element provides a point of departure which all governance interactions for meeting policy goals, use for spring boarding.
- **Capacity**- Policy implementation requires human and administrative capacity to facilitate the process. According to Ile, Eresia-Eke and Allen-Ile (2012: 11), capacity entails structure and ability for implementation by an institution, it also includes; financial resources, information technology and non-tangible components like leadership and partnership.
- **Clients and coalitions**- Stakeholders and interest groups are critical in policy implementation. According to Brynard and De Conning (2006), policy implementation can be enhanced by the group whose interest it serves. At the same time, policy implementation can be sabotaged by those whose interests are threatened by the policy.

In an organisation or institution where the 5Cs are aligned, where there is sufficient funding as well as policy, government coordination and support, M&E implementation and practice will be carried out efficiently. In instances where implementation challenges are found, they can be addressed and resolved.

2.7 The Government-Wide Monitoring and Evaluation (GWM & E) Policy Framework

The Government-Wide Monitoring and Evaluation (GWM & E) policy framework is a comprehensive guideline for M & E practice for every South African government institution. The guideline outlines and discusses the importance of M & E, the principles of M&E, M & E definition, M & E implementation guide, roles and responsibilities, institutional arrangements, capacity building, M & E data terrain and the link between M & E and other managerial systems.

The GWM & E policy framework was approved in the year 2007. The core function of this policy is to ensure that M & E procedures and processes in South Africa are designed and implemented in accordance with the charter and principles outlined in the GWM & E policy framework (CLEAR 2012:145). According to the GWM & E policy framework, M & E is extremely complex, multidisciplinary and skill intensive. The GWM & E requires detailed knowledge both across and within sectors, and interactions between planning, budgeting and implementation. The picture is complicated even further when the machinery of government is decentralised, with powers and functions being distributed across three spheres of government. It is precisely this complicated intergovernmental structure with diffused powers and functions which requires strong M&E systems to promote coordination and prevent fragmentation. In spite of the complexities, M&E helps to provide an evidence base for public resource allocation decisions and helps identify how challenges should be addressed and successes replicated.

2.8 The National Evaluation Policy Framework

In order to ensure that evaluations are carried out effectively, specific guidelines and standards have to be followed. This policy framework provides the foundation for a minimum system of evaluation across government. Its main purpose is to promote quality evaluations which can be used for learning to improve the effectiveness and impact of government, by reflecting on what is working and what is not working and revising interventions accordingly. It seeks to ensure that credible and objective evidence from evaluation is used in planning, budgeting, organisational improvement, policy review, as well as on-going programme and project management, to improve performance. It provides a common language for evaluation in the public service (NEPF, 2011).

2.9 Key players in Government-Wide Monitoring and Evaluation System

The South African government has certain key players/drivers whose responsibility is to ensure that the implementation of GWM&ES is successful. In essence we can refer to these as being part of clients and coalitions. Some of the key players are: the Office of the Public Service Commission (OPSC), the Presidency, National Treasury, The Department of Monitoring and Evaluation (DPME), the Department of Public Service Administration (DPSA), Provincial Offices of the Premier (DotP), the Auditor General and Statistics South Africa. These all play an essential role in the operationalization of M & E in South Africa. Moreover, they provide data and oversight required for M & E in national, provincial and local government units and programmes.

2.9.1 Office of the Public Service Commission

The Constitution (1996) in Section 196 of (4)(b) states that one of the functions and powers of the Office of the Public Service Commission (OPSC) is to investigate, monitor and evaluate the organisation, administration and personnel practices of the public service. This is done through research, funding and oversight. The OPSC has commissioned several research reports for M & E in South Africa. The OPSC is also mandated to evaluate the success or otherwise of government programmes; and is obligated to promote measures that ensure effective and efficient performance within the public service, as well as promote values and principles of public administration throughout the Public Service (South Africa: The Presidency, 2007:18-19). According to Engela and Ajam (2010:12), the OPSC utilises the Annual State Report as one of its key governance M&E instruments. The report assesses whether National and Provincial departments are adhering to the principles of public administration, as outlined in the Constitution. Chapter 10 of the Constitution (Act 108 of 1996), states that efficient, economic and effective use of resources are principles should be promoted Section 217(1).

2.9.2 The Presidency

Section 85(1) of the Constitution (1996), states that the executive authority of the country is entrusted in the President of the country. Section 85(2) of the Constitution (1996), states that the President and members of the cabinet, should exercise executive authority through the development and implementation of national policy and legislation. They should also coordinate the functions of state departments and administration. The Presidency also plays a

vital role regarding coordinating, monitoring, evaluating, and communicating government policies and programmes, as well as accelerating integrated service delivery. Evaluation of the implementation of government strategy and its impact, as measured against desired outcomes, is also one of the essential aims of the Presidency (South Africa. The Presidency, 2007:17).

The GWM & E should be able to provide the Presidency with accurate and reliable information that allows it to assess the impact achieved by departments and organisations, as well as encourage and promote policy revisions where necessary in South Africa. (The Presidency, 2005).The system should also be able to provide information about the performance of agencies implementing the Programme of Action and the impact of long-term efforts to alleviate poverty and improve economic performance in South Africa (The Presidency, 2005:11).

2.9.3 The Department of Performance Monitoring and Evaluation

The Department of Performance Monitoring and Evaluation is the custodian of M&E in government. DPME coordinates the Government-Wide M&E System. The Policy Framework on the GWMES is supported by three other frameworks, namely: The National Evaluation Policy Framework (NEPF) under DPME, the Framework for Managing Programme Performance Information (FMPPI) under the National Treasury and South Africa's Statistical Quality Assessment Framework (SASQAF) under Stats SA.

DPME has established the National M&E Forum and the Forum of Heads of M&E from the Offices of the Premier. These stakeholder forums, as well as the M&E learning network of government officials, enhance the sharing of knowledge and good practices on M&E.

2.9.4 National Treasury

Section 215(1) of the Constitution 1996, states that national, provincial and municipal budgets and budgetary processes should promote transparency, accountability and effective financial management of the economy and debt in the public sector. The role of the Treasury in GWM&E is to ensure that information about inputs, activities, outputs and outcomes which underpin planning and budgeting, including implementation management and accountability reporting to promote economy, efficiency, effectiveness equity, transparency

and expenditure (The Presidency, 2007:17). Therefore, it is essential that the GWM&E system should provide the National Treasury with data that allows it to assess that value for money is being practised by the government, as outlined in the *Batho-Pele principles* (The Presidency, 2005:11).

2.9.5 The Department of Public Service and Administration

The department is responsible for ensuring improved governance and effective public service. The department also acts as a curator of public management frameworks, performance, knowledge, management and to improve service delivery. A connection between this department and the GWM&E exists as the department co-chairs the Governance and Administration cluster and the GWM&E Working Group (South Africa: The Presidency, 2007:18). The GWM & ES should be able to provide the particular department with information that it needs to assess whether human resources are being well used, managed and developed.

2.9.6 Auditor General

The Auditor-General's role is to audit the accounts and financial statements of national and provincial departments as well as municipalities and any other government institution or accounting entity. These audits include:

- Financial audits – to verify that the institution's financial statements are a true representation of the financial position of the institution
- Regularity audits – These are used to confirm that the institution has complied with all relevant regulations and prescripts.

The Auditor is important from an M&E point of view as he conducts performance audits in order to find out whether money has been spent economically, efficiently and effectively by the audited institution. The Auditor-General audits and gives an opinion on the quality of performance indicators that departments publish in their strategic plans and expenditure. Finding by auditor general are published and made accessible to the public.

2.9.7 Statistics South Africa

Stats SA manages the national statistics system that collects, analyses and publishes a range of demographic, social and economic statistics. It also collects statistics on a set of key development indicators. Without a sound base of reliable statistics, planning of government

services, and M&E, at a level of sophistication that is required of government, will not have been possible (GMWE&E: 2008).

2.10 Legislation underpinning and supporting the Government-Wide Monitoring and Evaluation policy

The GWM&E policy framework in South Africa is supported by other legislation. The supporting legislation supports the implementation of the GWM & E and provides an environment which is conducive for this legislative to operate. Other related policies are listed and explained below.

2.10.1 The white paper on Transformation of the Public Service (WTPS) (1995)

The main purpose of the WTPS is to provide a policy framework to guide the introduction of new legislation and policies whose goal is to transform public service in South Africa (White Paper on the Transformation on Public Service, 1995). Some of these include: the *Batho Pele Principles* which promote equality, all inclusive public services, efficiency, professionalism among civil servants and cost effectiveness in service delivery.

2.10.2 The Batho Pele Principles

The *Batho Pele* is a relentless pursuit for increased effectiveness and the reduction of waste within the Public Service. Every Rand wasted in cumbersome, inefficient processes, in delays and duplication, is money which could be invested in improving services. The aim of the *Batho Pele* is to raise service delivery standards, especially for those whose access to public services has been limited in the past and whose needs are greatest (DPSA, 1997, p.2). The *Batho Pele* is a policy which provides values for the good public service. The principles include: consultation with service end users, setting of service standards, transparency and openness, increasing service access, providing courtesy, redress, providing information and a value for money.

2.10.3 Public Finance Management Act

The Public Finance Management Act of 1999, No 1 states that the Director General must maintain an effective, efficient, fair and transparent financial and internal auditing system (Miller, 2005). This is to ensure that public funds are utilised effectively. This Act is critical because it emphasizes the need for accountability for performance results by focusing on

outputs and responsibilities, rather than just on procedural accountability which ensures that rules have been adhered to. The importance of performance management and its appropriate application are further highlighted in that accountability for the efficient and effective use of resources is devolved to line managers who are accountable for their particular areas of responsibility. This is detailed in section 45 of the PFMA, which states: “An official in a department ... (b) is responsible for the effective, efficient, economical and transparent use of financial resources within that official’s area of responsibility” (PFMA 1999, Roos, 2009). Furthermore, Section 40(3)(a) of the PFMA requires reporting against predetermined objectives, in other words performance reporting (PFMA 1999).

2.10.4 The National Evaluation Policy Framework

The National Evaluation Policy Framework (NEPF) of 2011 is a policy framework which highlights evaluations of strategic and important policies, programmes or projects, which are identified as part of a National Evaluation Plan. The purpose of a Departmental Evaluation Plan, as for the National and Provincial Evaluation Plans, is to provide details of evaluations approved by departmental EXCO/top management as priority evaluations to undertake over a three year period, which are linked with the budget process. National departments relate to the DPME, whereas provincial departments relate to the Office of the Premier in the given province (NEPF, 2011).

2.11 Linkages with government planning processes and strategies

Programme planning and evaluation is a critical element in the programme planning process. These processes and strategies include: the five year strategic planning process, this is broken in the annual performance plans (APPs) and consistently reviewed against the Medium Term Expenditure Framework (MTEF). Embedding the practice of evaluation in the programme cycle ensures that evaluations form an integral part of planning and budgeting (PSC, 2011). This assists in improving performance throughout the programme cycle. Strategic planning and Evaluation planning must form an integral part of the strategic management processes of the department. Therefore, the DEP must be developed as part of the strategic planning process and must be informed by the priorities of the department as outlined in the strategic plan.

2.11.1 Annual Performance Plan (APP)

The development and review of the annual performance plans (APPs) should also take into account the development and implementation of Departmental Evaluation Plans (DEPs). The implementation of the DEPs should also be linked to the budget process of the Medium Term Expenditure Framework (MTEF).

2.11.2 Management Performance Assessment Tool (MPAT)

Management Performance Assessment Tool (MPAT) is an initiative by the government aimed at improving performance of departments in order to improve service delivery. It has become an MPAT requirement for all national and provincial departments to have a formalised and structured evaluation process. All departments will be required to develop a DEP that will outline the extent of capacity, organisation and implementation of evaluations that inform programme, policy, plans and system design.

2.11.3 M & E Framework

The development of the DEP should also take into account the priorities that have been identified in the M&E framework of the department. This will ensure that commitments that are in the framework should inform the content of the DEP. The monitoring data from the M&E framework should form the basis of the evaluations of the interventions that are in the DEP. The baseline data to be collected through reports from the framework should provide data that will be essential for the executions of evaluations that will be in the DEP

2.12 Conclusion

This chapter provided the theoretical and legislative framework that guiding this study. The theoretical framework included the theory of change, stakeholder theory and policy implementation analysis. The legislative framework consisted of the Constitution of South Africa, the Government Wide Monitoring and Evaluation framework of South Africa, the National Evaluation Framework, the Management Assessment Tool, The white paper on Transformation of the Public Service, *the Batho Pele* principles and the Public Finance Management Act. The chapter elaborated on each theory and legislation and how these are critical and relevant to this research. Chapter 4 and 5 will be discussed within this framework of this chapter. However, the next chapter (3) discusses the methodology used in this research.

Chapter 3. Research Methodology

3.1 Introduction

This research will investigate the effectiveness of the NYDA's M & E framework. The research seeks to gauge the effectiveness of the framework. Research methodology refers to the techniques employed to collect data (Bryman, 2001). Research methodology is important as deductions cannot be made with direction and data. A qualitative approach will be used for data collection in support of this research.

3.2 Qualitative research

The qualitative method is one in which the researcher often makes knowledge claims based primarily on constructivist perspectives (i.e., the multiple meanings of individual experiences, meanings socially and historically constructed (Creswell, 2013). This is done with intent to develop a theory or pattern, or advocacy/participatory perspectives (i.e., political, issue-oriented, collaborative, or change oriented) or both. It also uses strategies of inquiry such as narratives, phenomenology, ethnographies, grounded theory studies, or case studies. The researcher collects open-ended emerging data with the primary intent of developing themes from the data (Creswell, 2013:18). This method is suitable for this study as the research is issue (effectiveness) oriented. What the respondents say will assist the researcher in developing a pattern. The qualitative method aims to answer the questions about what, why and how.

The qualitative research method has a few shortcomings; firstly the findings from a qualitative study cannot be generalized to a large population in the same extent in which a quantitative study can be. According to Atieno (2009), the findings of a quantitative research unlike qualitative research can be tested to discover statistical significance. Secondly, qualitative research is time consuming in situations like conducting interviews for data collection as well as the data analysis process of arranging data into themes due to the sheer volume and nature of the data. The third disadvantage is that if someone needs to confirm or prove validity and reliability by redoing the same research, it will be time consuming for the researcher to duplicate and repeat the study (Anderson, 2010).

Despite the disadvantages of qualitative research, the researcher made use of qualitative methods to generate and analyze data related to the effectiveness of the NYDA M & E framework. The researcher found that this method was suitable to investigate the issues which were under study for a detailed examination and in-depth analysis. Moreover, qualitative research methods were used for this study because of the intricate nature of the research questions and the research objectives, which required the assessment of realistic findings. This investigative inquiry is an assessment of the effectiveness of the implementation and practice of M & E in the NYDA. This requires launching into an inquiry of asking “what, how and why” questions from the programme manager and officers, on their experiences and understanding of the practice of M & E policy, procedures, challenges and their perceived importance of M & E in ensuring the success of their agency in achieving the youth development mandate.

3.3 Research Design

Babbie and Mouton (2001:74), contend that a research design is a “plan or blueprint showing how a researcher intends conducting his/her research”. This is important because it allows the researcher to plan and create a guide which she or he can use to keep the process on track. Furthermore they argue that a research design “requires a researcher to map out strategies he/she will be using as a guiding tool for enabling him/her to the most valid results for the problem being investigated” (Babbie & Mouton, 2001). Thus the case study design will be the blueprint for this research.

3.3.1 Case Study Design

According to Eisenhardt (1989), the case study is an in depth research strategy which focuses on understanding the dynamics present within single settings. The case study research design tests whether scientific theories and models are operational in the real world (Eisenhardt, 1989). “A case can be something relatively concrete such as an organisation, a group or an individual, or something more abstract such as an event, a management decision or a change programme” (Rose, Spinks and Canhoto, 2014: 1). The NYDA in this instance is a single unit and the dynamics (M & E system) of this unit are what the researcher wishes to investigate. In this case, it will be used to test the theory of M & E and how it enhances effectiveness of the NYDA.

The strength of a case study method is in its versatility. According to Rose, Spinks and Canhoto (2014), they argue that case studies can be used to; to build theory from a particular context or organization, investigate causal mechanisms including the specific contexts in which they are activated and descriptive research studies. Case study research can facilitate a holistic viewpoint on causality because it treats the case as a specific whole. It thereby offers the possibility of investigating causal complexity where there are many relevant factors but few observations. Case studies can also be used to research questions about process because the use of multiple data sources supports the retrospective investigation of an occurrence (Rose, Spinks & Canhoto, 2014). Citing Yin (2009), Rose, Spinks and Canhoto (2014), a major strength of the case study design is the use of multiple sources of evidence which allows triangulation of findings.

Nonetheless, the case study approach has some limitations. According to Rose, Spinks and Canhoto (2014) a practical limitation is that case study research can be very demanding to carry out. The challenge is the need for in-depth access to case sites. Another is the requirement it places on the researcher in terms of dealing with the complexity of field research if multiple data collection methods are used. Other challenges are selection bias and internal validity.

Selection bias occurs when the choice of cases biases the findings of the research, particularly with respect to excluding cases that contradict favoured theory (Rose, Spinks and Canhoto, 2014). In the case of this research, selection bias is not a factor as this research is only applicable to a single setting. Internal validity is contested in case studies because neither experimental nor statistical controls can be used, thus there is difficulty in proving validity. This argument is followed, in that case studies from the onset specify that their finding cannot be generalised, but also acknowledge changing factors like in all qualitative research.

3.4 Data collection Instruments

There are two types of data sources. These are secondary data and primary data. Both methods have their merits and demerits. However, when used together, their specific shortcomings can be covered in order to generate holistic data. In this research, the researcher will make use of both secondary and primary data sources in conducting the research investigation.

3.4.1 Secondary Data

Secondary data is data which already exists in written or recorded form. According to Neuman (1997, p. 398) secondary data includes books, articles, official reports and statistics. The researcher has the task of reading and reviewing the information in these sources so as seek data relating to the topic at hand. However, these sources might be inaccurate at times and, therefore, cannot be used to test hypotheses. Secondary data for this research will be collected from journal articles, media reports on the NYDA and research and other documents written about the NYDA and related to M & E. The research will make use of this tool through reading and gathering information on monitoring and evaluation in South Africa. The researcher will also request M & E supporting documents from the NYDA such as policy guiding policy, structure of the framework, organogram and responsibilities of M & E staff and stakeholder information.

3.4.2 Primary Data

Primary is raw data collected by the research in the field such as interviews (Babbie & Mouton, 2009). In this study, the researcher will use this tool by collecting her own data. This will be achieved through conducting interviews with key respondents who are relevant to the research. Primary data collection is appropriate because it allows the researcher to control the research process. The information collected first is also of high quality because it has not been analysed by another party. The other advantage of this process is that information collected is used to address a specified issue.

3.5 Sampling and Respondents

The respondents selected will be the M & E executive manager and other managers from the Head office of the NYDA in Midrand, South Africa. The research will focus on the manager because he is the planner and coordinator of M & E activities undertaken by the NYDA. The manager delegates tasks and manages other M & E staff. Thus the researcher will focus on the executive manager as a respondent for the interview and purposively sample the regional offices M & E staff members. These will include members of staff from regional offices who are involved in the operation and support of M & E from various regional offices in each of the nine provinces of South Africa including, the Eastern Cape, Free State, Gauteng, KwaZulu-Natal, Limpopo, Mpumalanga, the Northern Cape, the North West and the Western

Cape provinces. The researcher will use information from the head office in deciding which office feeds into the M & E framework of the head office.

Finally, the researcher will interview key stakeholders in the M & E framework of the NYDA from the Department of Monitoring and Evaluation (DMPE) and the office of the Auditor General. According to the GWM&E policy, DPME and the Auditor General provide assessment and auditing to an institution respectively.

3.6 Data Analysis: Triangulation

Triangulation involves using different and many sources and techniques in order to increase the validity and robustness of the research findings (Guion, Diehl & McDonald, 2011). According to Hussein (2009) there are various techniques and methods of triangulating may be used including theories, data, methods and analysis. The advantage of triangulation is that it limits the possibility of researcher bias and provides multiple ways and viewpoints from which analysis can be conducted.

Hussein (2009: 3-4) lists the different types of triangulation methods that a researcher can use to produce vigour findings. The first one is data triangulation, also referred as data sources. Triangulation depicts the use of multiple data sources in the same study for validation purposes. The second one, theoretical triangulation, is defined as the use of multiple theories in the same study for the purpose of supporting or refuting findings, since different theories help researchers to see the problem at hand using multiple lenses. Thirdly, there is the investigator triangulation in which one makes use of more than two researchers in any of the research stages in the same study. It involves the use of multiple observers, interviewers, or data analysts in the same study for confirmation purposes. The fourth method is analysis triangulation, also referred by some authors as the data analysis triangulation. It is described as the use of more than two methods of analysing the same set of data for validation purposes. The final method is Methodological triangulation is defined as the use of more than two methods in studying the same phenomenon under investigation. According to Hussein (2009), this type of triangulation may occur at the level of research design or data collection.

The advantages of triangulation are, that it increases confidence in research data, creates innovative ways of understanding a phenomenon, reveals unique findings, challenging or

integrating theories, and it also provides a clearer understanding of the problem (Guion, Diehl & McDonald, 2011). This is because the combination of different components creates a holistic opportunity to study a phenomenon.

Triangulation techniques used for this study include theoretical triangulation, data collection and analysis triangulation in the investigation of the effectiveness NYDA's M & E framework. The nature of the research requires triangulation methods and techniques in order to produce robust findings.

3.7 Data Trustworthiness

One of the key challenges in research is ensuring data trustworthiness. Data trustworthiness can determine or undermine the research project's credibility, conformability, reliability and validity. According to Lincoln and Guba (1985), trustworthiness in research is used to determine in both quantitative and qualitative research, reliability, validity and confirmability. These are the basis of the criteria used in assessing trustworthiness in research. Reliability means that information is dependable and that the data is accurate. Validity refers to being able to transfer and apply information. This is by being able to do the same research and get the same findings and transferability means that you can apply the research and findings to another setting. Confirmability according to Lincoln and Guba (1985), renders the research to be objective. Although it is hard to be objective in certain scenarios, a confirmability audit can be conducted to see if research data supports the process, findings, interpretation and recommendations made by the researcher.

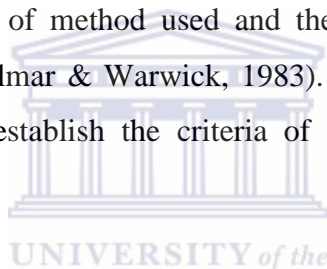
Validity and reliability are key issues in research measurement (Neuman, 2006: 188). The meaning of validity and reliability changes in relation to the research method being used. For example, in qualitative research methods, validity is seen as the ability of research to be genuine and thus trustworthy (Neuman, 2006), and this can be determined by researcher's objectiveness.

3.7.1 Reliability and Validity

Validity in research is centred on accuracy of method used and the legitimacy, appropriateness and effectiveness of this method (Bulmar & Warwick, 1983). According to Babbie and Mouton (2009: 122) validity refers to "the extent to which an empirical measure

adequately reflects the real meaning of the concept under consideration”. The adequate reflection can be achieved through a repeat of the study by another researcher. Guion, Diehl and McDonald (2011) argue that validity can be increased through data triangulation. This involves the use of different sources of information. The researcher will use triangulation of data by using literature, policy documents, NYDA M & E guides and reports, interview responses and theory. By combining these differences sources of information, the validity of this research will be increased.

According to Bulmar and Warwick (1983: 149) reliability asks that question: if the research is conducted by another researcher at the same time or at a later point in time, would she or he yield the same results? The answer to this question is yes. However, it should be borne in mind that reliability can be low as it depends on the capacity and personality of the researcher as well as other external factors such as changes in the NYDA’s M & E unit. Validity in research is centred on accuracy of method used and the legitimacy, appropriateness and effectiveness of this method (Bulmar & Warwick, 1983). According to Lincoln and Guba (1985), reliability and validity establish the criteria of assessing the trustworthiness the research data and findings.



According to Babbie and Mouton (2009: 122) validity refers to “the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration”. The adequate reflection can be achieved through a repeat of the study by another researcher. There is a limitation to this claim as the environment can change after the original research has conducted her research.

3.7.2 Conformability

Confirmability in research is concerned with the use of research mechanisms which are independent of the researcher’s skills and perceptions (Shenton, 2004). This however, writes Shenton, provides the difficulty of ensuring real objectivity since the intrusion of the researcher’s bias is inevitable in designing interview questionnaires. This is not to say that confirmability cannot be achieved. Shenton (2004) contends that; “the concept of confirmability is the qualitative investigator’s comparable concern to objectivity. Here steps must be taken to help ensure as far as possible that the work’s findings are the result of the experiences and ideas of the informants, rather than the characteristics and preferences of the

researcher” (2004: p 72). Thus the researcher has to be cautious as not to put her bias in her researcher design or operationalization.

3.8 Ethical Statement

This study will only be conducted after the proposal has been submitted and approved by the University of the Western Cape’s School of Government and Senate committee. This researcher will work strictly in accordance with ethical research standards and legal obligations of the University of the Western Cape. The researcher will obtain a letter from her supervisor that will grant her permission to contact and conduct interviews with the concerned NYDA respondents. Permission will be obtained from the various interviewees before conducting interviews. The researcher will take the responsibility of adhering to the principles of ethical and good practices of research such as informed consent, respecting confidentiality, voluntary participation and bring no harm to the participant. The researcher will avoid accepting favours that will violate research principles, and lastly avoid deceiving participants (Babbie & Mouton, 2001:520-525).

3.9 Limitation of the Study

This study attempts to investigate the effectiveness of the M & E strategy of the National Youth Development Agency of South Africa. The focus is narrowed to the exploration of outcomes and impact assessment for assessing how effective this M & E strategy in accordance with the South Africa Government-wide M & E framework. For the purpose of this study, the latest developments in the NYDA are analysed towards the agency’s objectives and anticipated impact.

This study draws from the input of the South African Department of Monitoring and Evaluation (DPME) policy and guideline documents which guide and inform the NYDA’s M & E strategy. The fieldwork to be undertaken will further be conceived within an analysis of relevant policies and literature.

Chapter 4. Institutional insight on nature of M & E in the NYDA

4.1 Introduction

Chapter four provides an institutional insight on nature of M & E in the NYDA, furthermore, it identifies and discusses the criteria for assessing M & E effectiveness. It also evaluates the M & E framework of the NYDA by presenting, analyzing and discussing the programmes and indicators of the NYDA as well the agency's reporting framework. Moreover, the roles and responsibilities will be tabulated as well as the identification of the stakeholders and the relevant role.

The effectiveness of an M&E system or framework is charged by the extent to which it is able to holistically encompass the objectives. In essence an effective M & E framework must cover the scope of a programme or policy. In finding out whether an M&E system is effective the following questions must be answered adequately

- Does the M & E framework cover the scope of the whole programme?
- Does it measure what the programme director wants it to measure?
- Are all the indicators clear?
- Are all duties of all reporting clearly outlined?
- Are there documents supporting the framework in place?
- Are there a log frames, results framework and data collection tools to augment the framework?

When conducted effectively, M & E can identify knowledge gaps within an organization and spearhead research in certain fields of study. According to Flay, Biglan, Boruch, Castro, Gottfredson, Kellam and Ji (2005), it is important to understand the relationship between efficacy and effectiveness as one can tell you about the other. Thus, "efficacy refers to the beneficial effects of a program or policy under optimal conditions of delivery, whereas effectiveness refers to effects of a program or policy under more real-world conditions" (Flay et.al 2005: 3). Effectiveness, they contend, is now more than ever critical due to the increasing demands for accountability in evidence driven intervention programmes (Flay et.al 2005: 3). In order to recognize that a programme or intervention is effective, a standard has to be in place so as to inform and guide programme implementers. Thus M & E plays a role in gauging the effectiveness of the implementation of programmes by the NYDA. It is therefore

not enough to design and implement a programme, however, it is also essential to track how well it is being implemented before evaluating its efficiency or impact.

4.2 Standard Criteria for evaluating effectiveness of an M & E framework

According to Govender (2013) citing (IFAD: 2002), the standard criteria for assessing the quality of any given M & E system includes: Utility, feasibility, Propriety and Accuracy.

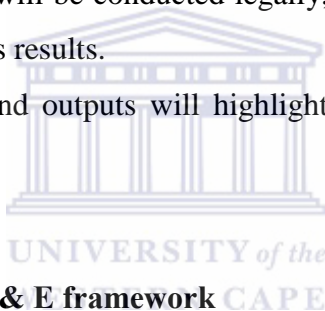
Govender (2013: 817) proposes the following key criteria that can be used in assessing the quality of an M&E system:

Utility - The proposed M&E system must serve the information needs of the intended beneficiaries.

Feasibility - The proposed M&E framework is realistic and cost-effective.

Propriety - The M&E activities will be conducted legally, ethically and with due regard for the welfare of those affected by its results.

Accuracy - The M&E reports and outputs will highlight and convey technically accurate information.



4.3 Overview of the NYDA's M & E framework

The NYDA M & E framework is divided into nine sections which contains guidelines, processes, roles and responsibilities of the framework. Below are brief summaries of the contents of each section of the framework.

Section one describes the NYDA mandate and legislative framework, objectives of the framework and the agency's key performance areas (NYDA M & E framework, 2015: 9-11).

Section two outlines and discusses the purpose of the Monitoring and Evaluation framework (NYDA M & E framework, 2015:12-14).

Section three outlines and defines key M&E concepts (NYDA M & E framework, 2015: 15-17).

Section four discusses the scope of the framework. This includes; indicator development, M&E design, monitoring, evaluation and reporting approaches (NYDA M & E framework, 2015: 18-23).

Section five outlines and discusses M&E processes in the agency (NYDA M & E framework, 2015: 24-28). This includes details of the monitoring process, evaluation process as well as the M & E function.

Section six focuses on performance information reporting. This includes corporate reporting and management reporting (NYDA M & E framework, 2015:29-33). This section is important because it is this information which must be submitted to National treasury on a quarterly basis and to DPME on an annual basis.

Section seven provides monitoring guidelines for the agency which includes data collection, data management in relation to the agency's processes, timelines, roles and responsibilities (NYDA M & E framework, 2015:34-57).

Section eight is focused on evaluation guidelines. It includes scope, purpose, focus, timing, budget, processes, roles, responsibilities and reports (NYDA M & E framework, 2015: 58-69).

Finally, *section nine* focuses on monitoring and evaluation of youth development activities in the country (NYDA M & E framework, 2015: 70-72).

4.4 Legislative Framework and other sources guiding M & E in the NYDA

The NYDA M & E framework is informed and guided by legislation listed below. Legislation guides or informs purpose, planning, implementation and reporting. Legislation also provided key principles which the agency should adhere to for M & E purposes. Table 1 below presents the list of legislations, frameworks and sources informing and guiding the agency's M&E framework.

Table 2: Legislation and policies underpinning the M&E framework of the NYDA

Legislation/source
NYDA Strategic plan
NYDA Strategy and Budget Management Framework
National Youth Development Act 54 of 2008
Green Paper- National Strategic Plan
National Treasury-Framework for Managing Programme Performance Information, May 2007
The Government-Wide Monitoring and Evaluation System, 2007
From Policy Vision to Operational Reality: Annual Implementation update in support of GWM&E policy framework, 2007
National Treasury-Framework for Strategic Plans and Annual Performance, August 2010
National Treasury-Guidelines on the preparation of Quarterly Reports for Public Entities and Constitutional Institutions
The Presidency-National Evaluation Policy Framework, November 2011
National Treasury- Guide: Preparation of the Annual Report for Public Entities, April 2013
Public Audit Act No of 2004
International Standard on Assurance Engagements-ISA 3000 (Revised), Assurance Engagements other than Audits or Reviews of Historical Financial Information, December 2013

Source: NYDA M & E framework, 2015

4.5 Programmes, Projects, Services and Products of the NYDA

The NYDA offers a variation of seven products or programmes to beneficiaries aged between 14-35 years old. The products or/and service include: entrepreneurship development programme, business vouchers, grant programme, career guidance and skills development, scholarships, Thusano fund and jobs database (NYDA, APP, 2015/16). All these templates can be accessed at any NYDA branch around the country. Each programme, product and service is reported on every month. Each one them has a template which must be completed for monitoring processes. Table 3 below illustrate the programmes of the NYDA including the description of the programmes and the products for the respective programmes.

Table 3: The NYDA's five year Strategic Plan (2015-2020)

Programme	Description/Aim/Goal	Key Products/services/projects
1. Economic Participation	Enhance youth participation in the economy	<ul style="list-style-type: none"> ➤ Grant funding ➤ Business Development Support Services ➤
2. Education and Skills Development	Facilitate, promote and provide education and skills development opportunities	<ul style="list-style-type: none"> ➤ Scholarships ➤ Matric (grade 12) rewrite ➤ Career guidance intervention ➤ NYS volunteer programme ➤ Youth Build programme
3. Health and Well-being	To increase awareness on the healthy lifestyles which promote good health practices among the youth. This includes: dangers of substance abuse, unprotected sex, HIV/AIDS and nutrition	<ul style="list-style-type: none"> ➤ Interventions ➤ Campaigns ➤ Special projects
4. Policy and Research	To create a body of knowledge and best practice in youth development sectors and to inform and influence policy development planning and implementation. It also wants to ensure that youth development policies and frameworks developed are based on the SA situation	<ul style="list-style-type: none"> ➤ Research and evaluations ➤ Development of a National Youth Employment plan (2030) ➤ Lobbying ➤ Youth development dialogue sessions
5. Governance	To achieve efficient and effective utilisation of resources through provision of functions, governance, technology and systems, business operations systems, human capital and financial management systems that adhere to relevant legislative requirements for public funded	<ul style="list-style-type: none"> ➤ Efficient and effective IT systems to support youth development ➤ Policy review for efficiency ➤ Staff training and capacity building ➤ Information dissemination access points

	entities	
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Source: NYDA, Strategic plan 2015-2020

4.6 The Design of M & E in the NYDA

M & E activities in the NYDA are a continuation from the two organisations but now under one uniform organisation. As mentioned above, the NYDA was established by merging UYF and the NYC. M & E in the NYDA is aligned to the GWM &E framework which states that each department should establish an M & E framework. The NYDA's M & E framework takes into account policy and legal requirements which are aimed at improving the management of performance information (NYDA, M & E Framework, 2015).

4.7 The Role of M & E in the NYDA

According to the NYDA M & E Framework (2015: 9), the role of M & E in the NYDA is to align institutional set activities within legislative frameworks that ensure that the public entity operates in a transparent, accountable and participatory manner. M & E plays a critical role in the operation of the NYDA (NYDA M & E framework, 2015). It is the custodian of performance information including monthly monitoring reports and evaluations of all the programmes and products of the NYDA. The information generated by the M & E unit informs planning and improvement of programme/product implementation in the NYDA (NYDA M & E framework, 2015). All information collected on programmes and products is consolidated into monthly, quarterly and annual reports, thus promoting a culture of continuous reporting on the agency's performance.

4.8 Objectives of the NYDA M & E Framework

According to the NYDA M & E framework (2015: 9-10), there are five objectives and guidelines which M & E seeks contribute to the entire organisation, these include:

- The enhancement of organisational and development learning
- Ensure informed decision-making
- Support substantive accountability, reporting and NYDA repositioning.
- Build NYDA capacity in all areas of planning, management and service delivery and evaluating functions and business processes in general.

- Provide information for Knowledge Management and setting of benchmarks for performance.

4.9 Purpose of the NYDA M & E Framework

The framework seeks to create reliable, credible, effective and efficient programmes that will have an impact on the lives of South Africa's youth (NYDA M & E framework, 2015: 13). Information produced from monitoring and evaluation activities provides evidence for decision-making, product and services improvement and lessons for the agency. M & E in the NYDA contributes to planning process, implementation of programmes and products, reporting of progress and knowledge management informing youth development practice in the Agency (NYDA M & E framework, 2015: 12).

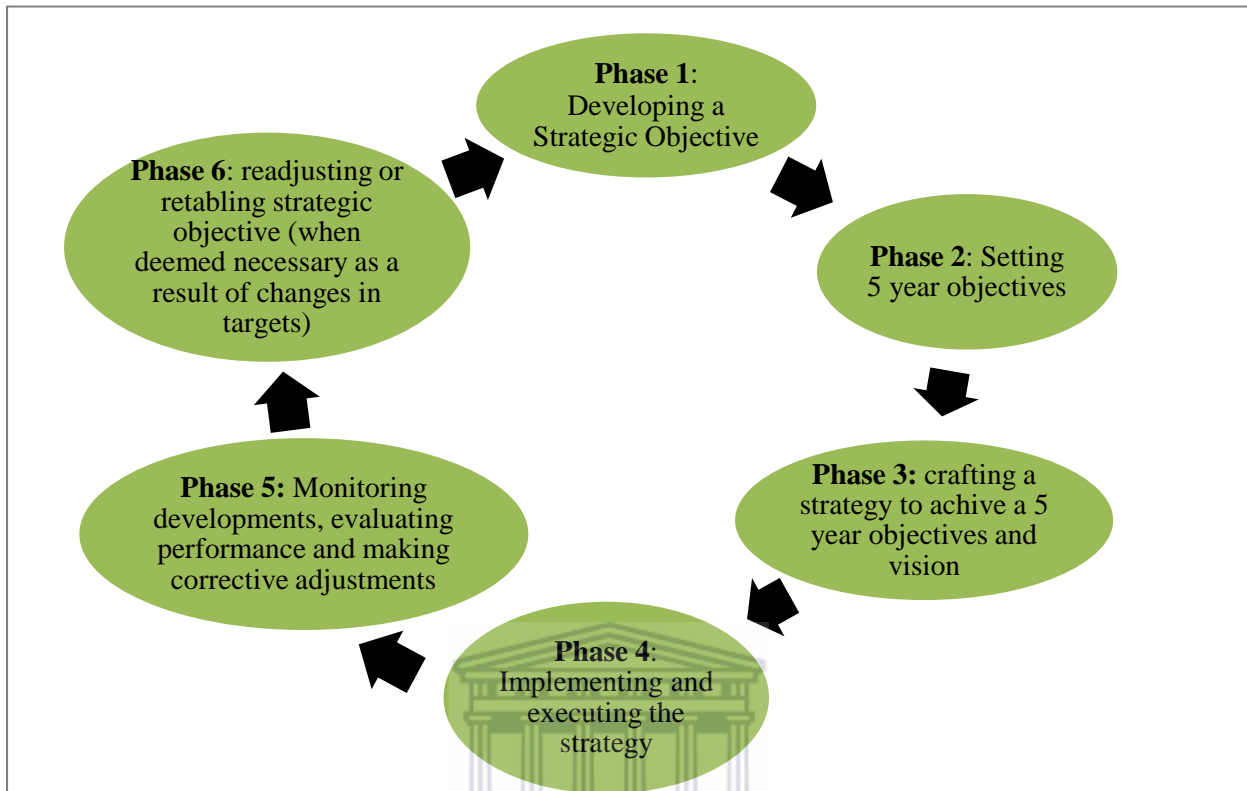
4.9.1 Planning

In planning processes, M & E contributes to strategy development, planning and formulation of programme and services. M & E helps programmes and services set targets, define expected outputs, outcomes and impact (NYDA M & E framework, 2015: 12)

M & E supports and forms part of the planning process of the NYDA through the reports it generates. This information is determined through the reports from previous projects/products/programme implementation. Plans are documented and presented in the five year strategic plan and annual performance plan (APP) document. The APP is a breakdown of the five year plan targets into an annual target aimed at achieving the five year plan gradually each financial year.

The strategic plan contains strategic objectives and outcomes. Thus the APP breaks up the outcomes into outputs which are measurable each year. The APP is in essence informed and has links to the strategic plan (MPAT, 2015). Developing a Strategic Plan and an APP are both legislative requirements, thus the Strategic plan and the APP are compliance with National Treasury requirements as stated in the National Treasury Framework for Strategic Plans and Annual Performance Plan. Figure 3 below is an illustration of steps used by the NYDA to develop Strategic Plans

Figure 3: Steps taken by the NYDA in developing strategic plans



Source: Own compilation, 2016

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4.9.2 Implementation

The second purpose of the NYDA M & E framework is to inform implementation of programmes and products. M & E generates knowledge on the implementation of the NYDA's programmes and projects. This includes the challenges and successes of running or implementing any of the NYDA's programmes or distribution of products and delivery of services. Implementation looks at the processes used in the delivery of NYDA services and products. These processes include project management, continuous quality assurance and improvement, the efficiency and effectiveness of approaches used, adherence to guidelines and procedures, risk assessment and mitigation as well as supportive supervision (NYDA M & E framework, 2015: 12).

4.9.3 Reporting

M & E coordinates reporting the system of the NYDA. Reporting is conducted systematically on inputs, outputs, outcomes and impact. Reports provide continuous feedback for the

organisation to improve its processes and operation by showing lessons learned on products and services (NYDA M & E framework, 2015: 12).

The reporting framework of the NYDA is informed by National Treasury Framework for managing performance information (NYDA M & E framework, 2015: 12). The NYDA also uses the Annual Performance Plan document as a guideline requirement for its reporting. The NYDA M & E Framework as a reporting guide is only limited to key areas in the organisation (NYDA M & E framework, 2015: 12).

Reporting in the NYDA is not only on products, services and programmes offered to beneficiaries. Within the agency, internal operations and functions such as organisation governance, management, financial management, human resources and communication units all report on the execution of their plans as stated in the APP, the use of budget and achievement or underachievement of their budget (NYDA, Annual Report, 2014/15).

4.9.3.1 Corporate and Management Reporting in the NYDA

There are two aspects of reporting in the NYDA. These are corporate reporting and management reporting respectively (NYDA M & E framework, 2015: 30). Corporate reporting is conducted annually in the annual performance information report and quarterly in quarterly performance information reports (NYDA M & E framework, 2015: 31). Both the Annual Report and the Quarterly reports are legislative requirements from National Treasury.

4.9.3.2 Annual performance information Report

The Business Strategy Unit and the Finance and Administrative Division in the NYDA are responsible for producing the Annual performance information report. According to the NYDA M & E Framework (2015: 30), Section 35 of the Public Finance Management Act (PFMA) and Chapter 28 of National Treasury stipulates the requirement of the annual report in all public entities in the country.

4.9.3.3 Quarterly Performance Information report

Quarterly performance information reports are also a legislative requirement in National Treasury regulations. The QPRs are produced in four quarters during the course of the year. The QPRs form the basis of the Annual Report. Due to the fact the NYDA is a state funded

entity; it is thus required to the QPR with 30 days after the end of the quarter to its Executive Authority. In this case, this is the Office of the Presidency.

The quarterly reports are compiled by the Business Strategy Unit on a quarterly basis. This information is reported against the targets set in the Annual Performance Plan document (NYDA M & E framework, 2015: 31). The Annual performance plan document contains targets and indicators set for the financial year by all programmes of the NYDA. It is not enough to produce a report on performance of a programme. However, evidence has to accompany the report. Moreover, this evidence must be authenticated and verified.

4.9.3.4 Monthly Division reports

These reports provide information which is required against the Annual performance plans. Monthly reports also provide information which is used to assess efficiency in the management of programmes and projects. Monthly reports create a platform that allows the NYDA to make decisions on resource allocation, identify areas require support and capacity (NYDA M & E framework, 2015: 32).

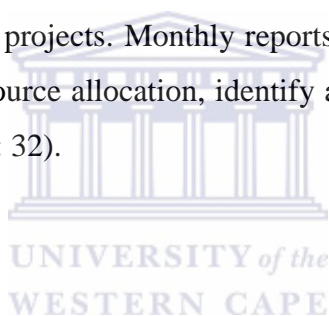
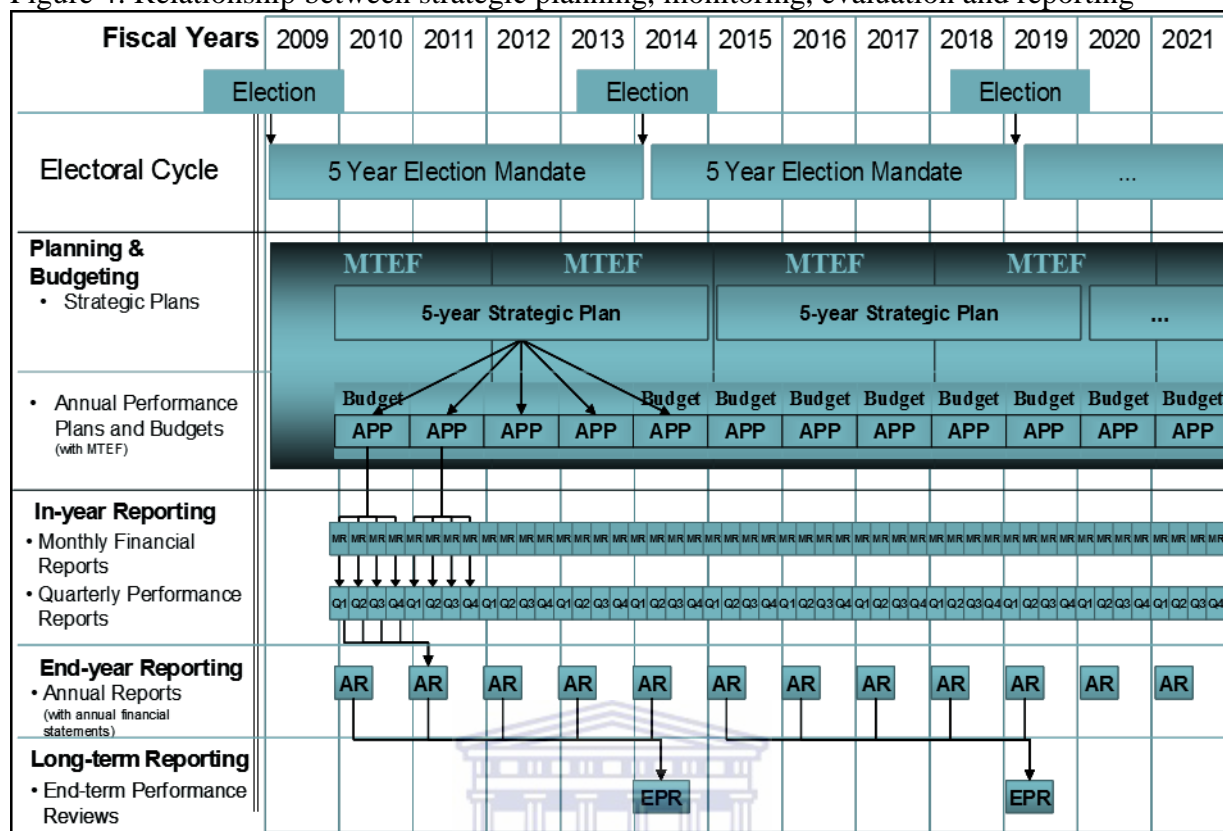


Figure 4: Relationship between strategic planning, monitoring, evaluation and reporting



Source: Adapted from the Department of Sports, 2009

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4.9.4 Relationship between Strategic Plans, Annual Performance Plans, Monitoring, Evaluation and Reporting

The National Treasury Frameworks for Managing Programme performance Information (2007) states that organisational performance should be measured thus promoting transparency and accountability. The *Strategic Plan* expresses the NYDA's five year/long term impact the NYDA wishes to have as per its mandate. The APP document differs from the 5 year plan in the sense that the APP is a breakdown of one financial of the strategic plan. The M&E framework assists the department to monitor and evaluate the implementation of the strategic plan on a monthly, quarterly, annual and five year time frames through monitoring reports and evaluations.

4.9.5 Knowledge Management

Knowledge Management according to the framework involves identifying, capturing and leveraging strategies and processes in the agency as knowledge used to enhance competitiveness. The NYDA identifies captures, creates, represents and distributes knowledge for reuse, awareness and learning (NYDA M & E framework, 2015: 12).

4.10 Operation of M & E in the NYDA

As per the information provided by the M & E manager, the M & E unit operates from the Head office in Midrand. However, information on the agency's programmes and products comes from branches.

The head office level provides oversight and guidance on the work being performed at branch level. The head office also houses the administrative unit responsible for the running of the entire agency. The head office houses the chief executive officer, the Chairman, the M & E unit and its staff, all divisional offices and directors or executive managers and product owners.

The branch level of the NYDA is the core face of service delivery or points of service at which the public or beneficiaries can access the products and services of the NYDA. The branch levels are the implementing arms for the agency's policies, programmes, projects and products. There are 14 NYDA full service branches across South Africa including Johannesburg, Tshwane, Rustenburg, East London, Nelspruit, Port Elizabeth, Cape Town, Secunda, Witbank, Maponya mall, Polokwane, Durban, Bloemfontein and Kimberly. They are either in rural or urban areas of the country.

At branch level, the APP is operationalised through the implementation of programmes, distribution of products and provision of services. The branches are also responsible for collecting evidence for the work they are doing, **consolidating** this information and **producing** a report on the work. This report as well as the evidence is sent to the head office for verification.

4.10.1 Monitoring Processes

The NYDA M & E framework contains monitoring guidelines for the agency. The guidelines contain rules governing monitoring processes. The monitoring guideline identifies indicators to be monitored in order to keep track of and measure progress. The guideline also provides a standardized data set element for the agency.

Monitoring is important for management processes in the NYDA. It provides feedback which enables managers to take corrective action when faced with changing operational and contextual conditions. Effective monitoring also provides reliable feedback mechanisms on the effects of interventions. Monitoring involves the repeated measurement and tracking of variables over time to determine if actions have caused changes or trends-either expected or unexpected (NYDA M & E Framework, 2015: 34).

4.10.2 Performance Indicators in the NYDA

The NYDA's performance indicators are expressed as Indicator Protocols. Below is a table showing an example of how a single indicator is expressed. According to the NYDA, the indicator protocol sheet is used to define performance indicators captured in the Strategic Plan and Annual Performance Plan (APP) for the particular financial year, of the NYDA. Furthermore the indicator protocol sheet defines roles and responsibilities for all the different business units within the NYDA to achieve their stated objectives and performance goals. Table 4 below illustrates the performance indicator description template. The table shows the indicator definitions used by the NYDA.

Table 4: Indicator description for the NYDA

Name Of Indicator	
Definition	The indicator definition states exactly what should be measured. It must be detailed enough to ensure that different people, given the task of collecting data for a given indicator, have the same understanding of what is being measured.
Contributing Programme	Identifies the different NYDA programmes contributing to the indicator
NYDA Key Performance Areas	Whilst in some cases the contributing programme may seem the same as the Key Performance Area (KPA), the emphasis is on programme not the KPA.
Source Documents	The source is the place/tools utilised where the original data is obtained recorded for use during verification processes to determine whether the service has been provided etc.
Unit Of Measure	The standard of measure utilised to gauge the indicator; it

	could be numerical, physical units etc
Calculation Type	Method of calculation, specifically period within which data is accumulated and utilised for the measuring performance
Data Limitations	Identifies potential issues in data capturing, verification, analysis, or reporting and limitations/shortcomings of the indicator or possible data weaknesses or limitations
Reporting Cycle	Frequency and timing of reporting, i.e. how often data will be collected. This is usually quarterly or annually
Responsible Unit	Identifies the leader/be the primary person or business unit responsible for implementing unit collecting data on this indicator
Data Disaggregation	Identifies how data will be delineated to improve the understanding of results reported. Typical ways to disaggregate data include geographic location and gender
Indicator Risks	Identifies some of the risks that may emanate from applying the indicator

Source: Adapted from the NYDA Indicator Protocol sheet (2013-14)

Performance Indicators are both in the Strategic Plan and the APP. All performance indicators should meet the SMART principle (NYDA M & E Framework, 2015: 34-35). This means that they should be Specific, Measureable, Achievable, Relevant and Time-bound. Indicators are selected with the following assumptions:

- i. Relevance to the defined key performance areas and objectives of the NYDA and government programme of action
- ii. Sensitivity to changes so that they can detect change within the monitoring timeframe.
- iii. Measurability when using the methods used to generate accurate, standardised data.
- iv. Defensibility and not subject to individual or organisational bias.
- v. Measurability by methods that are professionally accepted and understood.
- vi. They can be integrated so that the whole suite of indicators provides a reasonable picture of change to our interventions.

4.11 The Three Phases of Monitoring in the NYDA

Monitoring in the NYDA occurs at three phases of the agency’s business processes of designing, planning and implementing programmes and projects (NYDA M & E Framework, 2015: 41). The table below illustrates the three phases and their key elements.

Table 5: Phases of Monitoring in the NYDA

Phase Name	Key Elements
1. Design phase	<ul style="list-style-type: none"> • Establishment of baseline information- this involves due diligence assessment and baseline assessments • Identification of beneficiaries’ needs and the type of interventions to conduct • Information to be monitored must be identified, as well as the changes to monitor
2. Planning phase	<ul style="list-style-type: none"> • All plans (strategic, operational and project) of the agency has strategic objectives. Each objective has a list of activities and outputs. • Outputs are linked to measurable targets • Outputs and targets are linked to indicators • Indicators show what is being measured
3. Implementation phase	<ul style="list-style-type: none"> • Implementation information must be collected at the implementation phase of the project and programme to inform progress of implementation • Implementation information is used by managers for decision-making during the review of the project or programme

Source: Own compilation, 2015

4.11 Data Management in the NYDA

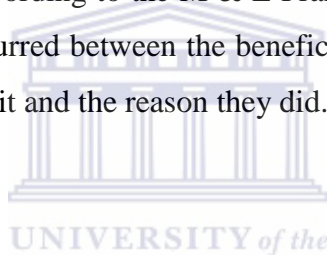
Data management is an integral aspect of the M & E. Without clear data management process and procedures in place, M & E activities cannot be carried. M & E activities rely on proper data management. The data management includes type of data, data collection and capturing as well as Data Collation and analysis.

4.11.1 Types of Data

There are three types of data produced by the NYDA projects and programmes. These are demographic data, project data and service provided data (NYDA M & E Framework, 2015: 43-44). This information assists the agency in monitoring interventions set against demographic targets. Demographic data includes information such as age, rural areas, disability and gender.

Project data is mostly information on implementation progress. This information entails who, what, where, how, target and beneficiaries of the project. Project data also includes information on skills required to implement the project, the duration of the project and the expected outputs, outcomes and impact of the project (NYDA M & E Framework, 2015: 43-44).

Service provided data is data on project processes and beneficiaries. This data captures the interaction between the two. According to the M & E Framework of the NYDA (2015: 44), this data seeks to show what occurred between the beneficiaries and the project processes in terms of what was done, who did it and the reason they did.



4.11.2 Data Collection

The NYDA M & E Framework (2015) stipulates that data collection is the responsibility of all staff members of the agency, both internal and external, by virtue of being involved in the execution of a business process for the agency.

4.11.3 Data Capturing

According to the NYDA M & E Framework (2015), data capturing involves entering data into the institution's database used by all programmes and services. The purpose of this database is to generate reports for M & E activities.

The NYDA develops templates for data to be captured at branch level. Each project, product, service and programme has a customised template in which they capture information. Data is captured on a daily, weekly and monthly basis. Evidence captured must be submitted in the required and mandated deadlines. Moreover, this data must be accompanied by evidence.

4.11.4 Data Verification

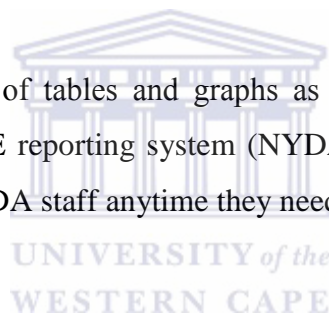
Verification of data is conducted to ensure accuracy and reliability. Data has to be verified to ensure that it is authentic and not cooked. The M & E Unit checks and verifies evidence submitted. Data verification is done in a timeous manner as there are external reporting deadlines which the agency must meet.

4.11.5 Data Collation and analysis

All data from programmes, projects, services and products is kept in an online drive folder which is accessible from within the agency. After the M & E unit has verified evidence, the next steps are collation and analysis. The information is classified according to demographics. The data is consolidated against the key performance indicators throughout the year (NYDA M & E Framework, 2015: 54).

4.11.6 Report generation

Reports are generated in forms of tables and graphs as per the user's needs. Reporting templates are built in the M & E reporting system (NYDA M & E Framework, 2015: 54). Reports are accessible by all NYDA staff anytime they need them.



4.12 Evaluation Processes

The NYDA conducts evaluations on their products, services, policy, programme and project in order to determine if they are not only fulfilling their mandate but also they giving the government returns on the funds provided. Evaluations provide measuring frames and a lens through which the impact of the agency can be established. Evaluations in the NYDA are conducted both internally and externally or jointly internally and externally.

4.12.1 Three Levels of Evaluations in the NYDA

The NYDA conducts evaluations at three levels. These are policy, programmes and project levels respectively (NYDA M & E Framework, 2015: 60). Each level is important as it reflects the operation and legal requirements which the agency must fulfil.

4.12.1.2 Policy Level Evaluations

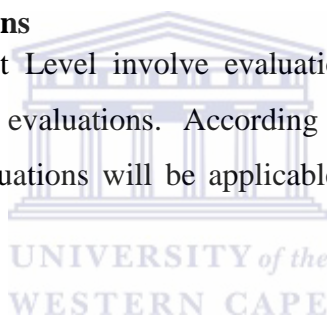
These evaluations are influenced and guided by the legislative framework guiding the NYDA. According to the NYDA M & E Framework (2015), these evaluations assess the NYDA's ability to fulfil its mandate. The framework states that after 5 years, an impact evaluation will be conducted on the NYDA's 5 year strategic plans.

4.12.1.2 Programme Level Evaluations

Evaluations conducted at Programme Level focus on the performance of programmes designed and implemented by NYDA. According to the NYDA M & E Framework (2015: 60), these programmes will be assessed throughout their lifespan. All the types of evaluations will be applicable for evaluating programmes implemented by the NYDA.

4.12.1.3 Project Level Evaluations

Evaluations conducted at Project Level involve evaluation of projects from inception to conclusion similar to programme evaluations. According to the NYDA M & E Framework (2015: 60), all the types of evaluations will be applicable to projects implemented by the NYDA.



The NYDA's M & E framework provides stipulated timeframes for evaluations to be conducted in the table below. Although these timeframes exist, the researcher found that to date there were no diagnostic and design evaluations conducted by the agency.

Table 6: Timeframes for the NYDA's Evaluation

Type of Evaluation	Timeframe of the Evaluation
Diagnostic Evaluation	To be conducted at key stages prior to design or planning. These can be conducted as part of Due Diligence or as surveys before interventions are implemented.
Design Evaluation	Ideally to be conducted after an intervention has been designed, in the first year, and possibly later. These evaluations can be conducted for new interventions that NYDA have not implemented before. They may be conducted if there is need to get better understanding on the formulation and conceptualisation of the project

Implementation Evaluation	To be conducted once or several times during the intervention. These reviews can be conducted during the implementation of the project at different intervals such as: quarterly or half yearly depending on the needs of the projects.
Economic Evaluations	To be conducted at any stage of NYDA projects as and when required.
Impact evaluations	To be conducted on programmes and projects that are linked to results of key products and services of the NYDA, including; Job Preparedness and Placement Programme, Solomon Mahlangu Scholarship Programme, Business Development Consultancy Services Voucher Programme, National Youth Service Programme etc. These evaluations seek to determine the return on the investment made by NYDA on these programme. They also measure the impact of the programme to intended recipients of the interventions. These evaluations are conducted once in 3 to 5 years of the programme intervention.
Evaluation Synthesis	Will be conducted at the end of each year based on consolidated abstracts of evaluations conducted during the financial year. The allocated ISBN will be imprinted on the publication and one copy will be provided to all places of legal deposit in South Africa including the National Library of South Africa.

Source: NYDA M & E Framework, 2015

Table 7: Levels and types of Evaluation conducted in the NYDA

Levels	Type	Frequency
Policy	Impact Evaluation	3-5 years
	Diagnostic Evaluation	Prior to design or planning
	Economic Evaluation	At any stage
	Implementation Evaluation	Once or several times during an intervention
	Evaluation Synthesis	Compiled using abstracts of all evaluations conducted during the year. Includes all levels.

Programmes	Impact Evaluation	3-5 years
	Diagnostic Evaluation	Prior to design or planning
	Design Evaluation	After an intervention has been designed, in the first year, and possibly later.
	Economic Evaluation	At any stage
	Implementation Evaluation	Once or several times during an intervention
	Evaluation Synthesis	Compiled using abstracts of all evaluations conducted during the year. Includes all levels.
Projects	Diagnostic Evaluation	Prior to design or planning
	Design Evaluation	After an intervention has been designed, in the first year, and possibly later.
	Implement Evaluation	Once or several times during an intervention
	Evaluation Synthesis	Compiled using abstracts of all evaluations conducted during the year. Includes all levels.

Source: NYDA M & E Framework, 2015

4.13 Monitoring activities: Roles and Responsibilities in the NYDA

Different units in the NYDA play different roles in ensuring monitoring activities are carried out successfully. These are outlined and briefly discussed below:

4.13.1 The Monitoring and Evaluation (M & E) Unit

1. Develop monitoring and evaluation framework, guidelines and procedures for NYDA programmes in line with NYDA policies and business processes.
2. Design and develop processes for implementing monitoring functions at NYDA
3. Design and define monitoring indicators for products and services relevant to reporting at all levels of NYDA.

4. Develop tools and instruments for monitoring indicators, targets and business processes for the NYDA programmes
5. Support, supervise and ensure that data collection, capture, verification, analysis and reporting are adhered to by all required to report on any NYDA business processes
6. Train NYDA and third parties staff on monitoring functions, including data collection, data capture and reporting generation and how to use the information for planning and reporting purposes.
7. Identify new or additional requirements for effective monitoring of NYDA services and products
8. Liaise with all Divisions and third parties on verifying quality of reports generated from all monitoring processes of NYDA.
9. Produce monthly performance information reporting templates.
10. Conduct verification of all performance information according to the criteria stipulated by Auditor General South Africa.
11. Consolidate all the reported verified performance



4.13.2 Divisional Staff

According to the M & E framework (2015: 56), divisional staff includes Heads of departments, managers, officers and administrators. Divisional staff is responsible for the eight activities listed below:

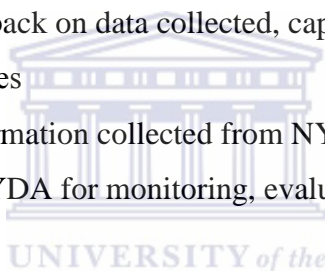
1. They must identify and define targets and indicators for the products and services which they are responsible for in terms of their deliverables.
2. They must collect and capture data which both relevant and required for monitoring and evaluation of their respective deliverables
3. Conduct site visits on projects for monitoring purposes so as to compile a monitoring report.
4. Ensure that third parties collect and capture data as per service level agreement
5. Inform the M & E unit on capacity needs on monitoring for Divisional and third party staff
6. Produce monthly performance information reports using the official templates
7. Submit evidence which supports the submitted monitoring reports in a timely manner and in line with specified requirements

4.13.3 Business Strategy unit

1. Ensure that divisions are reporting timeously and using the right monthly template
2. Follow up on divisions that are not reporting by the set deadline
3. Compile and facilitate approval of the agency's Quarterly Performance Information Report before submission to the Executive Authority

4.13.4 Third Parties

1. Partake in training provided by the NYDA on monitoring processes and systems to ensure compliance in the data collection and capturing methods.
2. Collect all information that is required by the NYDA for monitoring and evaluation purposes thus accuracy and validity is ensured.
3. Use the NYDA's data collection and capturing systems to ensure that information capture is complete and reliable
4. Provide the NYDA with feedback on data collected, captured and reported from the NYDA's systems and processes
5. Ensure confidentiality of information collected from NYDA activities. This information can only be released to the NYDA for monitoring, evaluation and reporting purposes



4.14 Evaluations: Roles and Responsibilities in the NYDA

Similar to monitoring function, evaluation activities requires the coordination of different units of the NYDA to carry out different roles. These roles and responsibilities are provided below:

4.14.1 The monitoring and evaluation (M & E) unit

The M & E unit must ensure that NYDA evaluations are standardised and are of acceptable quality standards through the following:

1. Development and implementation of evaluation systems and tools for products and services of NYDA. Furthermore the unit must provide support to Programme Managers in using the system. The unit must respond to new evaluation request and inform Programme Managers on progress on their evaluations.

2. Develop an organisational system that will ensure scheduling of evaluations of products and services in the organisation.
3. Developing and maintaining an accessible database of external evaluators.
4. Developing terms of reference for all evaluations in consultation with Programme Managers.
5. Conducting assessments of quality of proposals and selection of preferred evaluators.
6. Commission evaluations to external evaluators, including managing the implementation of evaluations, monitoring quality of evaluation products and supporting the evaluation team where needed.
7. Assisting Programme Managers in contracting evaluators, including writing of contracts to ensure that the scope of work and deliverables is in line with the terms of reference.
8. Developing tools and processes for conducting evaluations, including reviewing of data collection tools for the evaluation.
9. Budget for organisational evaluations and providing budgeting guidelines for evaluations to Divisions.
10. Quality assuring all evaluations conducted on behalf of NYDA programmes and projects, including providing written feedback on draft evaluation report and approving final report submitted to NYDA.
11. Assisting the divisions in mainstreaming or integrating findings of evaluations in the planning and management of their programmes and projects.

4.14.2 Programme/Product Manager

Programme Managers plan an active role in planning and conducting evaluations. They are responsible for providing guidance in developing key questions that needs to be asked during an evaluation (NYDA M & E Framework, 2015:66-67). They have a better understanding of processes used in the planning, implementations and monitoring of a programme or project process. Their active participation during evaluations increases their understanding of the evaluation outcome thus increasing the chances for evaluation results and lessons to be utilised in the future. Programme Managers responsibilities will include:

- Identifying activities, programmes and projects that require evaluation and raise an evaluation requisition to the M&E Unit.
- Budgeting for product evaluations, especially for those interventions implemented by third parties and require external evaluation.
- Providing input in the development of terms of reference (TORs) for evaluations.
- Participating in the assessment, selection, contracting and managing of external evaluators.
- Liaise with the third parties in cases where the product is delivered by such.
- Provide required information to evaluators in respect of progress and processes in the implementation of the programme or project.
- Provide written feedback on data collection tools and draft reports submitted by evaluators.
- Implement the findings of the evaluations.
- Organise and manage draft report presentation meetings or seminars.
- Ensure that recommended corrective measures are implemented.
- Ensure that recommendations and findings are implemented.



4.14.3 Third parties

As part of adopting the participatory approach in conducting evaluation, third parties will form part of the evaluation process for all NYDA programmes and projects. This approach seeks to promote greater use and acceptance of evaluation findings and recommendations.

Their role will include:

- Informing or contributing towards the development of the terms of reference.
- Providing logistical assistance to evaluators when conducting evaluation of projects they are implementing.
- Participate in the evaluation as informant/respondent as well as quality assuring the evaluation.
- Provide information required by evaluators to ensure that evaluations are of acceptable quality and standards.
- Provide written comments and feedback on draft evaluation reports to evaluators.
- Taking corrective measures or implement the findings of the evaluation.

4.15 Evaluation Reports

On an annual basis, the M & E Unit compiles a collection of all abstracts of evaluation conducted in that period to be published on the NYDA Intranet and the NYDA Website (NYDA M & E Framework, 2015: 68-69). This publication will be useful for knowledge management synthesis of NYDA programmes and extracting lessons that can be shared between projects and programmes at NYDA.

4.16 Budget allocations for Evaluations

The NYDA does not have a set/standard budget for evaluations. Thus each evaluation must be planned for so that it can be budgeted for accordingly. According to the M & E manager, programmes must provide a budget for their evaluations, whilst the M & E unit provides guidance on the evaluation as well coordination between the agency and the evaluation service provider.

Table 8: Budget Allocation for Evaluations in the NYDA

Evaluation level	Procedures to acquire funding	Sources of Budget/Unit Responsible
Policy/Strategic evaluations	Planned and budgeted for by the M & E unit	M & E Unit
Programme evaluations	Submission of request to the M & E unit	M & E Unit
Project evaluations	Budgeted by programme manager requesting evaluation	Programme's budget

Source: Own compilation, 2016

4.17 Conclusion

This chapter has presented the standard criteria for assessing the effectiveness of an M & E framework, it has presented the M & E framework of the NYDA which includes design, purpose, process, organisation, structure, capacity roles and responsibilities and link between planning and reporting. Thus it is evident that effectiveness is critical in implementing a programme for one can assess or evaluate the impact it is having. Therefore, an M & E framework plays the role of tracking the effectiveness of the implementation process of an

intervention or programme. In order for the M&E framework to be effective, it has to be assessed independently to determine if it is equipped to carry out the task tracking a programme. Thus it can be concluded The main sources for this chapter were documents from the NYDA including the Monitoring and Evaluation framework, M & E standard procedure manual, the 2014/15 Annual Report of the NYDA, the APP and strategic plan. The next chapter presents and analyses data collected from interview and documents. Chapter FIVE will also draw from theories and models selected for the study in Chapter 2 and use them to identify strengths, weaknesses, challenges, limitations and success of the NYDA's Monitoring and Evaluation framework.



Chapter 5. Data Presentation and Analysis

5.1 Data Presentation

This chapter presents data collected from interviews with some staff members of the NYDA. Other information is taken from the Annual Performance Plans and Annual Reports of the NYDA. The researcher consolidates this information with relevant literature and information from the Auditor General of South Africa and Parliamentary reports. This collected information is important in developing a picture on the effectiveness of performance reporting of the agency. Data collected through interviews is presented and analysed against the data from NYDA documents and literature reviewed are all consolidated to present the findings of the study. Interview data was collected through face to face semi-structured, telephone and email media, also used due to the distance between the researcher and participants. It was also expensive for the researcher to travel through the nine provinces of South Africa where NYDA branches are located. The researcher reviewed planning documents such as the Strategic Planning document, the Annual Performance Plans, Annual Reports, public records such as Parliamentary Group committee minutes and relevant literature.

The main findings of this research with regards to monitoring and evaluation activities were the lack of alignment between planning and M & E in the agency, this is because of the nature of the planning process of the organisation. The researcher found a lack of M & E capacity due to internal change processes in the agency. Data from interviews and job descriptions indicated a lack of M & E culture in the agency. The researcher identified the lack of M & E champions and recognition in the agency's documents and in data collected. The researcher found that M & E is used for legislative compliance, budget justification and record keeping instead of being used as a planning tool. The researcher also identified the lack of stakeholder participation in the framework, with the unclear oversight function of the agency. The M & E unit in the APP is stated to be a provider of research informing best youth development practices, however, the research interviews yielded information that the M & E unit collects and consolidates performance information from branches and programmes; this is one of the biggest challenges the researcher had with M & E in the NYDA. The researcher found that M & E is used to highlight and correct challenges encountered in implementation of programmes.

Other key findings pertain to the budget, operations, compliance and performance of the NYDA and the impact of these activities on reducing youth unemployment in South Africa are as follows: the researcher found that the agency only collected information of success stories but failed to identify challenges and opportunities which contribute to unsuccessfulness of youth development. The researcher feels that the identification and address of this information can make the agency more successful. The research conducted a five year review and an analysis of the Agency's Annual Performance Plans and Annual Report documents, in order to gauge the performance of the Agency's Youth Economic Participation programmes, utilization of budget and performance audit outcomes. The researcher chose to focus on this area of the NYDA as it seeks to address youth unemployment. The use of interview responses, agency documents and other literature creates rich data which is analysed at length. These findings will be discussed with supporting findings at length in this section.

5.2 M & E scope, organizational structure and culture in the NYDA

According to the M & E manager response, the NYDA M & E framework is used to coordinate, consolidate and reports on implementation, operation and performance information on all products and services of the NYDA. The operational units which have roles to play in M & E system of the agency include the M & E unit, Business unit and local branches of the agency. The M & E unit is custodian of M & E framework in the NYDA. The M & E unit is located in the cooperate strategy and planning division, which also houses risk management, research and policy as well as knowledge management. However, the annual performance plans and annual report states that Monitoring and Evaluation is a Key performance Area whose function is to “aimed at generating a body of research, knowledge and best practice in the youth development sector. It will inform various ways through which government, business and other sectors of society can contribute towards youth development”, (Annual Report, 2010: 8). Thus on paper and in actualization of M & E as an activity and as a function, there is a gap here which must be closed.

The scope of M & E in the agency ranges from head office, branches to satellite offices. According to the M & E framework document (2015), it seeks to provide broad parameters and guidance for implementation of monitoring and evaluation functions for all youth

development efforts by the agency. It is therefore it is extensive and inclusive as it covers all the branches as well as products and services offered. According to the framework, M & E must be a standardized function to be complementary with functions such as planning, implementing and reporting. The framework gives power to the M & E unit because the unit plays the role of a middle man between implementers and programmes managers internally and external third parties in their respective sectors.

Although the framework mandates the M & E unit to spearhead planning, the NYDA receives its mandate from the presidency and parliament. However, despite the substantive number of offices the agency has around South Africa, there is only one single M & E unit located at head office. This presents a number of challenges such as communication and the danger of data tempering and loss. The figure below highlights the scope of function for the NYDA M & E from branch level to head office and finally to the office of the president and parliament. M & E is a top down approach as the mandate comes from the upper levels of the agency to the lower levels of branches. The M & E framework is developed by the Corporate and planning executive director. It is then approved by the NYDA Chief Executive Officer (CEO) and the NYDA chairperson. The figure below provides an overview of the coordination of M & E activities in the NYDA across various levels of the agency.

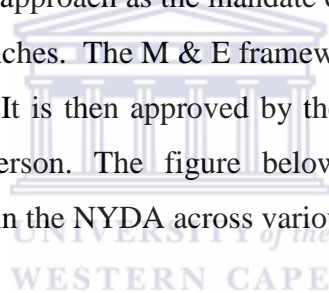
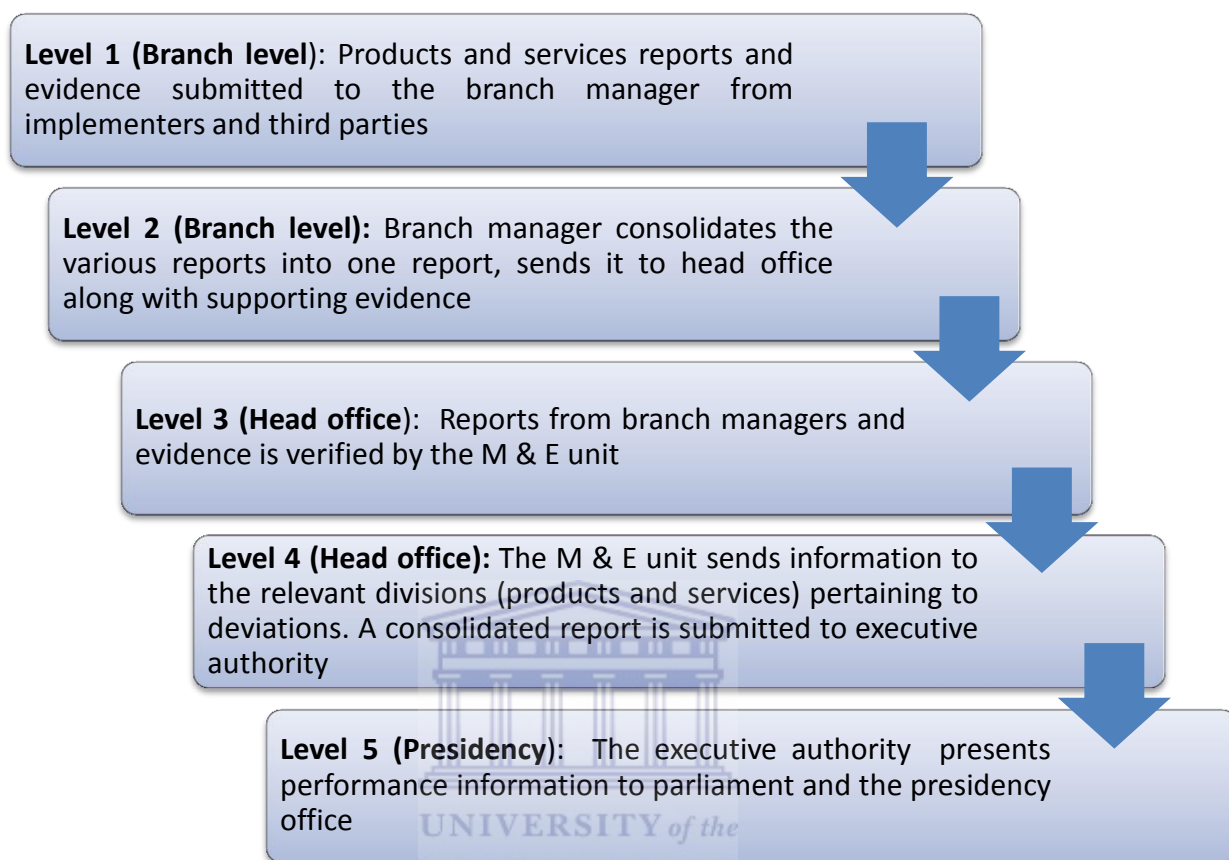


Figure 5: Coordination of M & E activities in the NYDA



Source: Own compilation, 2016

M & E is thus not only the work of the M & E unit but also for implementers and branches managers. The branch offices play an important role as they are responsible for the implementation of programmes. M & E activities occur during and after the implementation of a product or service. Head office develops ideas for products and services; these are sent to the branch for operationalisation, therefore any implementation challenge is highlighted and reported back to product owners/specialists at the head office. The product owners/specialists provides feedback and guidance to the implementer via the branch manager. However, design and pre-implementation evaluations can occur before implementation of a product or service. According to the M & E manager, the duty of branches is to operationalize the APP where programmes and projects of the NYDA are implemented.

According to information from the researcher interview, the framework has been implemented since 2011. However, the M & E Framework provided by manager to the

researcher is dated 2015. Thus it is less than a nine months old. This is collaborated by the new performance indicator which relates to M & E. Despite the novelty of the framework, the researcher found evaluations online conducted by the M & E unit dating as far back as 2011. This informed the researcher that the framework had gone through changes over the years in terms of process and function.

5.3 Does the NYDA have Capacity for M & E?

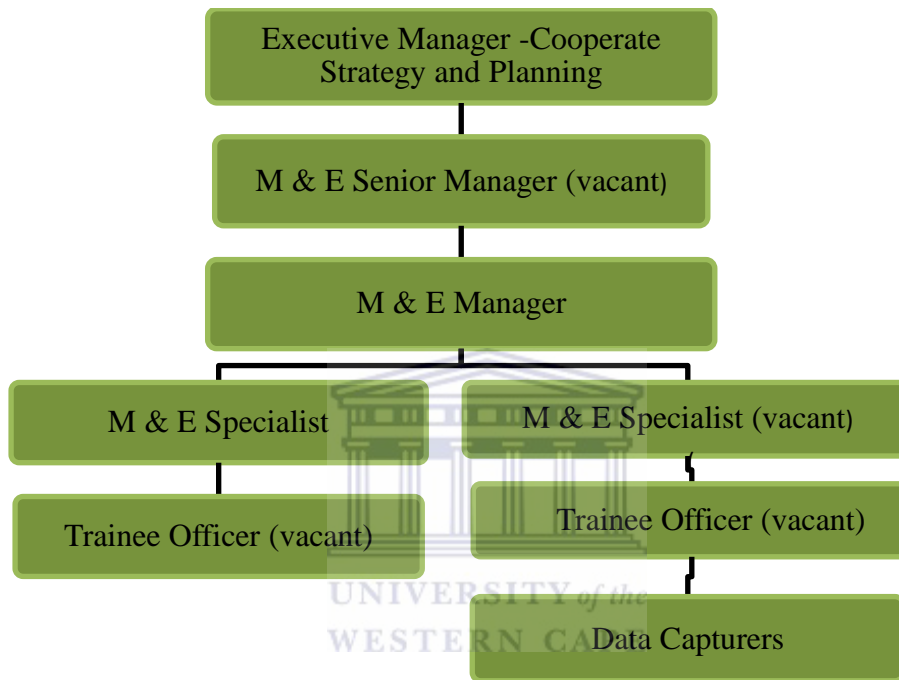
Organisations need good capacity to retain, develop, organise, and utilise their employees' capabilities in order to remain competitive (Omotayo, 2015: 2) At the time of the interviews, the researcher was informed by the M & E manager that the biggest challenge for the M & E unit as well as the agency was the large number of vacancies of critical positions. For example, the M & E unit did not have a senior manager, M & E trainee officers and an M & E specialist. This indicated a lack of capacity. A lack of organisational capacity for M & E can have negative consequences.

According to Gørgens and Kusek (2009), there is a need for capacity and continuous capacity building for effective M & E operation in an organisation. Organisational capacity is especially important for the organisation to carry out the processes required to deliver the organisation's goals and objectives. In the instance of the NYDA M & E unit, the manager informed the researcher that she had a high case load which affected some of her deliverables and performance targets. This is because she had to complete work for a senior manager who had not been appointed at the time of the interview. The lack of capacity means that there is a lack of skilled individuals who have several important roles to play. An examination of the M & E organisational structure indicated that it was four people short to be sufficient. A lack of capacity also means that there is a lack of knowledge and support (Gørgens & Kusek, 2009). The M & E organogram indicates a serious lack of capacity in the M & E unit. The respondent of the interview from the M & E unit told the researcher that due to the process of restructuring in the organisation, a number of positions were in the process of being filled. Thus, she assured the researcher that the situation would not remain permanent but was subject to change at any given time.

The researcher found a lack of M & E organisational culture from staff who are not working in the M & E unit. For instance of the 15 interviewed staff, six managers responded they did

not think that they were not suitable participants for this study as they did not work in the M & E unit therefore they did not think that their work was/is related to M & E. It was after the researcher explained that M & E is all information which stems from products and services that an understanding dawned on most of them.

Figure 6: Organogram of the NYDA M & E unit



Source: own compilation, 2016

The illustration above shows that there is a severe lack of capacity in the unit. In the long-term, if not addressed, this will have a negative effect in carrying out M & E activities. The lack of human capacity also indicates a shortage of skills capacity. According to Gorgens and Kusek (2009), the lack of (human) capacity in an organisation affects the ability of individuals to perform functions effectively, efficiently and sustainably. This means that those available few have to carry out the work which should be divided among a few more people. One individual thus is required to perform tasks for two or people putting performance pressure on him/her.

Based on the lack of M & E capacity in the NYDA, the consequences of this is pressure on the available staff, for instance in the interview, the M & E manager indicated that the data capturers carried out most of the work, this was added pressure on them as they lacked

supervision and quality control which is provided by the trainee officers and M & E specialists.

An analysis of the capacity approaches in the framework indicated that the agency also uses the participatory approach in capacity building. The International Federation of Red Cross and Red Crescent societies (IFRC, 2011: 69-70) contend that an effective M & E framework requires having capable individuals to support, thus in a participatory approach having two ways of promoting participation. The first aspect includes the participation of local stakeholders in all processes and decision-making, the aspect is more restrictive as it only allows for top-down participation. In the top-down approach, local stakeholders can only partake in observation or study. The NYDA delivers some of its services and products through third parties, it is in these instances that a participatory approach is adopted and promoted by involving them in the implementation of monitoring processes and functions (NYDA M & E framework, 2015: 54). One of the respondents elaborated on this point by providing an example of a third party which the NYDA works with;

5.4 Standard Criteria for evaluating M & E effectiveness applied to the NYDA M & E Framework

5.4.1 Utility

According to Ile (2012), Monitoring and Evaluation should be utilization oriented and not simply for compliance with legislation. By this, the GWM&E policy framework requires that there be proper review of programmes implemented and those records should be accessible to all (GWM&E 2007:3). The utility value of the NYDA framework can be seen through information provided by the agency in its Annual Report. Annual Reports are developed by consolidating performance information from four quarterly performance reports. This information was further elaborated by responses given by M & E administrators and product owners, when asked M & E information is used for. An analysis of the annual reports indicated that it was a platform which the agency uses to show success and success cases. The shortcoming of the Annual Reports was that it also provided lengthy biographies of top management. For example the 2013/14 Annual report contained five pages of biographies information of the executive.

Information generated from M & E is submitted to the presidency and parliament upon request so that they may see the footprint the agency is making in youth development in South Africa (NYDA manager, 2016). One of the executive managers mentioned to the researcher that the agency initiates, designs, coordinates and monitors programmes aimed at integrating young people into the economy and society of South Africa. M & E information is predominantly used for implementation of programmes (NYDA manager, 2016). An interview participant from the agency told the researcher that neither the M & E division nor branch members of staff are consulted in the development of products or services by the NYDA; this is the role or work of product specialists or owners. Thus the M & E unit is not part of planning and programme development. Thus if we apply the theory of change here, we can see that the programmes are not developed with predetermined impact. Furthermore, an analysis of NYD act indicates that the youth of South Africa should have a proper access to relevant resources and other stakeholders (NYP 2009:10). M & E information provided by the NYDA should be able to highlight this access.

5.4.2 Feasibility

The instrument used to determine the feasibility of the NYDA M & E framework was determined by asking participants about the constraints which they encounter internally and externally in M & E practice. Furthermore, the researcher asked the participants how they these constraints were managed. The majority of the respondents said that the process of data capturing is done manually, thus it is labor intensive and time consuming. Other respondents in various branch positions including programme coordinators and implementers said that there were too many reporting systems which were not integrated. Thus this makes reporting challenging and time consuming. Another response which relate to feasibility was the challenge of communication. Various staff at branch level said there was an issue communicating with product owners and M & E staff at head office as they do not respond to queries from the branches promptly, thus the sentiment from the branch was that of non-support from head office staff. Moreover there is no turn over time for queries sent to head office, thus one does not know how long it will take to receive a response on a problem. This problem the researcher found was perpetuated by staff shortages at head office due to continuous change management and restructuring. During restructuring, a lot of skilled and experience staff leave the agency, taking with them skills and experience. The researcher deduced that the shortage of staff at head office affected their ability to respond to branch queries promptly. This delays many processes and thus implementation is negatively

affected. Once implementation is delayed, performance information is also not produced timeously in line with deadlines for the Business Strategy unit.

5.4.3 Propriety

The measurement used to determine propriety of M & E was an analysis of the legislative framework guiding M & E practice in the NYDA as well as the legislative foundations of agency. Propriety in M & E refers to conducting M & E activities legally, ethically and with regard to the welfare of the end users of a service. These essential acts are the GW M & E policy framework of 2007 and the National Youth Development Agency Act No 54 of 2008 respectively; these two provide legal mandate and operational direction for the NYDA staff. National Treasury requires departments to publish their quarterly and annual performance information against indicators tabulated and described in the five year Strategic plan and annual performance documents respectively.

The GWM&E (2007) policy framework has specific principles that act as guidelines for other government bodies in their monitoring and evaluation programmes. The first principle states that Monitoring and Evaluation should contribute to improved governance in South Africa. This means there should be proper use of public funds. Furthermore, citizens should be involved with their input being incorporated in the set programmes or strategies (GWM&E, 2007:3). This is evident in the NYDA policy framework since it advocates for the involvement of the all youth in the economic sphere of South African. The policy also ensures transparency through having annual audit reports. Propriety in M & E is also in line with the Batho Pele principles (1997) which call for transparency, courtesy, information and service standards.

5.4.4 Accuracy

According to Görgens and Kusek (2009) accuracy deals with the validity and quality of data produced. Thus error and negligence in data are avoided by ensuring that only what was intended to be measured is measured (Görgens & Kusek, 2009: 253). The accuracy of information generated by the NYDA's programmes is determined by data provided by the branch managers. In the job description for the NYDA manager, he/she is required to validate data from implementers before sending it to M & E unit, in line with the programmes and projects carried out by the agency, manual verification is a lot of work for an individual.

Interview participants from the M & E unit also responded that the branch manager sends information to the M & E unit after he or she has verified this information, however, they are also required to verify and validate information against indicators and evidence accompanying the product or service report. Thus data verification occurs at both branch levels and at head office by M & E staff. Staff in the M & E unit responded that it was one of their duties to verify information coming from branches. The interviewed branch managers said that every month each and every product and service of the agency is required to produce a monthly report accompanied by supporting evidence as per the indicator against which is being reported on. Supporting documents or evidence accompanying reports are product or service specific. For example, a report on the NYDA Business Development Support services is supposed to be accompanied by registers signed by attendee and a database. An analysis of the APP found that the agency tabulates its key indicators and the source of information which must be used to count or measure the indicators (NYDA APP, 2015: 39-61). Table 1 below is an illustration of how an indicator tabulated in the APP.

Table 9: Indicator illustration in the APP (2015/16) of the NYDA

Indicator Title/Name	
Definition	
New/Existing Indicator	
Purpose/Importance	
Desired Performance	
Contributing Programme	
NYDA KPA	
Source Documents	
Unit of Measure	

Source: NYDA 2015/16 APP, 2016

The NYDA tabulates its indicators to ensure data accuracy and as a tracking mechanism when conducting verification. Indicators are specific to products, services and programme in

the NYDA as each is unique in nature of the information it is designed to generate. Indicator titles and definitions provide information of what the indicator will provide. Moreover, the indicator shows the purpose of information to be measured, source of information and desired performance as well as unit of measure. The NYDA follows the time table issued by the Department of Monitoring and Evaluation (DPME) in terms the quarterly reporting timelines. Thus information is generated on a monthly, quarterly and annual basis by all national government departments and entities. The NYDA reports to the DPME on a quarterly basis although DPME does not come to verify evidence. This relationship is essential as it ensures that the NYDA M & E framework and M & E operation is aligned with the GWM&E policy framework.

5.5 Efficiency and effectiveness of the NYDA M & E Framework

5.5.1 Efficiency

According to the OCED (2002), efficiency is used for measuring how economic resources such as time, money, labour and knowledge are converted into results. The need for results is important in South Africa where large amounts of funds are invested into youth development annually. The NYDA is one of the benefactors of funds for development projects and services. It is thus important that their results are quantifiable and visible. When assessing the efficiency of the M & E framework of the NYDA, the researcher considered aspects pertaining to administration efficiency such as budget allocation and information management. Factors of the administration process are considered in the table below:

Table 10: Processes related to the M & E system operational efficiency

Process Output	Indicators	Process Outcomes	Indicators
Consolidated reports have been reviewed against evidence submitted from branch managers to the M & E unit	Number of youth development research and evaluations product and policy reviews/development produced by the NYDA	Creation and production of information and knowledge for better youth development planning and decision making	Youth development research and evaluation products produced

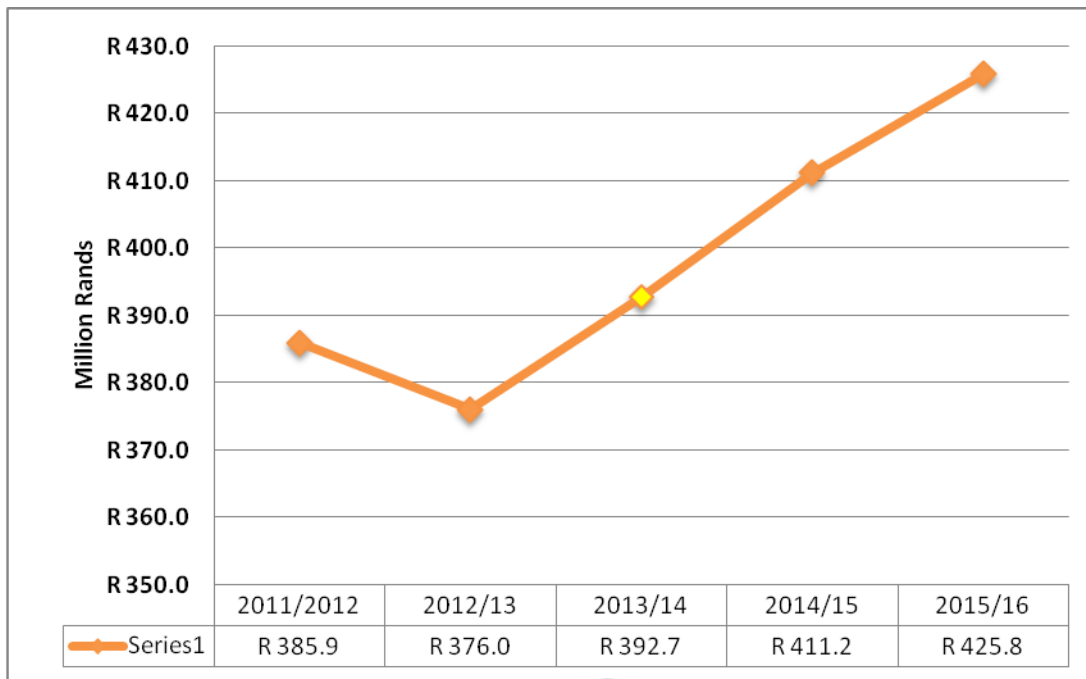
Source: NYDA 2015/16 APP, and Own compilation, 2016

The table above indicates the most salient process related to administration operations of the M & E system of the NYDA. Indicators are developed so that they can highlight what the results should be after resources have been utilized. Although the process of transferring performance information from branch levels to head office appears straight forward, interview responses from the branch managers indicated that the process was time consuming, repetitive and labour intensive. For instance evidence of training manual and attendance registers had to be copied and then couriered to head office instead of simply being scanned. The M & E manager told the researcher that at head office, data capturers have to manually capture the information coming from branch offices into a system for collation and consolidation.

5.5.2 The NYDA Budget

The most important resource that the agency uses is the financial resources. The agency has increasingly requested a higher budget arguing that the budget allocation given to it is not sufficient to carry out a number of projects. The NYDA is funded by the Presidency and but can raise funds without approval through partnerships and co-operations with the private sector.

Figure 7: NYDA budget allocation trends 2011-2016



Source: Parliamentary Research Unit, 2013

The budget allocation trend shown in the figure above shows that between 2011/12 and 2012/13 there was a budget allocation decrease from R385.9 million to R376 million the allocation has since been marginally increasing. In 2013/14 the allocation was R392.7 million; and this indicates a marginal nominal 4.4 percent increase or R16.7 million increase in comparison to the allocation in 2012/13. The Budget allocated to the agency underpins all the operational and project activities related to the planned performance to be undertaken as indicated in the Annual Performance Plans.

In 2014/15 the allocation was R411.5 million; which is a marginal nominal increase of R18.5 million or 4.7 percent compared to the 2013/14 allocation. In 2015/16 the allocation is projected at R425.8 million; which is a nominal increase of R14.6 million or 3.6 percent compared to the 2014/15 projected allocation.

5.5.3 NYDA Performance Trends

The researcher considered the performance of the NYDA over five years with particular reference to the agency's Key Performance Area of Economic Participations, this in line with the mandate of initiating, implementing, facilitating and coordinating youth development

programmes. Performance plans are developed every five years and tabulated in the Strategic Plan document. The purpose of these plans is to show which the direction the agency or a government entity is heading in line with the problem or challenge at hand. The strategic plan document factors in the social, economic, political (MPAT, 2015) As per South African public sector regulation and guideline, the formulation and presentation of the Strategic Plan and Annual Performance Plan adheres to the framework established by the National Treasury in terms of Chapter five and five of Treasury Regulations.

5.5.4 NYDA performance: Audit outcomes

The importance of good performance and performance auditing of public sector organisations in South Africa is embedded in legislation. The legislative framework regulating auditing is the Public Audit Act. The audit of predetermined objectives focuses on the alignment of the performance to strategic plans in order to achieve accountability, achieve set targets and ultimately improve service delivery. In order for any government department or agency to operate efficiently, good financial management systems and processes for tracking resource utilization are essential so as to monitor and ensure the effective use of limited resources. AGSA's definition of an audit of predetermined objectives was defined as an annual audit of reported actual performance against predetermined objectives, indicators and targets as contained in the annual performance report. An integral part of the annual regularity audit process requires confirming a department's compliance with laws and regulations, usefulness of performance reporting and reliability of their reported performance PMG (2013).

In South Africa, legislation such as the Public Financial Management Act (PFMA) regulates and enforces compliance through the development of regulatory processes which government departments should comply with. The Auditor General of South Africa (AGSA or AG) ensures compliance with the PFMA by conducting annual audit on government departments. In essence his or her role is to monitor and comment on certain systems and processes which these departments are required to comply with.

According to the GWM & E (2007), the Auditor General is an important part of the legal mandate underpinning one of the GWM&E roles and responsibilities. The auditor general falls under Section 20(1)(c) of the Public Audit Act (25 of 2004), he or she is required to express an opinion or conclusion on "reported information of the audited government

department against pre-determined objectives”. The GWM & E (2007) states that the annual reports of government departments need to include among others, audited financial statements and statements of programme performance.

The AGSA report focuses on a number of key areas, including: predetermined objectives, supply chain management (SCM), human resource management, Information Technology controls, material errors/omissions in submitted annual financial statements, the financial health status of the agency, as well as other areas of non-compliance, see table below:

Table 11: Budget Allocation and Auditor General Audit findings of the NYDA 2010-2015

Focus Area	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Allocated Budget	R164m	R405m	R384m	R376m	R392m	R411.5m
Supply Chain Management	irregular expenditure=R11 m	irregular expenditure=R68 m	irregular expenditure=R133,2 m	Irregular expenditure=R62.1 m	Irregular expenditure=R16.7m	<ul style="list-style-type: none"> irregular expenditure=R580k Clean audit
Pre-determined Objectives/target	Not measured due to merger	85% achievement of KPIs	90% achievement of KPIs	85% achievement of KPIs	86% achievement of KPIs	93% achievement of KPIs
Human resource management	Lack of leadership, top heavy organisational structure	Poor leadership and lack of oversight	Lack of leadership and oversight/ internal committee	N/A as no findings in the audit report	High vacancies due to restructuring	N/A as no findings in the audit report

Information Technology Controls	Poor/lack of IT structure	Poor/lack of IT structure	IT security and management	IT system and management	IT system and management	Under-developed IT infrastructure
Material errors/omissions in submitted annual financial statements	Late submission of financial reports	Late submission of financial reports	Late submission of financial reports	Penalties for late tax submission to SARS	Late submission of financial reports	No material findings
Financial health status	Material impairments	Material impairments	Material impairments/recoverability of loans	Material impairments recoverability of loans /		
Other non-compliance	<ul style="list-style-type: none"> • Policies and procedures • inadequate performance reporting and accountability 	Late submission of financial statements	Lack of policy compliance: National Treasury regulations, and the National Credit Act	Wasteful expenditure	Wasteful expenditure	N/A
Challenges	<ul style="list-style-type: none"> • Insufficient Funding • Alignment and merging challenge 	Wasteful expenditure, lack of leadership	Lack of leadership and oversight	Accountability, Knowledge management	<ul style="list-style-type: none"> • Allocated budget below estimated expenditure • Knowledge 	<ul style="list-style-type: none"> • Allocated budget below estimated expenditure • Knowledge management

	s of new agency <ul style="list-style-type: none"> • Economic recession • MOA with Provinces 				e managem ent	
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Source: Own compilation, 2016

In the 2009/10 financial year report, the NYDA had poor audit outcomes due to unclear processes and procedures within the agency’s operational systems. According to the 2009/10 Annual Report the merger process did not result in any additional funding being allocated to the NYDA despite its huge mandate, except for the transfer of the remaining budget allocation for the former entities amounting to R164million. The merger activities had to be funded from the limited resources transferred from the former entities; the agency argued that this had a negative impact on the NYDA’s achievement of its targets in some of its projects and its operations. The AGSA acknowledged that the NYDA was a new agency which had just been established from the merger between the former Umsobomvu Youth Fund and the National Youth Commission. The agency was formed in September 2009, thus their initial audit outcomes only focus on the first 6 months post the merger. The audit report therefore was focused on the first six months of operation of the NYDA. Although the NYDA received an unqualified audit opinion, the AGSA highlighted two issues, related to irregular expenditure and material impairments of the NYDA. Irregular expenditure refers to a department’s spending which does not count towards their operations. Other challenges which contributed to the negative performance reporting by the NYDA were that of material impairments from unpaid loans. The former Umsobomvu Youth Fund and the National Youth Commission issued out loans for youth who wished to pursue their own businesses, however, most of those loans were unpaid, thus this added to material impairments which resulted in the agency.

The NYDA incurred irregular expenditure of R133,2 million in 2011/12, this was more than the R68 million of the 2010/11 financial year. According to the AGSA report, the R133,2 million represented 69% of total expenditure that were not subject to correct supply chain

management processes. In the 2011/12 financial year, the AGSA found that the agency did not comply with processes and systems developed for supply chain management in the public sector. In his report he states that goods and services with a transaction value below R500 000 were procured without obtaining the required price quotations. PFMA requires the obtainment of three quotations to be obtained before the purchasing of goods and services. The cheapest quotation is the used. The AGSA also found that the accounting authority of the NYDA approved the procurement of goods and services of a transaction value above R500 000 without inviting competitive bids. Other findings in violation of the PFMA are listed below:

- Contracts and quotations were awarded to suppliers whose tax matters had not been declared by the South African Revenue Services, to be in order. The PFMA requires that suppliers submit a tax clearance certificate from SARS together with their bid.
- Contracts and quotations were awarded to bidders who did not submit a declaration on whether they are employed by the state or connected to any person employed by the state.
- Contracts and quotations were awarded to bidders based on points given for criteria that differed from those stipulated in the original invitation for bidding and quotations.
- The preference point system was not applied in all procurement of goods and services above R30 000.

In 2014/15, they received a clean audit for the first time since its establishment. Although this did not completely eliminate irregular expenditure, it however was reduced drastically to R580 000 from 133 million. Moreover, the rating of non-compliance from the AGSA indicated that the agency was now fully compliant in terms of the PFMA and the National Treasury regulations (PMG, 2015). Thus, this shows the importance of the office of the AGSA in ensuring financial transparency, further, it highlights the role the AGSA plays in M & in South Africa.

Based on the analysis conducted on the budget of the NYDA, it is emerging that they have made significant progress in putting systems in place and complying with finance related legislation and thus reducing irregular expenditure. However, compliance with regulation is

one aspect of the problem; the other problem stems from the quality of their programmes and long term impact in reducing youth unemployment.

5.5.5 Effectiveness of the NYDA

Effectiveness refers to the extent in which an intervention is likely to achieve immediate and intended results (IFRC, 2011: 78). The effectiveness of the NYDA M & E framework is determined by the extent to which it provides accurate and timely performance information about the agency. The NYDA M & E unit has to ensure that communication of deadlines is concluded on time, all services and product implementers and coordinators have reporting templates and all performance information is collated on time for submission to DPME. The Batho Pele principle calls for value for money in terms of services provided. The need for effectiveness can save the state mismanagement of funds, wasteful expenditure and corruption. During the first four years of establishment, the AGSA continuously found that the NYDA did not submit performance information on time.

Table 12: The Log frame used by the NYDA M & E unit

Log Frame	Monitoring	Evaluation
Inputs	<ul style="list-style-type: none"> • Human Resources • Budget • Training 	<ul style="list-style-type: none"> • Human Resources • Request and Approval • Budget
Activities	<ul style="list-style-type: none"> • Communication of submission deadlines • Submission of reporting templates to implementers • Liaising between product specialists and implementers • Collation of monitoring data • Submission of monitoring data to executive authority 	<ul style="list-style-type: none"> • Evaluation planning • Research • Securing funding for the Evaluation • Developing a Terms of Reference (ToR) • Contracting third parties in form of a service provider
Outputs	<ul style="list-style-type: none"> • Monthly, Quarterly and Annual Reports submitted 	<ul style="list-style-type: none"> • Research data

Outcomes	<ul style="list-style-type: none"> • Performance Information • Data management 	<ul style="list-style-type: none"> • Evaluation • Programme/product/project analysis
Impact	<ul style="list-style-type: none"> • Information generation • Evidence based decision-making 	<ul style="list-style-type: none"> • Continuation or discontinuation of a programme

Source: Own compilation, 2016

5.6 M & E Performance Indicators

The M & E unit is guided by the performance indicator: “Number of Youth Development research and evaluations products and policy reviews/developments by the NYDA” (NYDA Annual Performance Plans 2015/16: 26). The M & E unit falls under the Policy and Research division of the NYDA. The unit only has one indicator. This indicator is new in this financial year but was not in the previous APP. The problem with this indicator is that it does not meet the SMART principle in conception and design. The indicator contains two components: research and evaluation, which make it two indicators in one. Thus, the indicator presents a challenge in its measurability. Moreover, the indicator does not speak about the monitoring aspect of the M & E unit.

There are four performance indicators which are used to generate information and knowledge for better youth development planning and decision-making. This objective indicates that performance information is utilized to better plan on the ways to develop youth in South Africa. Performance indicators subsequently provide evidence, thus the planning and decision-making is evidence based. The table below highlights the performance indicators which feed information into the objective: “To create and produce information and knowledge for better youth development planning and decision-making” (NYDA 2015/16 APP: 52)

Table 13: NYDA strategic objective and indicators

Strategic Objective	Key Performance Indicators
To create and produce information and knowledge for better youth development planning and decision-making	Number of new youth development projects and/or programmes designed and piloted
	Number of youth development research and evaluation products produced by the NYDA
	Development of the National Youth Employment Plan 2030
	Establishment and operationalisation of the South African Youth Development Institute

Source: Own compilation, 2016

5.7 Challenges with Planned and Reported performance information

The Researcher found that the Annual Reports of the Agency were not comprehensive in information they reported in terms of information detail and financial implications. The agency does not provide information on how much a programme will cost. For example, programmes such as the cost matric rewrites is not provided, thus the researcher could not conclude or determine how much projects such as these costs. Costs of other projects such as scholarships and skills development programmes, as well as enterprise development are not indicated in the APP and Annual Report the amount of scholarships to be awarded and the value of those scholarships, as well as what those scholarships cover.

5.8 Stakeholders of the NYDA M & E Framework

The role and participation of stakeholders in the NYDA has improved over time, although the application of the stakeholder theory to the public is criticised by Scholl (2001), as not being suitable because the existence of the public sector rooted in public interest rationale in contrast to the profit and survival driven nature of the private sector. Scholl forgets that both sectors want to survive as their needs they are meeting. This means that to ensure survival and direction, the public sector needs stakeholders and their various contributions. The main stakeholders of the NYDA M & E framework include: the NYDA staff, the NYDA board, the presidency, parliament, the Department of Planning Monitoring and Evaluation (DPME) and

beneficiaries. The researcher found that the role of beneficiaries, in this case the unemployed youth, was realized and limited to a very few success stories in the annual report and a few evaluation reports. This gap should be closed as the unsuccessful interventions are as important as the success in strategy development and planning of future projects.

5.8.1 NYDA Staff and board

All staff members of the NYDA are stakeholders of the NYDA M & E Framework. The framework is developed primarily for the benefit the agency. This is in terms of providing a feedback mechanism on processes and functions in achieving institutional mandate. The framework also provides an accountability platform to ensure accountability in the institution.

The NYDA board is another group of stakeholders of the agency's M & E framework and information. The NYDA board is made up of all divisional directors, the chief executive officer CEO and the chairman of the agency (NYDA website, 2016). The executive director of Corporate Strategy and Planning division, the chairman and the CEO of the agency are responsible for developing, approving and managing the implementation of M & E.

M & E staff members are responsible for the day to day coordination of M & E activities. They provide primary leadership in the institutional on M & E. They are the in-house experts whom divisional managers can approach for guidance and leadership when planning a programme evaluation.

5.8.2 Office of the Presidency/Department of Monitoring and Evaluation

The Office of the presidency plays two roles as a stakeholder. Not only does it provide oversight to the NYDA but it also provides funding for the agency as well.

5.8.3 Parliament

Parliament is the other important stakeholder of the agency. It is an act of parliament which established the NYDA (NYDA online, 2016), thus parliament has a vested interest in the success and running of the NYDA. For example, the chairperson of the agency is selected by the president following nominations and recommendations from members of parliament. The NYDA is answerable to the office of the president and to parliament. The NYDA presents its

plans and reports to a parliamentary committee for discussion and scrutiny. The researcher read a number of meetings minutes of the Agency and saw how feedback and recommendations that the agency receives from portfolio committees members helps highlight areas of improvement and significant change.

5.8.4 Beneficiaries

Although the researcher did not speak to the beneficiaries (youth) of the agency, she found success stories of the beneficiaries in the annual report of the agency. Involving beneficiaries is in line with the Batho Pele principles (1997) which call for consultation and redress in providing services to the public. The researcher found a lack of consultation with the youth in the development of the NYDA strategy. Moreover, the researcher found that consultation is not done; only information sessions are provided for the youth. Consultation involves hearing from the beneficiaries, whereas redress would be correcting what the beneficiaries have highlighted, this the researcher found that the agency did not do.

5.9 Accountability

Gorgens and Kusek (2009) argue that M & E is often regarded with suspicion due to a political misconception that it plays a policing role. This provides a challenge in providing accurate data in reports. The NYDA is accountable to the office of the president and the M & E unit is accountable to the DPME. According to the Public Service Commission (PSC) (2008), all public officials and entities in South Africa have a constitutional obligation to account to Parliament. M & E provides performance and operational information in a structured and formalised manner, which allows scrutiny of public service activities at all levels (PSC, 2008). In South Africa, Accountability is governed by the Constitution and legislation such as the Public Finance Management Act (PFM) and is further supported by institutions such as the Auditor-General and the Public Service Commission, and failure to adhere to meeting accountability requirements is often met by sanction (PSC, 2008: 4). Accountability has a technical dimension relating to the ability to account for resources and its use in achieving the outcomes the money was intended for (PSC, 2008: 33). This is of great importance in preventing corruption.

Due to poor leadership and management, the AGSA consistently found a lack of good leadership and good management in the NYDA between these years; 2009-2013. This

contributed significantly to a lack of oversight and compliance in important processes and procedures. The researcher noted that as leadership stabilized in the NYDA, performance also gradually improved.

5.10 Knowledge Management

The researcher found a lack of sufficient knowledge management system and process in the NYDA. Knowledge management is one of the important processes of M & E, without which M & E information handling, processing and management is not possible. Knowledge management is identified as a framework for designing an organisation's strategy, structures, and processes so that the organisation can use what it knows to learn and to create economic and social value for its beneficiaries (Omotayo, 2015). The M & E unit is responsible for knowledge management in the NYDA. The researcher noted that over the past five years, the NYDA had consistently failed to develop a proper ICT system and thus used the old fashioned system for filing and information storage. The NYDA manager response confirmed this finding when she informed the researcher that they used an onsite drive, copies of physical documents and stored original documents of information in storage units out of the agency. This in itself posed significant risk for the agency and its information. During the data collection process, the M & E manager could only retrieve certain documents for the researcher after two weeks due, to how slow the intranet and system worked and due to incorrect online filing. The M & E manager informed the researcher that the agency was shopping for more advanced technology for data storage to avert the risk which they currently faced.

Over the years KM has become important for the survival of the organisation (Omotayo, 2015). However in the NYDA, it is one of the constraints in conducting monitoring activities. For the research question on constraints of M & E activities in the agency, respondents indicated that the process of capturing and storing information was inefficient as it was manual and thus prone to errors and tampering. The researcher was not permitted to speak to data capturers as they are an outsourced service of the NYDA. The M & E manager informed the researcher that data capturers are responsible for capturing all information from various branches in either excel spread sheets or in various databases. Information retrieval is easy depending on what information it is, the manager informed the researcher. The manager also informed the researcher that they were in the process of updating and building software,

all pending on budget approval. Thus, it appears that the budget allocation has implications on the processes of the NYDA. At the same time, the researcher wrote earlier on that the agency has the discretion to raise funds without seeking approval. Thus knowledge management can be improved through a partnership agreement or through funding.

5.11 Conclusion

This chapter provided an overview of the coordination M & E process and activities in the NYDA. The chapter also presented findings from interviews, planning and performance reporting documents of the NYDA documents and legislative analysis. Some of the main findings included an analysis of M & E culture, capacity, efficiency and processes. The researcher conducted an analysis of performance trends and budget trends of the NYDA in order to assess the performance of the agency. The researcher found that the agency has made significant progress in its operation processes and systems, but that those improvements have not had a significant impact on youth unemployment, thus the researcher thinks that a deeper analysis of the agency's programmes and projects should be conducted. The researcher also found that it could be more transparent if the agency provided costs of each of their youth projects and services so that the Presidency can have greater motivation for funding programmes which can target larger groups of youth. The researcher also found that the programme description of monitoring and evaluation in performance documents does not match information provided by the M & E manager and other interview respondents. The researcher conducted a log frame designed for M & E process in the agency by highlight inputs, activities, outputs, outcomes, and impact of the mentioned processes. In the chapter, key roles and responsibilities were heightened and discussed. This chapter has also highlighted the main stakeholders of the agency and the role they play. Chapter 6 will present conclusions of this study, provide recommendations for the NYDA and present areas for further study.

Chapter 6. Conclusion and Recommendations

This study set out to investigate the effectiveness of the M & E framework of the NYDA. The research objectives the researcher set out for this study were to highlight the theoretical and legislative frameworks underpinning M & E implementation in the youth sector of South Africa, discuss and investigate the effectiveness of the NYDA M&E framework, describe and analyse the NYDA's challenges as opportunities for improving M & E practice, investigate stakeholder participation in the M & E framework of the NYDA, investigate the relationship between organisational performance and M & E and make recommendations to improve M & E efficiency. In this final chapter, the researcher will briefly summarise the highlights of all the chapter, present conclusions of this study, make recommendations for improving M & E and performance efficiency of the NYDA and finally present areas for further study which can enrich youth development and M & E in South Africa. .

The biggest challenge affecting the effectiveness of the NYDA M & E framework is capacity, policy alignment, support, knowledge and leadership. The assumption of capacity being a challenge was confirmed. The researcher found that capacity was affected by organisational restructuring. It is the latter that delayed this study; the researcher found there had been more than three M & E managers in the past five years in the agency, all whom had left. Hence the initial lack of responses to the study. Moreover, many interview participants did not answer a number of questions in the interview schedule due to lack of knowledge and also because they were new in their positions.

Before discussing the conclusion points, the researcher will briefly present other aspects considered in this study before making the said conclusion. See chapter summaries below:

Chapter two of this study presented the theoretical framework and concepts underlying M & E practice including the theory of change, the log frame, knowledge management. The theories and concepts presented showed what informs M & E practice and profession. In chapter two, the researcher also presented legislative framework underpinning M & E practice and youth development in South Africa. The researcher found that if M & E is not legally embedded in government processes and practice, then mismanagement of funds and accountability will become a bigger problem. The researcher also showed how different

government departments play a role in shaping and institutionalizing M & E practice in South Africa through the GWM &E framework of 2007.

Chapter three presented the methodology used in this research, including the research design, data collection method and instruments. These were essential in shaping the paper and providing evidence and claims. The researcher also provided and explained the triangulation method which would be used to analyse data in order to enhance the trustworthiness of this study. The case study design of this research provided the researcher with a focused area of research, data collection and analysis. The researcher also noted the limitation of the case study, which is that this study cannot be used for generalisation as the information is not transferable to another government department.

Chapter four of the study provided an institutional insight on nature of M & E in the NYDA. The chapter focused on unpacking the M & E framework policy document from the agency. The researcher also provided the criteria for assessing M & E effectiveness. This criterion was then applied to the NYDA M & E framework.

Chapter five presented and analysed research data collected from interviews, NYDA planning and policy documents as well as literature. The focus was mostly on the agency's documents and interview responses focused on M & E. It is from the gaps identified in chapter five that the researcher can make informed conclusions and recommendations to the agency

6.1 Conclusion

The study has made the following conclusions with regards to the M & E framework of the NYDA:

- There is a lack of M & E organisational culture and capacity.
- There is a lack of information alignment between the role of M & E in the APP and actual function as per the manager's job description and the M & E document presented in chapter four
- There is a need to decentralize the M & E unit

- The NYDA needs to contract external service providers for its evaluations for more objectivity and bias
- The researcher has noted that staff turnover is poor in the agency; this has led to a loss of skilled individuals
- The agency needs to invest in ICT for operation, reporting and information storage systems.
- There is no alignment between planning and M & E in the agency

Conclusions points are discussed in detail in the following paragraphs:

6.1.1 There is a lack of M & E organisational culture and capacity

This has an impact on the allocation of tasks and turnover of M & E queries from branch offices and work takes longer to complete. There is creates constrain on available staff. The lack of capacity can reduce staff morale. The lack of capacity is affecting the agency negatively as it is putting constraints on the agency's ability to meet national reporting deadlines.

Organisational culture will promote M & E effectiveness in the agency. M& E culture can create a platform of M & E knowledge development. Moreover, this culture can reduce suspicion and fear of M & E function (PSC, 2008).

6.1.2 There is a need to decentralize the M & E unit

The M& E framework is centralised which means that it is located and operates from a single location (head office). M & E training should occur at branch levels so that each branch can have an M & E representative, thus this can aid in the decentralization of the function. By growing the knowledge base of M & E in the NYDA, the pressure and capacity constraints head office staff experience can be reduced.

6.1.3 The NYDA needs to contract external service providers for its evaluations

Evaluations conducted internally can lack reliability and credibility. To a large extent they have higher chances of being biased. Although evaluations are conducted through partnerships between the agency and third parties, this can prove problematic and affect credibility of evaluations.

6.1.4 The agency needs to invest in ICT for reporting and storage systems

Too many hands handling evidence, this leaves room for tampering with evidence. With adequate market research, the NYDA can extensively implement ICT in its M & E processes. This will enable it to mitigate risk of losing or tampering with performance information. There are too many hands handling evidence, this leaves room for tampering with evidence. If a natural disaster struck the NYDA and its archives, there would be business discontinuation due to all the knowledge being stored in hardcopy formats.

6.1.5 There is no alignment between planning and M & E in the agency

M & E is supposed to be a planning tool for the agency. However, in the NYDA M & E is used for legislative compliance and implementation coordination. For the agency to be more effective, it should use M & E information for evidence based planning. The Annual Performance Plan documents states that the function of M & E unit is to conduct research and provide information on youth development practices. The misalignment can easily contribute to the under performance of the agency as the indicators do not speak to what is being done.

6.2 Recommendations

The following recommendations are based on the findings of the study. If implemented, they can assist in the strengthening of the NYDA's M&E system and make it more effect.

6.2.1 Promotion of M & E culture in the organisation and increase M & E Capacity

There is a need for M & E training for all staff in the NYDA and some of its partners. The NYDA needs to promote an organisation culture for M&E by through communication, training and awareness campaigns. This is to get the buy-in and support for M&E in the NYDA. These activities can help to address misconceptions and knowledge gaps about M&E among managers, decision-makers, coordinators and branch implementers who may have very little understanding of the subject (Gorgens & Kusek, 2009).

The NYDA needs to revise its M&E organisational structure so that more M & E specialists and officers are employed at branch level to decentralise the structure and also to increase capacity. At present the structure only provides a centralised M & E unit at head office level; furthermore there is a lack of capacity at head office with performance information being captured by the data capturers who are not experts in the field. M & E interns can be hired to

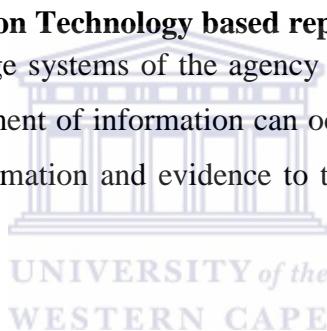
deal with capacity challenge. The availability of capital and skills resources will enable the agency to be able to deliver quality performance information.

6.2.2 Develop a Departmental/Agency Evaluation Plan

The NYDA has a clear and operation monitoring system in place. However, there is no systematic evaluation planning within the agency. The NYDA can use the National Evaluation Framework provided by DPME for guidelines. One of the critical evaluations can be an impact assessment of the NYDA on youth unemployment in South Africa. Impact evaluations should be conducted of on all products and services which have been in operation for more than five years. The nature of impact evaluation is that they can provide a cost-benefit analysis for NYDA products and services. Evaluations can also highlight the value of money invested in the agency.

6.2.3 Development of Information Technology based reporting storage systems

The reporting systems and storage systems of the agency are all manual. This is an area of risk, as a tampering or misplacement of information can occur. Accuracy is problematic due to distance required for the information and evidence to travel from regional offices to the Head office



6.2.4 Create a platform for beneficiaries to partake in M & E

The beneficiaries of the agency are left in M & E in the agency. There is a need to involve the youth as decisions made by the agency affects. Moreover, having a youth voice can help the agency better serve their biggest stakeholder; this can be achieved by providing them with a participation forum for the youth.

6.3 Area for Further Study

The researcher notes that this study was limited in scope and focused on the M & E and performance of the NYDA. It would be interesting and useful to understand the planning and development of the NYDA programmes and the impact they have on reducing youth unemployment. Another study that would be of use would be focused on the challenges of implementing youth development programmes on a large scale and in a diverse country like South Africa. Further areas of study will be a comparative study of youth development in

developed countries and developing countries. This can highlight lessons and best practices which South Africa can benefit from.





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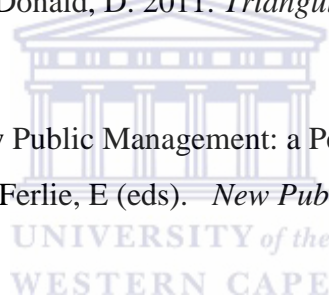
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APPENDICES

APPENDIX 1: CONSENT FORM

RESEARCH TITLE: An investigation of the Effectiveness of the National Youth Development Agency Monitoring and Evaluation Framework.

I have read the information presented in the information letter about a study being conducted by **Sifeziwe Scholastica Ntoyanto** towards the Masters 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 : _____
Date : _____
Place : _____

Student Researcher : Sifeziwe Scholastica Ntoyanto
Student Researcher Signature : _____
Student Number : 2954597
Mobile Number : 0832846383
Email : schola10@gmail.com

I am accountable to my supervisor : _____
School of Government (SOG)
Telephone : +27 21 959 3829
Fax : +27 21 959 3849
Email : iie@uwc.ac.za

APPENDIX 2: RESEARCH QUESTIONNAIRE

Interview Questions for management and staff of the NYDA Monitoring and Evaluation unit

My name is Scholastica Sifeziwe Ntoyanto and I am investigating the effectiveness of the NYDA Monitoring and Evaluation Framework. Your feedback on the framework is important in my understanding whether the structure and its operations are effective in generating the NYDA with information of its performance of addressing youth unemployment and how this framework can be improved in future. This is a completely voluntary interview and at any point you are free to exit the interview. The information provided will be confidential and anonymous as your identity will not be revealed.

1. What is your title and role in M & E of the NYDA?
2. How long have you worked in the NYDA?
3. What are your key responsibilities?
4. When did you start implementing M & E framework?
5. Does the NYDA have institutional capacity (staff and resources) to carry out M & E?
6. Please tell me more about institutional capacity to carry out M & E activities:
 - Staff dedicated to M & E activities
 - Budget for M & E activities
7. How are the NYDA's M & E activities coordinated on a national, provincial, local level?
8. When did you start monitoring your projects and programmes?
9. Who is responsible for monitoring these projects and programmes?
10. What projects and programmes are monitored?
11. What activities within your projects and programmes are monitored?
12. To date how many monitoring reports have been completed?
13. After gathering the information, what is the information used for?
14. When did you start the evaluation of your projects and programmes?
15. Who conducts evaluations of your projects and programmes? (the unit itself, or a service provider)
16. To date, how many evaluations have been conducted?
17. What is the evaluation information used for?
18. Which projects and programmes are evaluated?

19. To date, what is yet to be implemented in the M & E framework?
20. Who are the stakeholders and co-operation partners in M & E?
21. Do your stakeholders and co-operation partners participate in your M & E activities?
22. Can you explain how they participate, in terms of the role they play in the NYDA M & E strategy?
23. What internal and external constraints are faced in your M & E practice?
24. How are these constraints managed?
25. What is M & E information used for?
26. Who uses the NYDA's Monitoring and Evaluation information?
 - a) Monitoring information
 - b) Evaluation information
27. How do you ensure the quality of the practices of both Monitoring and Evaluation?
28. How does the NYDA collect, store, share and use M & E information?
29. Who decides which programmes and projects are to be monitored and evaluated?
30. How are the M & E activities coordinated: On a national, Provincial and Local level?
31. How does the NYDA decide what activities, programmes and projects to Monitor and Evaluate?

