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An investigation into the Gauteng Department of Health and Social Development's monitoring and evaluation system

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AN INVESTIGATION INTO THE GAUTENG DEPARTMENT OF HEALTH AND SOC DEVELOPMENT S MONITORING AND EVALUATIO

by

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A research report to the Faculty of Commerce, Law Management, University of Witwatersrand, in partial fulfilment of the requirements for the Master of Management in Public Policy.

May 2013

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ABSTRACT

The Auditor General identified gaps in the quality of information tha
reported by the Department of Health and Social Development (G
The information was inaccurate and unreliable (Gauteng Dep
Development, 2009; 2010; 2011). The National Government pa
Government Monitoring and Evaluation System in 2007 the objectives of whic
were to improve the quality of performance information and service delivery.
This development required government departments to develop and implement stro
effective M&E systems. The GDHSD formally implemented its M&E syste
objective which was to ensure the quality of performance information. The GDHSD's M&E
system has failed to achieve this objective.

The study investigated some aspects of the GDHSD M&E system with regard to its poo
quality performance information. The study found that some of
M&E system, which the study highlighted, were the lack of capacity ade
and skills for monitoring and evaluation; the absence of proper structures, p
systems for monitoring and evaluation; the absence of quali
performance data; the selective application of data management and
low morale amongst some staff members of the GDHSD. One o
there is manipulation of some performance information for polit

The study made recommendations on how to strengthen the GDHSD's M&E system
based on the identified gaps. Some recommendations are that
its M&E directorate; develop proper monitoring, evaluation, re
processes and systems; address the problem of manipulation of performance information
political reasons; and promote a culture of information within the members of the
GDHSD. The implementation of these recommendations may assist
M&E system, thus also improving the quality of its performance in
service delivery.

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My sincere appreciation goes to the following people:

- My wife, children and family. You are really an inspiration to me.
- Dr. Godsell, my supervisor, for his support, guidance and advice.
- The five officials of the GDHS. Your contributions are appreciated.
- My friends and colleagues at GDHS for their motivation.

DECLARATION

I, declare that the research reported in this Ad investigation into the Gauteng Department of health and social development s monitoring and evaluation strategy is my own work, and has not been submitted for any degree or examination in any other sources I have used or quoted have been indicated and acknow

_____

Phillip Dube

May 2013

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LIST OF ACRONYMS

AGSA	:	Auditor General of South Africa
DHIS	:	District Health Information System
DHS	:	District Health Services
ECD	:	Evaluation Capacity Development
GCRA	:	Gauteng City Region Academy
GDHSD	:	Gauteng Department of Health and Social Development
GWM&E	:	Government-Wide Monitoring and Evaluation
HIM	:	Health Information Management
HOD	:	Head of Department
HPCSA	:	Health Professions Council of South Africa
M&E	:	Monitoring and Evaluation
MEC	:	Member of Executive Council
NGO	:	Non-Governmental Organisation
PHC	:	Primary Health Care
PoA	:	Programme of Action
PSC	:	Public Service Commission
UN	:	United Nations
WHO	:	World Health Organisation

CHAPTER ONE
INTRODUCTION AND BACKGROUND

1.1 Introduction

There are growing pressures on governments the world to become more accountable, transparent to and to provide effective and efficient services to their citizens. These pressures come from developing institutions, donor and organizations, the private sector, non-governmental organizations, the media, citizens groups and the civil procedures have caused some governments to adopt strategies towards measuring improving their performance and service delivery. One of the strategies employed by developed and developing countries is the implementation of monitoring and evaluations (M&E) in their governments (Gorgens & Kusek, 2009). Some of the countries that have implemented M&E systems in their governments are Chile (Mackay, 2006; Zaltsman, 2006 (Zaltsman, 2006), Ireland (Boyle, 2005), Australia (Mackay, 19 (Norman, 2004), Ghana (Dassah & Uken, 2006), Uganda (Hauge & Andrews, 2005).

Guijt and Woodhill (2002) defines an M&E system as a set of plans and strategies for collection, collation, analysis, storage and project and programme performance. An M&E system includes human, physical and financial re allocated to the functions of human, data and management in an organization.

An effective M&E system which takes a project or programme is on track achieving its results; identifies risks and challenges during implementation of a project; devises corrective measures that need implemented to address any identified risks and challenges; measure and improve the achievement of results (Kusek & Rist, 2004).

In South Africa, the government has been in the process of implementing M&E system across the government in 2005 by developing a policy document called Proposal and Implementation Plan for Wide Government Evaluation Systems Publication for Programme Managers. Prior to 2005, no formal M&E system existed in the South Africa government, only individual performance evaluations were regularly carried out. Moagi (2000) is of the opinion that no formal M&E system existed in the South Africa government because the government was still focusing on laying the foundations of the newly formed democratic society. This included the development of legislative agenda for the delivery to improve the lives of South Africa.

In 2007, the South African Cabinet Policy Framework Government Wide Monitoring and Evaluation System. The policy framework was meant to help the implementation of government-wide monitoring and evaluation (GWM&E) and to provide broad framework for monitoring and evaluation principles to be used across government. The required government mechanisms across the country develop implement M&E (Engelbrecht & Ajam, 2010).

The Gauteng Department of Health and Social Development (GDHSD) formalized its M&E system. The 2007 study investigates the GDHSD M&E system with regard to its quality of performance information.

1.2 Problem statement

The GDHSD's M&E system has failed to generate accurate and reliable performance information since its inception. The Auditor General identified this problem in consecutive years (2007, 2008, 2009, 2010 and 2011), during the audit of performance information of the GDHSD. He identified the following weaknesses in the quality of performance information from the GDHSD:

- Reported information was not consistent with planned o targets;
- Reported indicators were not reliable compared with source documents
- Reported indicators were not reliable adequate supporting source inform not provided; and
- Reasons for major variances between planned targets were supported by adequate and reliable corroborating evidence

(Gauteng Department of Health, 2007; 2008; Gauteng Department of Health Development, 2009; 2010; 2011)

It was not clear whether the capacity and lacked clearly defined structures, processes, roles and resp evaluation; or lacked support from some senior management staff members. is important the GDHSD M&E system generate high quality performance inform provide decision makers, the public and other stakeholders performance information on health service delivery.

1.3 Purpose statement

The purpose of the study is to assess the GDHSD M&E system with regard to its poor quality performance information. Through the study, investigation undertaken to get a deeper understanding of structures, processes a systems involved in monitoring and evaluation; their roles and responsibilities and evaluation; and their strengths and weaknesses. Gap weaknesses system and its implementation; and recommendations are made on how to strengthen the GDHSD M&E system, based on the findings of the study.

1.4 Research question

The study set out to answer the following research questions regarding some aspects of GDHSD M&E system

1. What are the structures, processes and systems involved in monitoring and evaluation in the GDHSD?
2. What are the roles, responsibilities and capacities of the structures, processes and systems involved in monitoring and evaluation?
3. How is data collected, collated, analysed, stored and repor

1.5 Significance of the study

The study presents a clear-in-depth understanding of some GDHSD&E aspects of th system. It highlights areas for improvement that require additional foc capacities, skills, support and stakeholders. It also provides some recommendations o how to strengthen the GDHSD&E system and improve the quality of its perform information. The study contributes to the literature on monitoring and evaluation

1.6 Definitions of key concepts used in the study

The key concepts that are used in the study are explained below.

- Monitoring

Cloete (2009) defines monitoring as a regular, systematic and implementation of a policy, project or programme to determin achievement of goals and objectives.

- Evaluation

Evaluation is a systematic judgement or assessment of wheth achieved its objectives and goals as planned, whether it did) and what a the lessons learnt (Gregory & Kusek, 2009)

ð· Performance

Performance refers to a degree to which a policy, project or programme c
specific criteria, standards and guidelines, on a with a stated result
(United Nations, 2004).

ð· Data

Data refers to information about the performance of a policy, proje
information can be numerical (number, quantities, etc.) or qualitative (text) generated
by an M&E system (United Nations, 2004). The phrase performance data is used
interchangeably with the term information in the study.

ð· Monitoring and evaluation

Monitoring and evaluation (M&E) are two different processes that are dependent and
complementary to each other; hence the term M&E is used (Gosses & fo
Kusek, 2009).

ð· Monitoring and evaluation (M&E) system

A monitoring and evaluation system is a set of tools and strategies for the colle
analysis, storage and reporting of data on project, Guide (pro
& Wood, 2010).

ð· Effectiveness

Effectiveness is the degree to which a policy, project or programme ac
and objectives. It arises out of a comparison of what was pl
(Tomkins, 1987).

- Efficiency

Efficiency refers to how resources, such as skills and converted results (outputs and outcomes) (Organization Economic Cation and Developme 2002)

1.7 Structure of the research report

The research report is divided into five chapters

- Chapter: Introduction and background. This chapter locates the study within broader international and national context
- Chapter: Two Literature Review. This chapter provides review of literature monitoring and evaluation, and the theoretical and knowledge relevant for the study.
- Chapter: Three Research methods. This chapter provides detailed resea methods, techniques, and procedures that were used in the
- Chapter: Four Findings of the study. This chapter provides detailed analysis and presentation of the findings of the study.
- Chapter: Five Conclusion and recommendations. This chapter provides conclusions and proposes recommendations to strengthen GDHSM&E system based on the findings

1.8 Conclusion

The chapter provided an introduction and background to the study international and national contexts of monitoring and evaluati purpose statement; the research questions; the significance of definition of key concepts used in the study. The chapter concluded b remainder of the report.

CHAPTER TWO
LITERATURE REVIEW

2.1 Introduction

The chapter reviews literature on monitoring and evaluation. L theoretical and academic background, and the study, and the researcher s g subject matter under (Nevesting, 2010)

The chapter consists of eight sections. Sub-section one focuses on monitoring and evaluation, what it means, what is between the two concepts, concepts to each other. Sub-section two explains the components of a M&E give a broad understanding of what an effective M&E system i three discusses the benefits of an effective M&E system to pinpoint valu from an effective M&E system. Sub-section four deals with the challenges of implementing an effective M&E system. This indicates the implementing an effective M&E system, there are also challenges that require discussion. Sub-section five discusses the global context of monitoring and evaluation, giving an international perspective of M section six discusses the African context of monitoring and evaluatio of the government-wide monitoring and evaluation (GWM&E) system. Sub-section seven discusses the GDHSD s M&E system to give a depart M&E system. Sub-section eight explains the quality of performance information be generated by an effective M&E system, and also gives a pi quality performance information.

2.2 Monitoring and evaluation

Kuskeand Rist (2004) argue that monitoring and evaluation (M&E) is a powerful management tool that can be used to achieve the results of an organisation. This argument is supported by the Organisation for Economic Co-operation and Developme (OECD) (2002) and the United Nations Programme (UNAIDS) (2010), but they

further indicate that M&E promotes transparency and accountability. against an over-reliance on M&E to solve all the organisations. Hence a that M&E is one of the management tools that improve organisational performance, but it cannot replace good management.

The process of monitoring and evaluation is made up of two distinct, yet com processes of monitoring and evaluation. Monitoring gives inf project, or programme is at a given time in relation to planned frames; evaluation gives evidence of why and how not achieved Monitoring records events as they happen; evaluation seeks to Monitoring sends a signal of implementation-tracking; evaluation provides explanations that clarify the realities and trends, noted (Ijeoma, 2010) in m complementary roles of monitoring and evaluation are illustrate

Table 1. The complementary roles of monitoring and evaluation

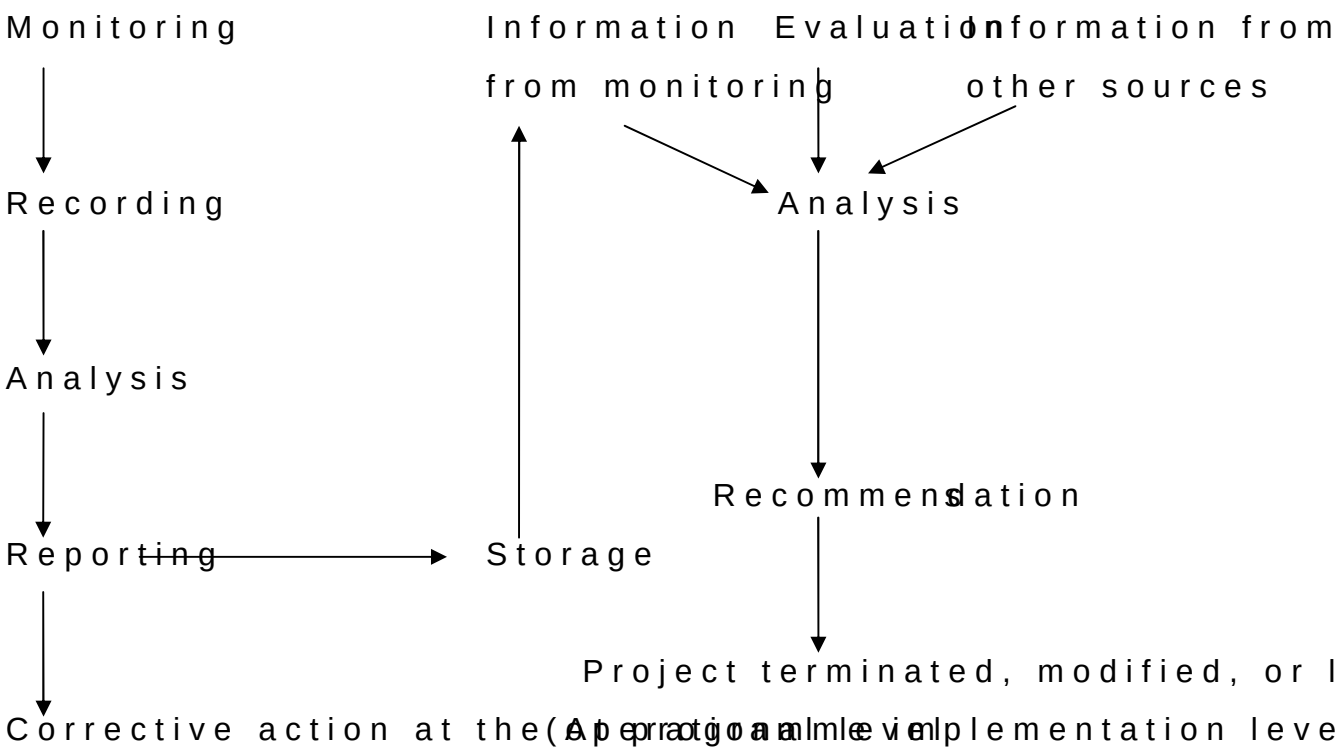
Monitoring	Evaluation
ð· Is continuous from th the end of project or p	ð· Is periodic. It happens at i such as at the beginning, n programme, or long after ended
ð· Keeps track; oversigh documents progress.	ð· In-depth analysis; compare actual achievements.
ð· Focuses on inputs, ac implementation proces relevance, likely resu level.	ð· Focuses on outputs in re results in relation to cost; proc achieve results; overall rel sustainability
ð· Answers what activ implemented and resul	ð· Answers why and how resul Contributes to building the for change

Monitoring	Evaluation
ð Alerts managers to p provides options fo actions	ð Provides managers with st options
ð Self-assessment by p managers, supervisors, cor stakeholders and donors.	ð Internal and/or external programme managers, community stakeholders and/ external evaluators.

(Source: adapted from UNDP, 2004)

The complementary roles of monitoring and evaluation are further illustrated in the following figure.

Figure 1: The linkages between monitoring and evaluation



(Source: adapted from Ijeoma, 2010)

The diagram in figure 1 illustrates that a monitoring system collects and records everyday activities of a project or programme. The M&E data performance monitoring reports. Performance monitoring reports contain vital in

about the implementation of the activities undertaken, the target project outcomes reached and any implementation challenges that were encountered then devised and implemented in situations where deviations in the information process or other (interviews, questionnaires, observations and other project documents) is thoroughly analyzed. The evaluation report is compiled based on the analysis of the collected data. The evaluation finding and recommendations provide valuable information on the extent of project results and the lessons learnt. This information can improve it, modify it, or leave it as is (Ijeoma, 2010).

Proper monitoring and evaluation requires the establishment of organisation or government. But what are the component of an effective M&E system? The following paragraph is their question.

2.3 The component of effective M&E system

Gorgens and Kusek (2009) state that M&E systems consists of 12 components that are grouped into three components, the component relating to people, partnerships and planning; the component relating to the collection, and verification of data; the component relating to the use of M&E information. UNAIDS (2004) indicates that an M&E system is made up of five components, namely, clear goals, indicators, data collection and data discomponents. The complement each other. The components suggested by Gorgens discussed below because are in depth and detailed information of what M&E system.

2.3.1 The component relating to people, partnerships and planning

There are three components under this component, and is the following paragraphs.

2.3.1 The location and alignment of an M&E organisational struct

It is important where an M&E system is favourably located outside an organisa
make it more effective in discharging its functions. Some orga
within planning. This makes sense because an M&E system mon
an organisation. Other organisations place an M&E system within
appropriate because M&E has to ensure that the allocated res
expected performance, and are used effectively, economically and efficien
objectives of an organisation. There are also organisations that
independent entity within or outside an organisation. This ena
unbiased as an M&E system is expected to assess the performance of a
organisation from an independent and an unbiased perspectiv
reliable performance information (Gorgens & Kusek, 2009).

These views supported by Mackay (2007), who states that there are
influence an M&E system in a positive way need to be taken into accoun
where an M&E system is located. This includes factors such as the
system, the resources available for the implementation of an M&E system, who is the champion
M&E System, and where and how the M&E system is most prominent and accepted by
stakeholders.

2.3.2 The M&E capacity

Adequate M&E capacity is one of the most important aspects in the im
effective M&E system. This calls for organisations to ensure that t
capacitated with adequate and necessary human, financial a
important that M&E staff members should be continually trained to work on
developments and approaches in the field of M&E because M&
discipline and practice (Gorgens & Kusek, 2009).

The issue of M&E capacity is further emphasised by Schiavo-Campo (2005) who states improvement of M&E capacity is required in four directions, namely institu enable an organisation to move from less efficient to more ef incentives; organisational capacity for tailoring and adaptation of M&E; information and communication technology capacity to informatics for better and more timely information on results; M&E staff with skills to perform their functions.

The benefits of adequate and appropriate M&E capacity and capacity buildi organisation are also recognised in value Gregens and K (2009, p. 94) emphasising that human capacity for M&E will improve the quality of the M&E sy M&E system would be designed in advance, skill requirements for it capacity development (HCD) planned and undertaken befor implemented.

It is important that attention in organisations M&E capacity and capacity building only on the staff members who directly involved in M&E, but also to all sta organisation would assist in the support and buy-in for an M&E system ac an organisation.

2.3.1 M&E partnerships

M&E partnerships are individuals, groups of people or institutions who share achieving M&E objectives in an organisation. The partners m champions, staff members, service providers, NGOs, muni government departments and agencies.

The United Nations Development Programme (UNDP) (2002, p. of M&E partnership stating: No development change is ever achiev This implies that any organisation that implements or intends to impl

needs the support and buy-in of all its partnerships. Gorgens and Kusek (2009) contends that M&E partnerships increase and improve communication and shared accountability among stakeholders involved in M&E; coordinate the M&E efforts of development partners, civil society, the private sector; simplify, harmonize M&E and reporting of proced government, civil society, the private sector help to develop the required technical and support for implementing M&E system; help to achieve goal for implementing effective M&E system because partnerships improve communications; simplify and harmonise M&E; help to mobilise support; help to achieve the organisation.

The importance of M&E partnerships by the UNAIDS (2002, p.18) wh indicates that No matter how sound an M&E system may be, i stakeholder buy-in. Thus, a large scale, participatory process is essen buy-in from the start

It needs to be noted that M&E partnerships as mentioned by the Gorgens and Kusek (2009) and the UNAIDS (2002) organisation just has identified and its M&E partnerships depend on a number of factors including the nature and commitment of each partner to promoting an M&E system views on M&E system, the objectives of an M&E system, influence an organisation.

2.3.2 The component relating to the collection, collation and verification of M&E da

This component is about the collection, collation, analysis, reporting of M&E data. It includes monitoring, development of M&E data base appropriate data quality assurance processes. The proper implementation of contributes to the improvement of data, M&E help to improve the us

of M&E data for decision-making and planning processes, programme improvement performance (Gorgens & Kusek, 2009).

The view by Gorgens and Kusek (2009) is supported by Guijt and Woodhill (2002) warn that this component (the component relating to collection, collation and verification of M&E data) is not properly implemented, reliable and inaccurate performance information on service delivery. There are a number of factors that assist in implementing this component properly, including the availability of resources, specification of data that need to be collected, identification of limitations and information requirements of the users.

The views by Gorgens and Kusek (2009) and Guijt and Woodhill (2002) are a product of an M&E system (M&E information) as a result of many factors within the M&E system. This includes structures and processes that make up an M&E system, and the people who manage the system. To address the quality of data, one needs to address the M&E system.

2.3.3 The component relating to M&E information-making decision

Gorgens and Kusek (2009) suggest that this component is about the use of decision-making, policy-making and planning processes. Decision-makers and policy-makers cannot use M&E information if they perceive it to be of poor quality. There are measures that can be put in place to improve the quality of M&E data. The International Development (2008) proposes three strategies to improve the quality of M&E data. They are to verify the quality of reported data for key indicators, the assessment of the ability of an M&E system to collect and report the development of plans to improve the data and implement the strategies. These strategies are supported by Gorgens and Kusek (2009) and Guijt and Woodhill (2002).

An effective M&E system is not only valuable in generating
promotes accountability and transparency that as much as an M&
system can have all the features of a good M&E system, it is d
properly. Guijt and Woodhill (2002) state that an M&E system is not a substitute
for good project management. For M&E to succeed, it needs t
needs for information and their desire to use the information to
system in many projects to the quality of overall management organisation.

2.4 The benefits of an effective M&E system

The benefits of an effective M&E system are (Mackay 2006; Mackay, 200
2006). Mackay (2007) suggests that the several benefits of an effective M&E system to
contribute to good governance. Other benefits are supporting and decis
making processes; helping government ministries and agencies to manage
programme and project levels; promoting accountability. Mackay
(2006, p.9) that the value of M&E does not come simply from con
having such information available; rather, the value comes fro
improve government performance. This is also by Guijt and Woodhill (2002).

The United Nations Development Programme (UNDP) (2009) states the importance o
effective M&E system in generating valuable information and knowledge that
programme planning and implementation. Knowledge generated by a
system goes beyond an organisation to contribute national, regional and intern
knowledge development. Guijt and Woodhill (2002) suggest an effective
M&E system promotes participation of all stakeholders. The participation of par
stakeholders in a project has the potential of improving proje
suggests that an effective M&E system helps to identify problems and suggest
possible solutions to problems, questions and strategies; reflects o
organisation and how it is getting information and insight;

organisations not the information, and increase likehood that organisation will make a positive development difference.

These benefits are achievable provided an organisation address both the system and its implementation. Schiavo-Campo (2005)

2.5 The challenges of implementing an effective M&E system

Schiavo-Campo (2005) categorises M&E implementation organisation problems; managerial problems; and problems of (2004) s that in addition to these challenges, countries face complex and broa challenges of system and institutional capacity, and lack of sufficient governmental cooperation and coordination.

The conclusion that can be drawn is that M&E challenges a organisation or a government) and external (outside an organis key is for an organisation or a government to be able to identify these and address them.

2.6 The global context of monitoring and evaluation

A number of countries throughout the world are struggling to find a balance betw of citizens and limited resources. This has given rise to a mismatch. Some have moved towards implementing M&E system their government. Results assist governments to channel resou where they are needed more than to have the greatest impacts. Sor have implemented systems (Klusek and Rist, 2004; Mackay, 2006; Australia (Mackay, 1998; Mackay, 2004); Uganda (Lange, 2001).

These countries provide a perspective and experience of M&E in bo
and developing, and they would serve as a benchmark for implementing
M&E system in the South African government. The implementation of M&E in these
discussed.

2.61 Chile

Mackay (2007) regards Chile as a Latin American countries that
country for monitoring and evaluation. M&E system evolved progressively ov
of trial and error; partly in response to financial pressures, th
changing landscape of public sector reforms (Zaltsman, 2006).

The major milestones in the development of Chile's M&E sys
benefit analysis of all government projects in 1974, indicators to
compile reports and to provide key information for various t
conducted in 1994; comprehensive spending; the government programme
evaluation in 1996; rigorous impact evaluations in 2001; comprehensive spendin
reviews in 2002 (Mackay, 2006).

Each milestone had specific objectives to achieve. Two overarching objectives
M&E system were to reinforce government's capacity to undertake
planning, to align government's policies and national strategic p
ministries and agencies compliance with the President's Pol
accountability to Chile's M&E system was introduced through a number
decrees including Law 18.993 of 1990; Decree 7 of 1991; a
(Zaltsman, 2006). Chile's M&E system is located in the ministry of finance, wh
powerful portfolio in the government of Chile. Side effects of this arrangement
was the low level of ownership and utilisation of M&E by secto
who perceived M&E as a financial compliance issue rather than
issue (Mackay, 2006).

2.6.2 Australia

Australia s M&E system was implemented in two generations of 1987 to 1997; the second generation of 1997 to present (Mackay was characterised by certain developments as indicated below:

- The first generation of 1987 to 1997 was characterised by prio which saw the devolution of powers to managers, the intr programme management and budgeting, with a focus on efficiency of government programmes.

- The second generation of 1997 to present is characteris formal strategy for evaluations, which amongst others, req programme be evaluated every 3 5 years.

Australia s M&E system was implemented in the ministry of finance (Mackay, 200 objectives were to encourage programme managers to use evaluati performance, to aid the Cabinet in decision making process and prioritisation, to strengthen accountability in involved environment (Mackay, 2007). Two were viewed with the implementation of the second M&E system. The system supported government s policy development, supported departments internal manager strengthening external accountability purposes (Mackay, 2004).

Australia s M&E system, as Chile s, was supported by the intr which had the force of law. The Cabinet agreements included 7, Cabinet agreement of 1988 and Cabinet agreement of 1995 (Ma

2.6.3 Uganda

Uganda s M&E system evolved slightly different from those c championed by three different organisations, the Ministry of Finance, Planning and

Economic Development; the Office of the President; and the
Another notable feature was the involvement of donors in som
system. This might be due to the fact that the public investmen
projects of Uganda. Each stakeholder had a different approac
existence of two parallel monitoring strands in Uganda s M&
resource monitoring and poverty monitoring might be one of the conse
of this arrangement. The challenge is echoed by Kusek and Ri
the lack of sufficient governmental cooperation and coordinati
an effective M&E system.

The objectives of Uganda s M&E system were to encourage, facili
of monitoring and evaluation-making and resource allocation t
all levels of government in Uganda (Office of the President Minis
M&E system had good intentions on paper. It remains to be
translate into actions, considering that fragment and the system
involvement of donors, who might have different objectives
government.

The M&E systems of Australia, Chile and Uganda provide
experiences of an M&E system in both developed and develop
that can be drawn is that there is not a single best system. Each a
highly diverse and depend on a number of factors within and outside
development and implementation of an M&E system in the S
discussed in the following paragraphs.

2.7 The South African-wide monitoring and evaluation system
The South African government initiated a process of implementing a gove
M&E system in 2005, when the then President of the Republic of South A
announced in his speech on the state of the nation address, that

attention to M&E, to measure its delivery (State of the Nation 2005). This was followed by the approval of the Plan Government-wide monitoring and evaluation (GWM&E) system by the South African Cabinet. The proposal and implementation of the GWM&E sys include functions such as monitoring, evaluation, early warnin collection, analysis and reporting. The GWM&E system woul performance of government in service delivery by gathering service delivery providing decision-making processes access to regular, credible and reliable information. The proposal included dates for the implementation of the GWM&E system (Engela roles and responsibilities for the GWM&E System were als clarified. They were to be carried out by a number of stakeholders w with a particular function as indicated below:

- The Office of the Presidency would be responsible for principle GWM&E system.
- The Department of National Treasury would coordinate pursuit of improved effectiveness, efficiency and economy.
- Statistics South Africa would coordinate performance data
- The Department of Public Service and Administration would assess human re practices across government.
- The Department of Cooperative Governance and Traditio oversight for municipal performance and for provincial sup
- The Public Administration Leadership and Management Academy would serve training agency for government employees, particularly on
- The Public Service Commission would assess adherence to administration as outlined in the Constitution (1996).
- The Auditor General would audit performance data agains and targets (Engela & Ajam 2010).

The proposal and implementation plan laid the foundation a framework for GWM&E system in the South African public. However, at implementation was stalled a lot of time on clarifying roles and responsibilities (Ajam, 2010).

The delay in the implementation of GWM&E system prompted t intervene by the Policy Framework - Wide Government Monitoring and Evalu System in 2007. The policy framework was meant to-boost the rollout of GWM&E system, to clarify some implementation challenges. It contained a set o principles, key monitoring and evaluation concepts, GWM&E system various component parts of the system, the roles of depart implementing agents of M&E, and the institutional arranger underpinning the GWM&E system (Ajam, 2010). A policy framework was further strengthened and by additional policy documents including Policy Vision t Implementation; M&E Guidelines for Premier s Offices; Manag Information South African Statistical Quality Assurance Framework

As the government was laying the foundations for GWM&E syst and guidelines, were parallel processes within government depart country to develop and implement their M&E system. This was to the policy mandates and partly for improve information and delivery. Th Gauteng Department of Health and Social Development was departments t started to build and implement its M&E system in 2007. A summary of the GDHSD s system is briefly discussed in the following paragraphs.

2.8 The Gauteng Department of Health and Social Development s M&E system

Prior to the formal establishment of the GDHSD's M&E system in 2007, monitori evaluation operated as a sub-unit of the Strategic Support and Planning focussed mainly on reporting, which is a very small element of

on output results. There was no tracking of outcomes and impacts; there were no processes and systems; there were no dedicated staff member there was no M&E framework.

The passing of the Policy Framework - Wide Monitoring and Evalu System in 2007 necessitated the formal establishment of an M&E sys GDHSD formally established its M&E system in 2007. An M&E directorate was establ manage all the M&E activities in the GDHSD. A budget was a M&E framework was developed; some organisational alignment system; and M&E processes and systems were developed. The main components of th GDHSD s M&E system were:

The M&E directorate is the directorate headed by the director for M&E. It is locate provincial head office. It is responsible for the overall coordin the GDHSD, including the coordination and management of reports the development of standard collection and reporting forms and ensuring that the formats are consistently used by all reportin development and implementation of uniform data management p the department; compilation of departmental performance monitoring rep

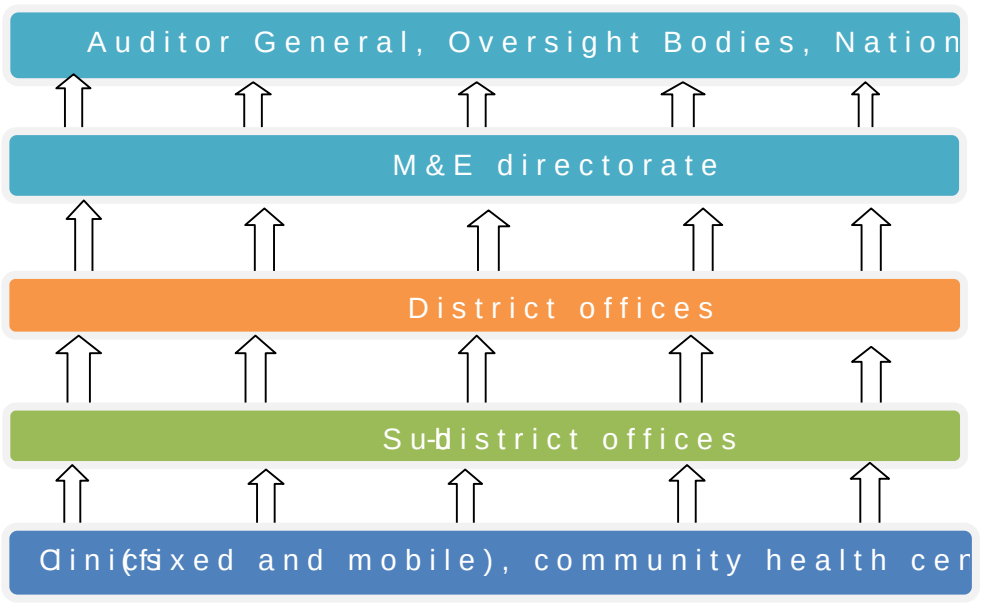
The district offices are the level below the M&E d reporting levels. There are 6 health district offices across the provinc crucial role in the GDHSD s M&E system. They are responsible quality of data from sub-district offices before it reaches the M&E directo

The sub-district offices are the level after the hea facilities. There is a total of 26 offices in the province, which are responsibl for, amongst others, the collection of data from health facilitie ensuring its quality.

The health facilities are the institutions, including clinics, community health centres and hospitals. The variety of health services to the people of the province is run in the GDHSD. The primary function of the M&E system is to manage the patients' data and files.

The M&E framework is a blueprint for the implementation of the GDHSD. It contains indicators that are supposed to be u progress in health service delivery; the type of data that nee reported; the data flow processes within the system; the different fo collection, collation and analysis; the capacity for M&E; the time-frames for the implementation of various activities of M&E; and the Legislative Frameworks that govern the implementation of M&E in the GDHSD. It is indicated that is supp be adhered to and implemented by all reporting levels in order to ensure that there is pr implementation of M&E in the GDHSD. The flow of data within the GDHSD's M illustrated by the diagram in figure 2.

Figure 2: M&E data flow process for some performance indicators in the GDHSD



(Source: Illustration, 2012)

The M&E data within the system is supposed to flow through t
reaches the M&E directorate at the provincial head office. Th
health facilities, sub-offices and district-district offices.

The M&E data at each reporting level is supposed to be checked
the responsible manager. Once the data reaches the M&E directorate
and interpreted to generate performance reports. These include repo
the Auditor General, national departments, the Office of th
Legislature, Oversight Bodies and the public. All reports are
the Head of the Department (HoD) and the Executive Council (ME
are disseminated to the stakeholders.

The challenge with the GDHS that it failed to generate good quali
information since it was established in 2007. But what is good quality performance infor
and what are the characteristics of good quality performance
paragraphs answer these questions.

2.9 Good quality performance information

Chapman (2005) states that good quality information is appropria
for the purpose in question. Vannan (2001, p. 56) says that
perfect, just accurate, complete, consistent, timely, and flex
needs. Both Chapman (2005) and Vannan (2001) agree that quality data is
used for the purpose it is meant for. But what are the M&E purposes
has numerous purposes, some of which are:

- Help in formulating budget requests;
- Help in making operational resource allocation decisions;
- Help motivate staff to continue making improvements;
- Help provide services more efficiently;

- Supports strategic and other long term planning efforts (b information and knowledge in progress); and
- Triggers in-depth examinations of what performance problem corrections are needed

(Kusek & Rist, 2004)

If the M&E data does not achieve the required objectives, i poor quality da to be noted that data quality is not determined by one charac number of factors. Vannan (2001) mentions five dimensions o accuracy, completeness, consistency, timeliness and credibility. These dimensions of go quality data, and are explained below: table 2

Table 2: The characteristics of good quality data

Dimension data qualit	Operational definition
Accuracy	Also known as validity. Accurate data are consi measure what they are intended to measu errors (e.g., recording or interviewer bias error) to a point of being negligible.
Reliability	The data generated by a programme s inform protocols and procedures that do not chan them and when or how often they are used. they are measured and collected consistentl
Precision	This means that the data have sufficient d requires the number of individuals who rec and received their test results, by sex of system lacks precision if it is not designed to record th who received counseling and testing.
Completen	Completeness means that an information s

Dimension data qualit	Operational definition
	are derived is appropriately inclusive: it comprises eligible persons or units and not just a frac
Timeliness	Data are timely when they are current, and that are up-to-date, an information is available on time.
Integrity	Data have integrity when the system used from deliberate bias or manipulation for pol
Confidenti	Confidentiality means that clients are ass maintained according to national and/or int This means that personal data are not disclosed in data in hard copy and electronic form are tr security (e.g. kept in locked cabinets and ir

(Source: adapted from UNAIDS, 2004)

These data quality characteristics are dependent on a strong and an

2.1 Assumption of the study

The study assumes that since monitoring and evaluation is a African government (Engela & Ajam, 2010), the GWHS is developing and implementing an effective M&E system that is performance information; thus it facilitates from achieving objective

2.1 Conclusion

The chapter reviewed literature on monitoring and evaluation in the global and the South African contexts. Literature reviewed provided some persons to and implementation of M&E systems. It showed that implementing a M&E system is a process that needs to take into account a number of factors, including the p objectives of the system, the resources available for the syste

system, and the geographical and political situation of M&E. Country
system is not a one glove fits all process, but differs from a
account the uniqueness of each country. Literature reviewed showed
despite the uniqueness of each country, there are some basic com
that are applicable across the spectrum for M&E system

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

Babbie and Mouton (2005) state that research methodology focuses on res techniques and procedures that are used in the process of imp This chapter provides research methodology that was used i framework on how the researcher collected, interpreted, and analysed, and data in a systematic and logical way. The research methodolo is explained in the following paragraphs.

3.2 The study approach

The research chapter adopted a qualitative approach in the form of a case s system. Babbie and Mouton (2005, p. 646) suggest that a studies behaviour from the insider s perspective. It emphasises metho that stay close to the research subject. Neuman (2010) wrote further indicate that qualitative approach is constructed as experienced b actors. Hughes (1990) suggests that a qualitative approach a appropriate to the phenomenon of perception and experiences exhibited by peop daily lives.

The strengths of a qualitative approach, as suggested by Kir investigation happens in the real world of the participants and at times in their own workplace without any manipulation of the research

The research chapter adopted a qualitative approach to provide depth information an understanding of aspects of DHSD sem; Easy allowed flexibility to exp new ideas and issues that were not anticipated during the rese

3.3 Research design

3.3.1 Case study

The researcher chose the GDHSD's M&E system as a case study (2005). Yin (1994) states that a case study may refer to a process, a program, activity, an individual, place through detailed and depth data collection involving multiple sources information that are rich in context. These methods may include interviews, documents, observations or archival records.

The study sought to explore GDHSD's M&E system as a case study. The case study was a suitable design. The case study was a suitable design for the information and understanding of some aspects of GDHSD's M&E system. In addition, the researcher approaches respondents with an enquiring and open mind that allowed them to be non-limiting way. Despite these strengths of a case study, Campbell and Stanley criticised the case study for being too subjective, biased and prejudices to crop in, which might compromise the quality of the study.

Yin (1994) proposes six steps for conducting and organising a case study:

- Step 1: Determine the research questions;
- Step 2: Select the cases and determine data gathering and
- Step 3: Prepare to collect the data;
- Step 4: Collect data in the field;
- Step 5: Evaluate and analyse the data; and
- Step 6: Prepare the report.

The researcher adopted these steps because they provided a process and enabled the researcher to conduct an investigation in a system

3.3.2 Data collection methods

The researcher used document analysis and semi-structured interviews as methods collection. These allowed the researcher to extract information and understanding of aspects of GDHS Des M&E system. Both methods are

3.3.2.1 The interviews

Frey and Oishi (1995, pa1) interview as purposeful conversation in wh person asks prepared questions (interviewer) and another pers The purpose of interviews is to gain information on a particula researched. Interviews are a useful tool which can lead to methodologies such as observations (Neuman, 2010).

Interviews can be conducted through (based on media) or they can be face-to-face. In telephone and internet interviews, the interview not in direct contact. These interviews are; flexible, fast and shortfalls that people who do not have access to telephones and In face-to-face interviews, there is direct contact between the inter The face-to-face interviews have the highest rate of return; but some of their bigg that they are very expensive and the possibility of interviewer bias (Neuman, 2010).

Qualitative interviews can be unstructured and semi-structured interviews. The pur unstructured interviews is to understand the experience of other p make of that experience. It is used to determine individuals Babbie and Mouton (2010) have criticised the interviews as structured interviews, the purpose is to gain a detailed pictu about, or perceptions of, a particular topic. This the researche participants much more flexibility to relay the perspective in particular in

avenues that emerge in the interviews, and the participant is (Greeff, 2005).

The researcher interviewed five officials of the GDHSD in the semi-structured interview. This enabled the officials to express their perceptions, opinions a regarding the M&E System. The interview was opportunity and follow interrogate new ideas that emerged during interviews.

Data collection instrument for interviews

The researcher developed an interview schedule to guide the i schedule provided the researcher with a set of questions that were u appropriate instrument to engage the participants and enable the researcher to thin beforehand on what he hopes the interview might cover. Th questions to get more details and data that may emerge (Greeff, 2005). The researche thought about the issues to be raised in the interview, the researcher has to t a broader array of themes to be covered in the interview. The researcher develope themes and themes. The themes were developed based on the m effective M&E system by Gropper and Kusek (2009). The developed themes are indicated below.

- Theme 1: The documented M&E organisational structure, ca
- Theme 2: The GDHSD s M&E Framework
- Theme 3: The data management processes and reporting
- Theme 4: The quality assurance processes and systems
- Theme 5: The links between GDHSD s reporting system reporting system

The researcher then carefully formulated appropriate-question theme. For example, under The, under M&E organisational structure an researcher asked the following questions, amongst others,

- ð· Is there a documented M&E organisational structure in the
- ð· Are the functions of M&E staff in the M&E organisational s
- ð· Is there a dedicated budget for M&E?
- ð· Are all positions in the M&E organisational structure filled
- ð· Has all staff responsible for M&E received training in M&E
- ð· Is there a training plan for all staff M&E

The interview schedule contained both closed-ended questions provided a greater uniformity of responses and wer pitfall of-closed questions is that they may overlook responses th that were not included in the choice (Babbie & Mouton, 2005). the respondents to express their views and opinions regarding M&E system that were raised by the deep-rich and data for question under investigation. Open-ended questions can also be disadvanta responses may be irrelevant or buried in useless details (researcher used both types so the advantage of one type can com disadvantage of the other. The interview schedule is attached as Annexure

The advantage of an interview schedule was that it provided s nature of data collected from the interviews and prevented the risk of th introducing some biasness in the way he formulated questions.

The interview settings

The interviews were conducted after the researcher obtained p Gauteng department of health and social development. The selected officia

for the interview verbally and in writing during February 2011.I
on the part of the researcher, the interviews were conducted i
each interview session, the researcher formally introduced
participants about the following issues:

- The aim and purpose of the research;
- The role interview plays in the research;
- The approximate time of the interview;
- That their answers would be kept anonymous and would not be lin
  part of the research;
- That they answer questions as honestly as possible;
- That interviews will be tape recorded as agreed by both pa
- That the research is undertaken for academic pur
  poses; and
- That the researcher will make follow up interviews throug
  provided during interviews, and also to seek clarity if need

The interviews were conducted in places that were suitable fo
interviewee.

3.3.2.2 Documentary analysis

Documentary analysis is another data collection method used
Strydom and Delport (2005) classify documents into four categories, name
documents, mass media and archival materials. Documents in
sources of data. Merriam (1998) points out that this strength
exist and do not intrude upon or alter the setting presence of
researcher does. Glaser and Strauss (1967) agree with the
documents are easily accessible and content of documents does not change.
Mason (2002) warns against the use of documents by documents that are written
particular context, by particular people, and with particular p
that to guard against the liberal use of documents, the researcher nee

that are authentic. Burgess (1982) supports the advice by Thomas (2
states that documents should not be used in isolation, but th
sources of data.

The researcher documents from the United Nations (UN), the World He
(WHO), the South African government and the Gauteng Depa
Development (GDHSD).

The UN and WHO are credible in the world. Both have written
systems both developed and developing countries. They assisted a number of co
to establish strengthen their M&E systems. The documents fr
provided benchmarks on how to effective M&E system in the S
government. The documents from the South African government provided a governmen
perspective, guidelines and expectations of an M&E-wide system i
monitoring and evaluation systems. From the GDHSD provided a
standpoint on M&E systems, and served as points of reference between w
and what is supposed to happen in the GDHSD. The researcher
analysed the following documents:

- Guidelines for medical recommendations, WHO, 2007
- Monitoring & Evaluation Guidelines, UN, 2002.
- Monitoring and evaluation toolkit: HIV/AIDS, Tuberculosis a UNAIDS, 2004
- Handbook on planning, monitoring and evaluating for resul UNDP, 2009
- Report on the audit of reporting requirements and depa evaluation systems with government, Commission, Public Service, 2006
- National evaluation policy framework, Tice Presidency, 2011
- Gauteng M&E policy framework, Gauteng Provincial Government, 2009
- District health management information system, Information Department of Health, 2011
- Performance information and Treasury, National Treasury, 2011

- Organisational structure of the GDHSD, GDHSD, 2011.
- Job description of M&E directorate s staff members, GDHSD, 2011
- GDHSD s M&E Framework, GDHSD, 2009.
- Standardised data collection and reporting forms, GDHSD, 2011.
- M&E data management manual, GDHSD, 2011
- Gauteng department of health and social development ann 2008; 2009; 2010 and 2011.
- Attendance registers for M&E training course, GDHSD, 200
- Contents of M&E training course, GDHSD, 2009; 2010; 201

The document analysis was used to verify and substantiate interviews fro responses. Richie and Lewis (2003) have documented the complementary to or contrasted with other research, in order to confirm or reject previous

3.3.3 The sampling method

Neuman (2010, p. 219) defines a sample as A smaller set of larger pool and generalizes to the pool. Strydom (2005) proposes a number of reasons for using samples, of which are the possibility of being unable to reach th population, lack of resources (time and money), the purpose of the study an suggest that a sample may provide even more information about problem under investigation than a complete enumeration.

The researcher chose purposive sampling method to select documents to be analysed. The sampling method enabled the that were representative of the whole. Neuman (2010) views purpos technique used with a specific purpose in mind. This technique is appropriate to cases that are especially informative.

The criteria that were used for selecting interviews and documents to be explained below.

3.3.3.1 The selection criteria for interview participants

The researcher selected managers who work in the GDHS M&E. The selection of interview participants was based on the following criteria:

- The managers' current responsibilities had to be in the GDHS
- They had to be in management position (assistant director, upwards);
- They should have a minimum of 3 years working experience
- They should have a reasonable knowledge and experience of how the G system operates.

The selection criteria for interview participants were to ensure that the researche relevant participants who would be able to provide rich and in-depth information about aspects of the GDHS M&E system.

3.3.3.2 Selection criteria for analysis of documents

The sample of documents was based on the following criteria:

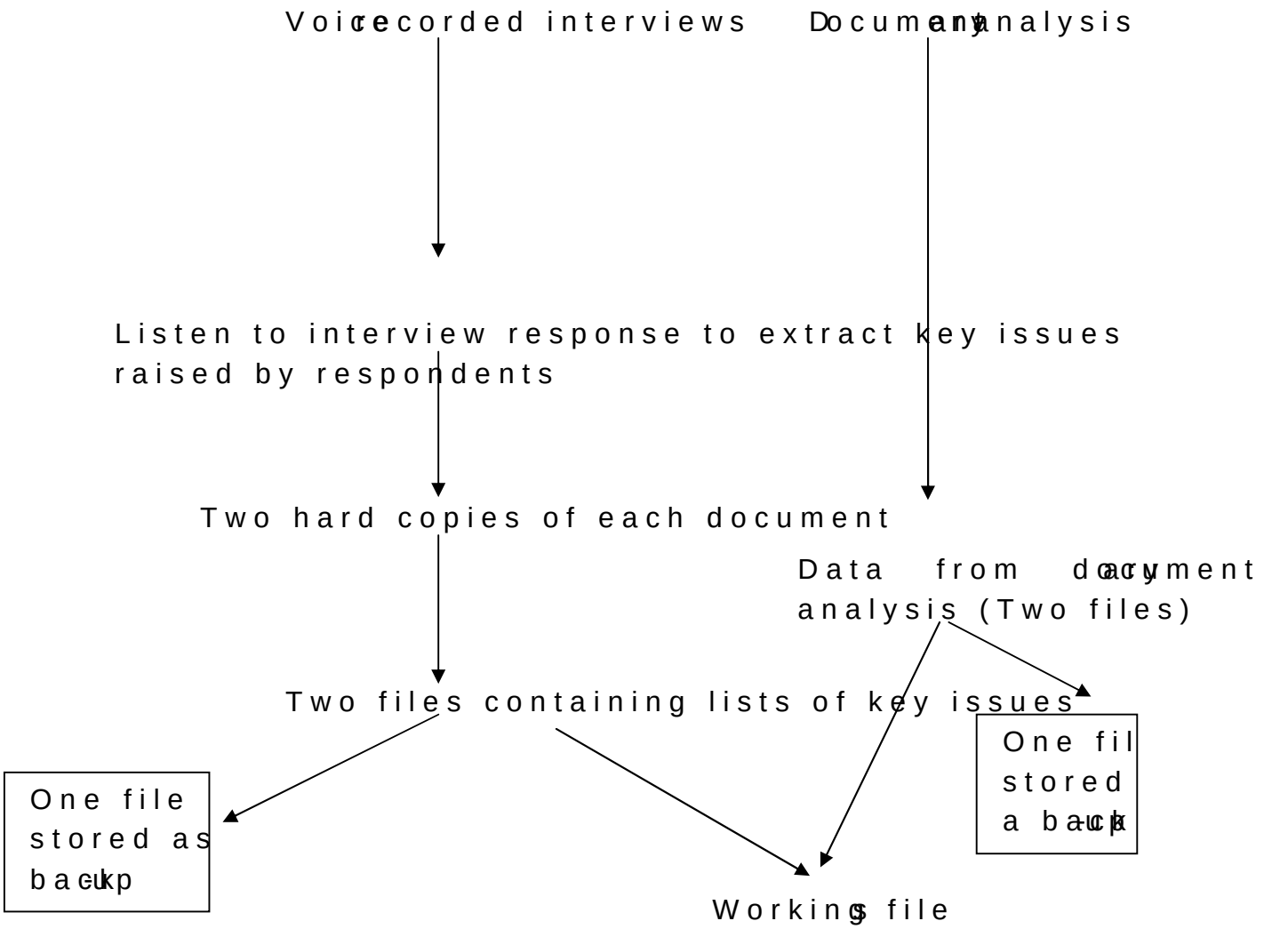
- They had to be documents that deal with monitoring and evaluation;
- They had to be documents, written by credible organisations, in individuals; and
- They had to be easily accessible.

The selection criteria for document analysis were to ensure that documents that were credible, relevant and accessible were selected and are analysed.

3.4 Data management

Data management is one of the vital steps in the data analysis process (Neuman Cresswell 1998) suggests that at an early stage of data analysis proce organises data into files, computer fields or computer cards. He states that besides or files, the researcher converts files to appropriate text or by computer. T researcher organised data that was collected from interviews and analysis as indicated in figure 3

Figure 3: The management of collected data



(Source: own illustration, 2012)

Interview The researcher used a voice recorder to record. The intervie
researcher listened to each interview number of times and issues drawn key
each respondent under each pre-determined theme. The researcher cre
two files, each containing key issues raised by each respond
theme. One file was stored as a file and the work as a working file for analysis
purposes.

Documentary analysis The researcher collected all documents to be an
files of each. In cases where the document was copied in its entirety, t
researcher copied only specific sections that were relevant for
was stored as a file and another set was used as a working file for analysis

3.5 The data analysis methods

De Vos (2005) defines data analysis as a process of bringing order, structure an
mass of collected data. Data analysis methods that were used
below.

3.5.1 The data analysis techniques for interview responses

The researcher listened to each interview response several times
questions. The interview responses were then categorised and
themes and sub-themes as indicated in the interview schedule. For e
the theme document M&E organisation, capacity and culture the theme
M&E organisation were clustered together. Themes that were
not predetermined were also identified and analysed. Identified in
the way interview participants to each question in each theme a
Vos (2005) states that the processes of categorising data in
reducing it into smaller, and more accessible to the final nar
information pertaining to one main issue. Differences in the way
the interview participants within each theme were identified. The

researcher then determined the sub-themes to analyse the findings of the analysis of the interview responses.

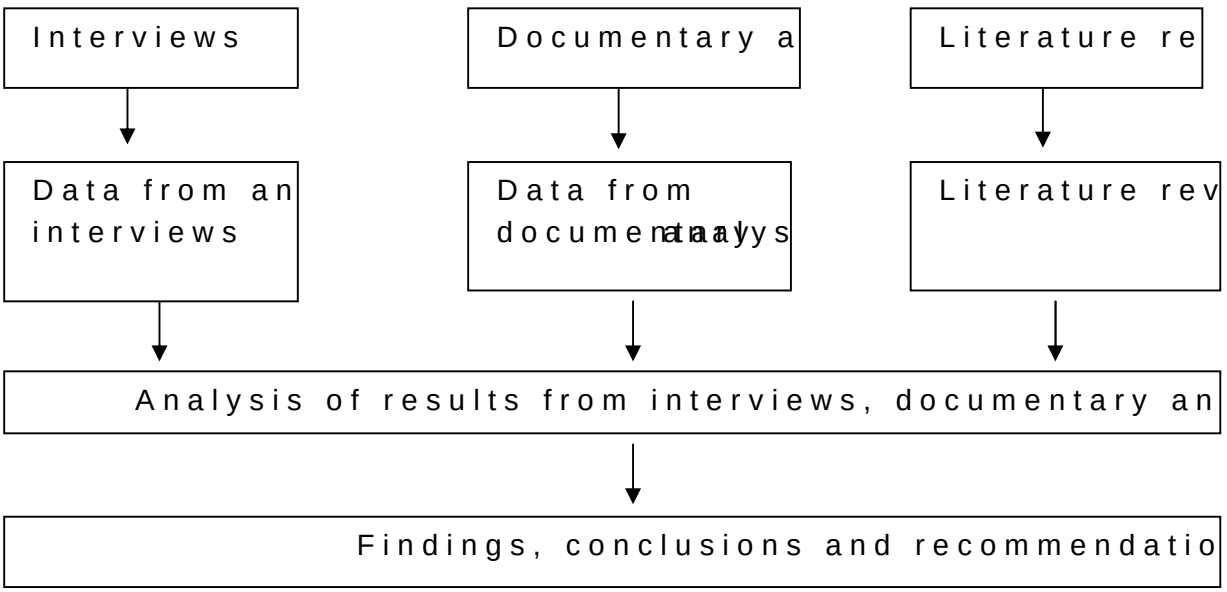
3.5.2 The data analysis technique for document analysis

The researcher read all the sampled documents thoroughly and extracting answers to the research questions and complementing the interview responses. The answers were then noted and determined the sub-themes. The data was then analysed against the analysis of interview resp

3.6 The analysis of results

The results from the analysis of interview responses were con the results from the analysis of documents and literature reviewed. This enabled to describe some aspects of SD&E system. The analysis indicated 4

Figure 4: The analysis process of collected data



(Source: own illustration, 2012)

3.7 Data validity and reliability

Data validity: Data validity, as defined by Delport (2005), has two main aspects: Firstly instruments measure the concepts and questions in the concepts are meas accurately. The researcher ensured the validity of data by criti data. The researcher applied the criteria for data validation by Silverman (2000) as below:

- The refutability principle: The principle aims to avoid the the data rather than the criticism of the research. The researcher analysed the data collected.
- The constant comparative method: The researcher inspecte fragments that arose from the study, and analysed and generated during the research process;
- Comprehensive data treatment: All data were included in subjected to repeated analysis and reviews; and
- Deviant case analysis: The deviant data that did not fit in also analysed and interpreted as emergent themes and sub

The researcher applied three principles of process. The research analysed and interpreted all the collected data. For example, a point on the manipulation of political reasons part of the pre-determined themes, bu emerged during the analysis of interview responses. It was a allocated a new theme.

Data reliability: Data reliability means that the same measure same results when used repeatedly under the same conditions (Neum perfect reliability (Delport, 2005), there are some procedures some reliability. The researcher adopted the following procedures, as explained by and Kreuger (2003), to ensure its reliability.

- Used two or more questions to measure the same aspect. was asked the same question differently (Interview, June 0
- Avoided ambiguity: Framed and clarified questions. For example, one respondent was not sure what I meant by an M&E o explained this/her to him
- Made phone calls for follow up issues raised during the interviews that clarity. For example, to follow through the phone, to respon E.

3.8 Limitations to the study

The study was limited by the following factors:

Limited knowledge and understanding of M&E in the South African public sector: M&E is a relatively new discipline in the South African public sector as such, there was limited knowledge a M&E amongst the officials selected for the interviews, despit follow very strict criteria for selection. The researcher had to explain the thoroughly, asked the same question in many different ways a Document analysis was used to complement this shortcoming.

Working in the GDHSD: The researcher worked within the GDHSD. GDHSD po some limitations to the study. Some interview participants, par in positions to the researcher, would sometimes be unwilling ques this, particularly those questions they perceived as ques management skills. The researcher had to explain and clarify purposes, and anonymity of the respondents would be protect responded to despite this explanation, the researcher phrased a later stage.

Change of work (career): The researcher changed his career during the c project and joined the Gauteng Department of Sport, Arts, Culture and Recreati GDHSD. This limited the researcher s access to some interview documents that the researcher had easy access to when he wa researcher had already collected most of the documents that he research project. He uses the tools to make a follow up on some interview principants to seek some clarity, and to have access to documents that he ne

3.9 Ethical considerations

The researcher is aware of the ethical issues that were undertaken in a research project. The researcher adhered to the following ethical co entire process of the research project:

- Obtained permission from the GDHSD, to keep the study underta
- Obtained permission from participants to interview them;
- Ensured confidentiality and anonymity of the respondents;
- Did not manipulate research data and findings for any pe and
- Did not deceive the GDHSD and participants and rather understanding the study. He explained that the study is for academic purposes.

3.10 Conclusion

The researcher selected a qualitative research design and the study of the GDHSD s M&E system methodology was suitable for the study. It enabled t respondents to express their views, perceptions and experienc system in-limiting manner. Document analysis and literature reviewed w complement and contrast with responses where it was possible. T and in-depth information about some GDHSD s M&E system methodology further provided a comprehensive framework on how the researcher analysed and interpreted data.

CHAPTER FOUR
FINDINGS OF THE STUDY

4.1 Introduction

The purpose of the chapter is to present the findings of the study. The data collected through interviews was presented and analysed against the document analysis and literature review. The presentation of the findings of the study was done concurrently based on the pre-determined thematic method. The data from interview responses that could not be categorised under the predetermined themes and sub-themes also analysed and presented as the emergent themes. The main emergent themes are the manipulation of performance information political; the reasons implementation of the GDHSD s M&E system and to comply with the improve performance information; and the low morale among the most of the members of the GDHSD. The emergent themes are also presented and analysed in the chapter. The findings of the study are discussed in the following paragraphs

4.2 Documented M&E organisational structure, capacity and cultu

Under this theme, the three sub-themes that are discussed in the paragraphs.

4.21 Documented M&E organisational structure and functions

On the question of whether the GDHSD has a documented M&E organisational structure o all respondents (A, B, C, D and E) indicated that the GDHSD has a documented M&E organisational structure, but each respondent pointed out the weaknesses of the organisational structure.

Respondents stated that the GDHSD M&E organisational structure does effectively implement monitoring and evaluation at the level. They argued that this level is low-buy and supported by the stakeholders of the GDHSD. They further contended that the GDHSD is an annual budget of more than R20 billion and provides public healthcare services to about 9

provinc They propose M&E organisational structure needs to be at a chief d level because the law will give it authority and, and will enable it to discharge its function in an authoritative way (Interview, June 1, 201 Interview, June 1, 2012b)

Respondent C said that M&E organisational structure is just a public relations and compliance with the requirement of the Auditor General. It is here so that the officials from the Office of the Auditor General visit the GDHSD audit human resources, there is a visible M&E organisational structure to ... this just a paper that has meaning for monitoring and evaluation ... in the interest of some people department (Interview, June 0, 2012)

A follow up question to respondent C on what he meant is by this a requirement in terms of L that the GDHSD, just like any o department in the country, needs to have an approved and structure that reflects all units of the department and placed human resou If the department complies with this legislative requirement, it because they will be in good standing when the Auditor General audits the department s organisational structure and its compliance with the L

Respondents pointed out that M&E organisational structure provides for monitoring inspection, M&E does not for evaluations and quality assurance of reported performance information. Respondent C went to say that GDHSD has not done any evaluations of projects programs since 2008 due to inadequate M&E capacity. The only evaluation that was available to the Project Reach called (Children, Fund) which is project also used services that are rendered to children by GDHSD. Respondent C further indicated that raised the issue of inappropri inadequate organisational structure with human resources of the department, but no responses has been received.

The gap raised by respondents A and B that the M&E organisational structure is not a challenge according to literature (Gorgens and Kusek, 64). There is no correct location for M&E organisational structure, it should be located at what should be the level; but all factors that can influence in a positive way to be taken into account in decidingly location and level of M&E organisational structure. This includes factors such as the objectives, resources available for M&E, who is the M&E paid for M&E most prominent and accepted by stakeholders of an organisation.

The gap identified by respondent D and E that the M&E organisational structure for evaluations and data quality assurance is a serious challenge that the potential impact negatively on the quality of M&E performance information.

The analysis of Handbook on Planning, Monitoring and Evaluation (UNEP, 2009) for and the National Evaluation Policy Framework (2011) is the importance of evaluations in supporting programme improvements, providing lessons and to be promoting accountability and transparency. The analysis indicates that evaluations provide evidence-based information-making and planning processes. It is essential that evaluations form part of project and programme

4.2.2 M&E capacity and building capacity

On the question of whether the positions in the M&E organisational structure not, all respondents (A, B, C, D and E) have a vacant position. Respondent A said that the two positions have been vacant since the two staff m about two years. He (respondent A) pointed out that the up for work that is supposed to be done by the two staff members; their supervisor divided the duties amongst the two deputy directors and created a dismantle dir pressure on the under-resourced M&E directorate.

Respondent D indicated that the two positions are vacant to
that filling of vacant beans frozen by the human resource uni
department does not have posts will be for the 2013/14 financial year
the current budget mostly for key delivery programmes such as HIV and AIDS, chron
diseases, district health services, primary health care and hos

Respondent E that the shortage of M&E staff prevents the M&E direct
performing functions in an effective and efficient way to assist that th
only a departmental challenge but the country as a whole. Sh
that despite constraints, the M&E staff members are committed and dedicated
their work.

On the analysis of the organisational Job Descriptions of M&E
Directors Staff Members (GDHSD, 2009) the researcher identified the following

- Amisalignment between the directions of M&E staff indicated
  in their job descriptions and the actual functions that they per
  assistant director M&E performs some functions of the deputy d
  be an internal arrangement fact that for the position is director
  vacant; this might compromise the quality of M&E data

- The inadequacy of the M&E organisational structur
  cate for the position of monitoring and the evaluations. It does not
  for the position of data quality assurance. The inadequacy of
  structure in relation to the data quality assurance implies that
  performance data is not verified and validated.

On the question of M&E capacity building, respondents (A, B, C, D and E) said
documented for M&E capacity building, but they have included M&E
training workshops and conferences. Some of the training and workshops wer

project between the Department of Social Development and the World Bank, the World Bank provides its M&E expertise to the Gauteng Provincial Government to as building its M&E capacity. The GDHSD is one of the benefici training and workshops were conducted by the Gauteng City Region Academy (GCR a Gauteng Provincial Government is responsible for the coordination and provis of capacity building training to the employees of the Gauteng Provincial Government.

The challenge with M&E training and workshops, as respondents A, C and D hav is that most of them emphasize the monitoring aspect of M&E. Respondent C I have never conducted or managed any evaluations, and I can be not s conduct (interview, June 04, 2011). Bias of knowledge of evaluations on the absence of evaluation content in the workshops that are provided, and on the fact that the GDHSD has never conducted any evaluation. If asked whether the problem was raised with the relevant authority/human resource development, he said that their supervisor is aware of t raised with relevant stakeholders, but nothing has happened.

The analysis of the Attendance Register of M&E Training Courses and The Contents of M&E Training Courses (GDHSD, 2009; 2010 and 2011) revealed that:

- Some M&E staff members attended the same M&E training courses. This is an indication that there are no proper management and training and workshops in the GDHSD.

- The contents of M&E training courses are not comprehensive. Most course aspects of monitoring and evaluation are not covered. They do not cover quality assurance. Some of the training courses are not accredited by the South African Qualif Authority (SAQA). This indicates the poor quality of M&E training

attended by M&E staff members. Such trainings do not eq
requisite M&E skills to perform their duties properly.

Literature reviewed (Rios, Kusek & Gorgens, 2009) that capacity and capacity building need to focus on three levels:

- Systems capacity: the ability of system to deliver the goal and objectiv and thereby contribute toward fulfilling the organisation context, capacity is defined as a set of entities that op purpose and according to certain rules and processes;

- Organisational capacity: the capacity of the organisation and its proces organisation s goals and development objectives; and

- Individual (human) capacity: ability of individuals to perform functio efficiently and sustainably.

M&E capacity and capacity-building is a multi-faceted approach. It needs to be a from all angles and levels, and needs to be a continuous proc GDHSD to build a comprehensive M&E capacity that is sustainable and is capable of discha its M&E functions in an effective and efficient way.

On the question of the availability of a dedicated budget for moni particularly for evaluations, all respondents (A, B, C, D and E budget for monitoring and evaluation, most for operational costs such payment of staff, procurement of goods and services, including statio hiring of facilities. Some of the budget is for monitoring and that the budget is not adequate to cover evaluations and at least two processes for more component of M&E.

Documentary analysis of the Monitoring Evaluation Toolkit: HIV/AIDS, Tube
Malaria (UNAIDS, 2004) indicates that there is no specified amount or percen
budget that needs to be allocated for proposed M&E. On average, 7% should
as a reference. This percentage is the range that is proposed by Chaplowe (2008, 10)
that There is no set formula [for budget allocation for M&
organizations recommend that between 3 to 10 percent of a pr
M&E. Chaplowe (2008, p. 1) further advises that amount allocated for M&E
should not be so small as to compromise the accuracy and credibility
should it project to the extent that programming is impaired

Both UNAIDS (2004) and Chaplowe (2008) support the view that the key factor that needs to be
taken into consideration when allocating M&E to the amount is whether the
allocated amount is able to support the M&E to that credible data can be gen
an M&E system.

4.2.3 M&E organisational culture

On the question of M&E organisational culture, all respondents (A, B, C, D) concurred
that the organisational environment in the GDHSD does not promote a positive cu
M&E. M&E is not supported by, and does not have the buy-in of members
management. All respondents pointed out that a prevent implementation of
effective M&E system in the GDHSD is that some staff members and senior managers
perceive M&E as a policing tool that is there to find fault. As one of them
say that There is no M&E in the department. The project is in our
communities but has conducted any monitoring visits to these pr
about M&E in the department, you scare people, it is scary, you
monster (Interview, June 01, 2012)

Literature review (Kiewe, 2003) suggests that M&E organisational culture can
build an M&E system depending on whether culture is positive or negative (Kiewe, 2003

further suggests that if an organisation is implementing an M&E system, it needs positive environment by building trust which people are not afraid to talk about their experiences and failures.

On the analysis of the Handbook on Planning, Monitoring and Evaluating (UNEP, 2009), the researcher identified that a positive M&E culture is one of critical factors for the effective implementation of an M&E system. The analysis of an M&E system and an M&E organisational culture cannot develop, but there are some interv can be implemented to promote it. This includes a buy-in and support from senior officials, advocacy and awareness and promoting M&E as a b way of doing things in an organisation.

4.3 The GDHSD M&E framework

On the question whether GDHSD has an M&E framework or not, Respondents A and B said that there is an M&E framework and C that they have never see any M&E framework, and not sure whether GDHSD has one or not. When Respondents B and C were asked on how do they carry out their M&E framework, which is such an important document that informs all M&E activities i organisation, they indicated that at the beginning of each financial year, there is an M&E business plan for the entire M&E directorate and individual prep operational plans, that is what they use throughout the year.

Respondents A and D that the M&E framework is flawed. Respondent A the M&E framework is not compliant with the basic requirements of an M&E framework. The M&E framework must contain, amongst others performance indicators that are used for data collection and definitions and explanations. This makes it easier for any per responsible for data collection and reporting to know what data what are the limitations to that data.

Respondent D said that the M&E framework was developed about three y
an external consultant. The M&E framework is reviewed but it is not consistent
with the changes and development taken in the GDHSD the past three
years. For example, performance scores and projects programmes have bee
revised. These developments need to be incorporated in the M&E framework, but this ha
not happened. Respondent D was not sure that perhaps the M&E framework was develope
to comply with the Gauteng Monitoring and Evaluation Policy Framework, which requires that
all provincial departments need to develop M&E frameworks for their respe
department

Respondent E said the M&E framework is a valuable document for implementing M&E in
the GDHSD. The only challenge M&E is that staff members do not utilis
M&E framework because they complain that it is not user-friendly and is outdated. Re
E agreed that the M&E framework is outdated, but was quick to it is only
things that need revision, including performance indicators and the best. These
information in the M&E framework is still relevant. She also said that if the
framework is reviewed, all stakeholders of the GDHSD should be consulted; review w
have to be organised; external consultant hired to facilitate the whol
This has financial implications for the GDHSD. Since the GDHSD does not have budget for this

On the analysis of the GDHSD M&E Framework (GDHSD, 2009) the research identified the
following gaps framework

- Some performance in the M&E framework are no longer applicable. They are
  linked to projects and programmes that have been terminated. This con
  the gap identifies Respondent D that the M&E framework is outdated and has never
  been reviewed since it was developed some three years ag

- The results chain, which is an integrated process, which is an integrated process (programme
  activities), output (direct programme outcomes) and impacts (cha

experienced by beneficiaries as a participation result of the programme) contained in the M&E framework. The results chain is as tool to assist programme managers to alter their efforts and activities to ensure that will have positive impacts on beneficiaries.

- The M&E framework is supposed to be signed by the HCD and the MEC authors in implementation, but this is not happening. This is the reason the M&E framework is not taken seriously and is not proper.

- The M&E framework is not hundred percent aligned to the GDHSD strategic Plan. Some of the objectives, goals and outcomes that are GDHSD strategic Plan not reflected in the M&E framework. The two documents need to be hundred percent each other because the strategic GDHSD with strategies is a vision and objectives; and the M&E framework provides the GDHSD strategies measure and assess the achievement of its objectives. This confirms the gap identified by HCD that the M&E is irrelevant.

The analysis of a Handbook on Planning, Monitoring and Evaluating for UNDP 2009 reveals that an M&E framework is a comprehensive narrative document of an organisation. It describes key to be addressed and the indicators to be assessed, how often and from whose baselines, targets, assumptions; how data is or interpreted, and how often reports for the indicators developed and distributed.

Documentary analysis is supported by literature reviewed (Gorgens and Kusek) further indicates that an M&E framework performance indicators are derived from, and linked to strategic plan organisation program objectives. The

performance indicators must be clearly defined and explained as an annex framework. These requirements are absent in the GDHSD s M&E

4.4 Data management processes and reporting

Under this theme, the researcher explored whether data collection and forms are available and used consistently; what are the reporting flows and M&E data flows.

4.4.1 Standardised data collection and reporting forms

On the question of the development of standardised data collection and respondents (A, B, C, D and E) that the M&E directorate has develo distributed standardised data collection and reporting forms to all respondents. They pointed out that the major challenge is the inconsistent use of

Respondents said that there are specific programmes Districts Health, Primary Health Care, Services and Emergency Medical Services most important when it comes to the consistent use of forms. Said that the reason that is usuall provided for compliance is difficulty in Microsoft Excel. The managers at some reporting levels with Microsoft Excel commented that Reporting levels always have the standardised forms [M&E. We directorate] provided them with training on Microsoft Excel, but they still complain cannot use Microsoft Excel. Microsoft Excel is the only programme that enables us to analys collected data simplest. We cannot use Microsoft Word because it limits us and have all the advantages of Microsoft Excel (Interview, June 05, 2012

On the question of whether clear instructions on the completion of the not all respondents (A, B, C, D and E) indicated that the forms on how to complete them.

Respondents A, B and D pointed out that standardised forms have complicated reporting even more. This is because the number of that submit incomplete and inadequate reports has developed standardised collection and reporting forms. Respondent B said that before the standardised forms were developed, all reporting levels submitted comprehe any format that was to their own. The challenge was with the analysis o by the M&E directorate. Reports were submitted in any format, complicated to analyse them compared to standardised forms submitte Respondent D indicated that the current forms are a M&E directora disadvantage to the lower reporting levels because it is completing the forms.

Respondent E said that their main challenge is with the forms received from lower reporting levels. Forms are incomplete, contain inadequate information. Asked what she thought was the problem, there is generally a lower reporting in the department. Some reporting levels just comply. If this problem can be addre think there could be some improvements in reporting (Interview, June 05, 201 Shadded that staff members of the M&E directorate are committed to their work, it is generally a low mortale amount of the employees. Some of them come to work just for the sake getting a sal work (Interview, 05, 2012).

The gap identified by respondents (absence of a culture of reporting) documentary analysis. Report on the Audit of Reporting Requirements Monitoring and Evaluation Systems (Public Service Commission, 2006), which states that reporting is a crucial part of the feedback system wi evaluation but most departments see it as merely complying with demar

The analysis of the Standardised Collection Report Form (GDHSD, 2011) reveals that:

- Instructions on how to complete the standardised form are clear, and are written in user friendly language. The instructions are the worst and sheets workbook, the other spread sheet for data collection. This is to ensure that whenever the workbook is opened, the instructions are accessed opened.

- The standardised form is in Microsoft Excel. The completion of the form requires basic and advanced Microsoft Excel training. This is because the form has so calculations and formulae that require Microsoft Excel. Even if a manager or any person responsible for the completion of the basic Microsoft Excel training, it is not complicated for the form.

- The standardised form requires reporting levels to provide same spread sheet, some of which represents itself, the information captured on the spread sheet might play a different figure to the next calculations and this formula be confusing. Complicated to managers have not undergone advanced Microsoft Excel training.

The resulting effect of these reporting levels comprises the M&E directorate. The M&E directorate has to continuously return to the respective reporting levels. The complication with performance reports and the potential of the quality performance reports.

4.4.2 Reporting timelines

On the question of compliance with reporting timelines, reporting levels gave different responses. Respondent A said that at the beginning of ea

reporting levels are given for reports that are expected from each rep
their due dates for submission. Reminders are continuously sent to each rep
regard. Despite all these efforts, the submission rate dates. Respondents A, B
and D pointed out that the non-compliant reporting levels are the facilities.
Respondents A, B and D are of the opinion that the delay is caused by
facilities to deal with amounts of patient fields yet they are under-mos
resourced in form a management skills.

Respondent E comment the reason that provides a compliance with
submission deadlines that the reports are received from reporting. For level
example, sub-district managers indicate that they receive reports from the
health facilities; hence they submit reports to district offices.

When respondents asked as to why not extend deadlines that
reporting levels have adequate time and complete reports and submit
them on time. She said that they have limited time. Due to the
submission to national government submission time. She went on to say that
National departments and Office of Presidency provide with submission deadlin
for their reports, the department to comply with the site dates tightnes
(Interview, June 05, 2012).

Documentary analysis of the Monitoring and Evaluation (Gauteng Policy Fra
Provincial Government, 2009) on compliance with reporting timelines to lac
M&E culture. The policy framework has compliance only improve if the
management ethos is one which is performance to. Unfortunately,
accountability for results is not yet completely entrenched w
sector. As a result, M&E may sometimes be regarded as being
not always be cooperative or may initially view M&E initiativ
manner. This unfortunately, is the case management M&E initiatives.

practitioners will have to play main-sole, satirit uchesn ging negotiat organisational politics to achieve their M&E objectives.

4.43 Data flow process performance indicators

On the question of whether there are clear data flow processes for all perform in the GDHS all, respondents (A, B, C, D, E) indicated that there are main data flow processes, namely data flow process managed by M&E directorate (M&E data flow process) and data flow process managed by Health Information Management (HIM) directorate (HIM data flow process)

Respondent A indicated that M&E data flow process is clearly documented in the M&E Data Management, but was not sure with the HIM data flow process. Respondents A clarifie that the M&E data flow process responsible about 60% of performance indicators and the HIM data flow process responsible about 40% of performance indicators. how the data from all performance indicators is compiled and tanaly wide performance. Here respondent A at the end of each month and qua requested, HIM directorate data for performance indicators to the directorate M&E. The directorate then consolidate data from all performance indicators and compile department-wide performance reports.

Respondent B and C at the present time different data flow processes one department poses a stress implies that there are two sets of regulations that govern the management of M&E data and the de potential of compromising the quality of performance. Respondent commented that the process of two data flow processes within one department challenge because it involves the national department of h

Document analysis of the District Health Management Information S (national department of health, 2011), the researcher identified that a flow process is par

the national department of health is to coordinate and follow up processes for specific performance indicators in the health sector. The national department of health (2011, p. 9)

> The National Department of Health (DoH) is required in terms of the Nat of 2003) to facilitate and coordinate the establishment, implementation information systems by provincial departments, district health councils, mu private health sector at national, provincial and local to create a national health information system. One such system is the District He Information System (DHMIS), which is a system for deriving a combination of from various sources, mainly from routine information system used in the public health service delivery in districts, provinces and nationally

This is an indication that the existence of a national data flow process is a national health initiative. This may be advantageous for the national de disadvantageous for the GDHSD respondents. B, C and E

On the analysis of the M&E Data Management (GDHSD, 2011) the researcher discovered that only the M&E data flow process is clearly explained in th data flow process is not even mentioned in the manual.

Literature review (Cam, 2005) revealed that one of the challenges in impleme an effective M&E system is an organisational problem, which is the lack of clear processes, procedures and data flow. This reaches the M&E in the GDHSD indicated by respondents and document analysis.

4.5 Data quality assurance processes and systems

Under this item, the researcher examined data quality control systems, the presence written procedure to address poor data quality; the data quality of source documen audit of performance; information management of data according to international or / national confidentiality guidelines

4.5.1 Data quality control implementation mechanisms

On the question of whether data quality control mechanisms are for when data from paper-based forms is captured on computer (e.g. transfer of data from paper first to computer), all (A, B, C, D and E) concurrent mechanisms are in place at each reporting level. Their challenge is that they are not consistently implemented. They agreed that human error occurs when paper-based data is captured into computers. They pointed out a number of errors in their responses.

Respondent A, B and D pointed out that data capturing errors occur at the health facilities. The common errors are the omission of the patient's name and particular or the capturing correct patient data, or the double entry of a patient. They indicated that as a corrective measure is proposed to compare to, and verified against the source documents (paper-based). This control measure is meant to identify and rectify any the data capturing processes.

Respondent E said that each quarter, quarterly M&E reports from each reporting level have reached the M&E directorate. M&E directorate undertake audit of the performance by visiting sample clinics, CHCs, hospitals, sub-offices and district offices to verify reported data. She indicated that it is a challenge because the M&E staff members have to go through thousands of documents and compare the performance to the information. This exercise, although time-consuming and very strenuous, enables M&E directorate to verify reported performance information, thus improving the quality of the information.

A follow up question was either or not the audit and verification of reports happens. Respondent E said that they did it once in 2009, but since the data staff members in M&E directorate have never done it. She indicated that capacity resource constraints are the challenges that prevent them from undertaking this exercise. She went on to say that they consistently implement the

assurance mechanism, the Auditor General will still find faults in their performance information. She indicates that they have to adjust some performance figure the instructions of the Powers that be. When asked who are the powers that be this happen. She declined to name powers that be, but respond performance figures are adjusted for public sumption (interview, June 05, 2012). When asked to clarify what by this, she said that thi done to improve the image of the department in the public eye and

The same respondent (respondent E) was later asked who is department. She replied that it is the HOD, who is the adminis and the MEC, who is the political head. This is indirectly answered initiall asked by the researcher that who is the powers that be, as he refer in the initial question.

4.5.2 The availability of source documents for audit purposes

On the question of the source documents for audit programme performance information available, all respondents (A, B, and E) indicated that t challenges. Respondent C said that officials from the Office of the Auditor General report levels to verify information reported to the public challenges of misplaced, written, incomplete and patient files. This challenge is impa negatively on the quality of M&E performance information.

Documentary analysis of the Performance Information Handbook (National Treasury, 2011) clarifies that source documents for all performance indicators have way that they are always available for audit purposes. This implies that must be able to provide evidence and comment that may be required for audit of programme performance information by the responsible institutions and government agenci such as the Office of the Auditor General, the Public Service Commission, the Public Protector, the Provincial Legislature and the National Treasury. This does not happen in HSD

4.53 Maintenance of data in accordance with confidentiality standards

On the question of confidential information, including clinical records, maintained according to information confidentiality standards, all respondents provided differ respondent. At each stage, a low home with their ones, the patient of the facility, anything can happen. When asked why do patients have to take their files that there is no space for all the facilities.

Respondents said that the M&E Data Management Manual is one clear on the confidentiality of the patient's only one sentence that does not details how to manage confidential data. Respondent said that the M&E workshop and the facilitator that there is some information and confidential such information need to be managed properly that there is no clarity on manage confidential information. This is because GDHSD does not have a written guideline to this effect. Shows to say that this is a ser because the department can be sued should any patient's confi the public.

On the analysis of the M&E Data Management (GDHSD, 2011) the researcher could not identify any explanation on how to manage confidential information. Instead, the refers readers to the Health Care Professions Council of South A analysis of the guideline, Guidelines for Good Practice in the Health Care Professions (The Health Professions Council of South Africa, 2007). The guideline very clear on this aspe The guideline indicates that patients have right to expect information about th would be held in confidence by health care practitioners. The guideline further stipula where health care practitioners are asked to provide information seek the consent of the patient wherever possible, whether or not the patient from the disclosure, keep the identity of the anonymous, keep disclosures to

the minimum necessary, and the health care practitioners must always be pr
their decisions in accordance with these guidelines.

The researcher analysed the Guidelines for Medical Record and Clinical Documen
(World Health Organisation, 2007). These guidelines information be
safeguarded by developing and implementing systems and practices
of information, disposing of documentation (where appropriate
maintains confidentiality (e.g. confidential bins or shredding), to a
access) documentation have the authority to access it.

It should be noted that information needs to be accessed but not
be entirely denied. Some legislation in the country, namely The Promo
Information Act (Act 2 of 2000) and Protected Disclosure Act (Act 26 of 2
such information provides justified. The legislation and other internatio
nation standards and best practices can be used to draft a robust guidelines to manage
confidential data in the GDHSD.

4.6 Links between GDHSD and the national government's reporting system

Under this theme, two themes were explored and discussed below.

4.6.1 Reporting chain between GDHSD and the national government

On the question of whether or not a single reporting chain to provincial used
government and national government, all respondents (AD, B and CE)
concurred that there are many channels for reporting to national government
They indicated GDHSD has to report the provincial office of the premier,
treasury, national department of health, national department of social development,
treasury to the Office of the President of the Democratic Republic. Apart their own reporting forms
need to be populated with specific information that they requir

Respondent E said that although the information departments and the Office of the Presidency is the same, it is packaged into their requirements. The opinion that duplicate reporting is justified cases. Respondent D did not feel, optimal duplicate reporting is too demand already under-resourced M&E directorate.

Documentary analysis of the Performance Information (National Treasury, 2011) the Report on the Audit Requirements and Departmental Monitoring Evaluation Systems within the Public Services (2006), the researcher identified duplicate reporting is justified because of different information each user. For example, the quarterly reports on the use of financial in relation to the achievement of performance targets; all departments of development requires service delivery for social serv national department of health requires reports on service health services; a Office of the Presidency requires Programme of Action, which progress report on the implementation of electoral mandate for the te government

The Gauteng provincial government (2009) and Services (2006) express view similar to respondent D that duplicate reporting administrative burden on provincial departments which have to report identical indicators and other information of the Premier, the supervisional national departments

4.62 Alignment between GDH SDH and national government reporting timelines

On the issue of the GDH SDH reporting timelines are aligned to national reporting timelines, (Agents, C, D and E). GDH SDH reporting timelines are harmonised with relevant government reporting timelines. Respondent D

that the GDHS is obliged to adhere to these dates and ensure that relevant
national department

Respondent B said that the alignment of the two reporting time
GDHS does not give the adequate time to prepare a government
For example, the Presidency requires the Poe to be submitted within seven
days after the end of reporting month. He said that is not adequate to prepare
a Poe report. The resulting consequence is that the report ends up
that it can be submitted. This compromise the quality of performance inform

4.7 Conclusion

The data from the interviews, documents analysis and analysed literature r
presented based on the research questions that were asked. Some
patterns and trends in some aspects of the GDHS M&E system were identifie
enabled the researcher to explore GDHS Dessy & Emi. Findings and
recommendations of the study are followed in chapter. (Chapter five

CHAPTER FIVE
CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

The chapter provides a summary of conclusion and recommendations based on the study. The research problem was that GDHSD M&E system has failed to generate accurate and reliable performance information since it was established in 2007. Also, in undertaking the research was not clear whether the GDHSD s M&E capacity and skills for monitoring and evaluation; and lacked responsibilities for monitoring and evaluation; and buy-in from staff members and management of the GDHSD.

The purpose of the study was to investigate some aspects of the GDHSD M&E system. Through the study, investigation into some aspects of the GDHSD M&E system was undertaken to get a broad deeper understanding of the structures, processes and systems involved in monitoring and evaluation; how monitoring and what are the strengths and weaknesses of the system. Weaknesses were identified in the system and its implementation, and recommendations were made on how GDHSD M&E system based on the findings of the study.

The research report does not regard all the GDHSD M&E system, but provides a contribution in an attempt to assist the GDHSD identify and understand the some gaps in its M&E system and its implementation that corrective measures taken to strengthen the system, and its implementation to improve the quality of its performance information service. The conclusion and recommendations of the study are discussed.

5.2 Conclusion

The study made the following conclusions

- There is a lack of capacity and support for monitoring and evaluation in the
- There are gaps in monitoring, evaluation, data management and report and systems.
- There is manipulation of performance data for political rea
- There is low morale amongst some of the GDHSD staff members
- The M&E system is implemented for compliance, rather th performance information and service delivery.

These conclusions are briefly discussed in the following paragraphs.

5.2.1 There is lack of capacity and support for monitoring and evaluation

The GDHSD s M&E system lacks capacity to perform its functions. This includes inadequate budget for M&E, shortage of M&E staff members, skills and inadequate capacity building initiatives.

The effects of these challenges are apparent at all reporting levels.

- In health facilities, the effects are manifested by the poo and other source documents. The patient files and source documents are misplaced or improperly completed.
- At district office level, the effects are manifested by the subm inadequate reports to the M&E directorate
- At the M&E directorate, the effects are manifested by the poor quality department-wide performance reports by the M&E directorate.

These weaknesses are independent and influence

5.2.2 Three gaps in monitoring, evaluation, data management and processes and systems

For effective monitoring and evaluation there are some M&E processes and systems that need to be developed and implemented. The GDHSD's M&E system are that some processes have been developed, but either not implemented at all, or are implemented inconsistently. Not only the benchmarks and standards then, in instances, the processes and systems do not exist as well. These are discussed in the following paragraphs.

The GDHSD has developed M&E framework, which is one of the key documents implementation of the M&E system. The framework is flawed. It was never fully implemented since it was developed in 2009, it was never reviewed and does not meet the requirements of an M&E framework in terms of benchmarks.

The GDHSD has developed standardised data reporting forms that supposed to provide the reporting levels with uniform data collection and reporting that would make reporting better, but this reporting has been. Some of the forms consistently, used sometimes. Others are those who never used them.

One of the strengths of GDHSD's M&E system is the existence of some data quality control mechanisms at each reporting level. The data quality control mechanisms meant to assess the quality of data at each reporting level, so that the directorate is good quality. Again was that the data quality control mechanisms inadequate and were not consistently applied.

The existence of two separate M&E processes (data flow and processes) directorate's data flow processes HIM directorate's data processes one department was one of the weaknesses GDHSD's M&E system. The consequences of the M&E data managed by two sets of rules and regulations. This has the potential to do M&E performance

data. The PSC (2006) recommends that a way of reporting will ha
single potential for
explored. This will assist in streamlining reporting so that a s
used to report to national government. This may be the reporting
is not a case of
by the GDHSD, thus improving the quality of its M&E data

The unavailability and accessibility of source documents to
some reported performa
information and the lack of clear guidelines on the management
The unavailability and accessibility of source documents impacts negati
quality of performance information because reported informati
are no source documents or they are. The absence of clear guidelines o
management of confidential information is one of the results in accessi
confidential patients information. The GDHSD might face litigations from patients in
the disclosure of confidential information.

One of the strengths of the GDHSD s M&E system is the proper
alignment between the
GDHSD s submission deadlines and the national government s
submission deadlines
The weakness is that the time of national government GDHSD adequate time to
prepare and submit performance reports to the national government.

5.2.3 There is no simulation of performance information for political re

The department performance reports
-wide reports
-of-by-the-GDHSD
and the MEC before they are disseminated to the performance
Some of the performance data, particularly the data that has implications for the perfo
service delivery
already give a false reflection of the performance of the GDHSD. The
effect is that there is discrepancy between reported perform
documents. This may be reason for finding of the Auditor General that there is
consistency between the actual reported information and so
purchased information

5.2.4 There is low morale amongst staff members

There is low morale amongst staff members of the GDHSD. The low morale is im negatively on the internal processes and systems including da could escalate the GDHSD's M&E system, thus affecting the quality information.

5.2.5 An M&E system is implemented for the sake of compliance

All government departments are required to implement the M&E sys staff members of the M&E directorate of the GDHSD promote M&E as a better way of managing for results and quality performance information rathe emphasising the compliance aspect of it.

5.3 Recommendations

The following recommendations are based on the study of the study, may assist in strengthening the GDHSD's M&E system.

5.3.1 Review of the GDHSD's M&E framework and development of M&E implementa

The GDHSD needs to review its M&E framework and develop an M&E implementation plan M&E framework is supposed to be reviewed on an annual basis to the plans for the following financial year. The revision of the internally by the M&E directorate, but be driven by the HSD. can be used to reserve some money for the GDHSD. Using internal resources since the GDHSD has some budgetary constraints.

An M&E framework is of little value when it is not implemented. The and m implementation of an M&E framework requires an M&E implementation activity-based plan that shows the budget, M&E tasks, responsibilities, and performance targets and indicators. This plan needs to be monitored at the le

the framework is implemented as planned. This would also give an indication of how GDHSD is implementing its M&E system.

5.3.2 Revision of M&E organisational structure and building capacity

The GDHSD needs to revise its organisational structure such that all of the M&E, including evaluations, quality assurance functions are properly catered for in the structure. The structure needs to be with the capacity in the human, financial, and skills resources that is able to deliver on all its performance areas.

The GDHSD needs to ensure that all the M&E positions that are vacant are given a priority. Budgetary constraints are a stock-in-trade, and are critical for success to the GDHSD in service delivery.

5.3.3 Promotion of a pro-organisational culture for M&E

The GDHSD needs to approve M&E by conducting communication, education and awareness campaigns get-in-bound support for M&E in the GDHSD. These undertakings help to overcome misconceptions and ignorance of M&E among senior, decision-makers, programme implementers who often have very little understanding of the subject (Gorinevsky & Ke, 2009).

5.3.4 Appointment of an M&E champion

An M&E champion can influence a positive M&E culture for organisation assist in the acceptance of M&E as a way of doing. An M&E champion is not necessarily a full-time function, but needs a person who will always supports M&E at all the GDHSD. Ideally, the GDHSD Senior person in Cisfence the M HOD's office is appropriate for the position of M&E champion

5.3.5 Development of a single flow process for performance indicators

The GDHSD needs to look at the possibility of developing a single M its performance indicators. This would be a complex process would involve the national department of health provincial health departments, but it would way in helping to address the poor performance information only in the GDHSD but in all the provinces.

5.3.6 Review of national government reporting timelines

The timeline for the submission of GDHSD performance reports to national gov to be reviewed. The national government timelines are too compressed a give adequate time for GDHSD to prepare and submit quality performance reports national government. This contributes to poor quality performance information because the GDHSD ends up finishing the reports to comply with national gove deadlines.

5.3.7 Development and implementation of the management of confidential data

The GDHSD needs to develop and implement a guideline that tariffs how confidential information will be managed in. This GDHSD assist to answer the questions of access to, and who has confidential information. The Promotion of Access t Information Act, 2000 (Act 2 of 2000) and Act (Act 2000) provide valuable information that can be used to develop a guideline on this subject can be obtained from documents by World Health Organisatio Professions Council of South Africa.

5.3.8 Address the challenge of data manipulation

The manipulation of data for a political agreement needs urgent reso provincial governments need to investigate this allegation so that if it i process can be instituted.

5.4 Conclusion

The study was based on a document and interviews with five mana responsible for the implementation of M&E system in the GDHSD. It is an exploratory study which cannot be generalised t provided important pointers to the weaknesses in the implementation. These weaknesses may well be where in some government depa

It was quite disturbing that some managers in the M&E have never seen or accessed the GDHSD s M&E framework. The framework expected that all of the staff the M&E directorate have unlimited access to, and knowledge of the GDHSD s framework. However, this was not the case. This impacted negatively on the proper implementation of the GDHSD s M&E system.

The GDHSD s M&E framework was developed by a consultant. The consultant had little or no knowledge of the GDHSD s projects, programmes and plans, as poin respondents. This may be one reason for the misalignment between th framework and the GDHSD s data plan and the lack of support for the GDHSD s M&E system.

The existence of two parallel data flow processes is a unique and a challenging. What makes it a unique trait is one of the flow processes (HIM process) is indirectly managed by the department of the M&E data flow process managed by the GDHSD. This situation creates a challenge of selective application of rules and regulations. The HIM data flow process applies t regulations from the department of health, whereas the M&E data flow applies those of the GDHSD.

The manipulation of some performance information for politic some respondents, is quite a disturbing considering that the g

institutionalising M&E across the government. One of the objec
quality of performance information. The manipulation of performance information in the
GDHSD defeats the objective the government is trying to achieve.

The absence of a culture of reporting is common in government in the depar
country. What makes the situation worse in the GDHSD is that
through three reporting levels before it reaches the quality of data or mig
be compromised along these reporting levels.

The GDHSD has an average annual budget of about 25 billion fails to capacitate its
directorate. The M&E directorate is one of the most strategic
crucial information-making and planning processes. The M&E di
adequate budget and full capacity to be able to perform its wor

The finding that competent patients are allowed to go home with the file such that there is no
space in the health facilities to believe. What if the contains confidential medical
information is leaked to the public? What if the file is
required for audit purposes? Interesting questions requires from the
authorities.

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APPENDIX

Appendix I: interview schedule

This interview schedule served as a guide for discussions during interview process

THEME 1: M&E ORGANISATIONAL STRUCTURE, CAPACITY AND CULTURE

Questions	Responses				Evidence	Give comm regarding y response
	Comple y	Mos y	Part	Not at all		
1. Is there a documented M& structure in the GDHSD?					M&E organisat structure	
2. Are the functions and staff of the M&E M organisational structure c					M&E job descripti	
3. Is there a dedicated budg					M&E budg	
4. Are all positions in the M structure filled?					Vacancy	
5. Has staff responsible for M& training in M&E in the pa					List of tr M&E staff	

Questions	Responses				Evidence	Give comm regarding y response
	Comple y	Most y	Part	Not at all		
6. Is there a training staff responsible for M&E?					M&E train plan / schedule	

Summary

Please provide strengths and weaknesses of the structure, functions, capacity and cu

Strengths	Weaknesses

Recommendations

What are your recommendations to strengthen the M&E organisational structure, cap

Weaknesses	Recommendations

THEME 2: GDHSD s M&E FRAMEWORK

Questions	Responses				Evidence	Give comments regarding y response
	Comple y	Most y	Part	Not at all		
7. Is there an M&E Framewo an overall strategy for im M&E in the GDHSD?					M&E framewor	

Summary

Please provide strengths and weaknesses of the GDHSD s M&E framework

Strengths	Weaknesses

Recommendations

What are your recommendations to strengthen the GDHSD s M&E framework?

Weaknesses	Recommendations

THEME 2: DATA MANAGEMENT PROCESSES AND REPORTING

Questions	Responses				Evidence	Give comment regarding y responses
	Comple y	Mos y	Part	Not at all		
8. Have standard data colle reporting forms been dev					Standard data coll and deporti forms	
9. Have clear instructions o the data collection and re been provided to all repo					M&E Data Managem Manual	
10. Are there clear data flow the source up until data r office?					M&E Data Managem Manual	
11. Are there clearly docume processing steps to be fo collecting, collation, ana data					M&E Data Managem Manual	

Summary

Please provide strengths and weaknesses of data management and reporting processes in the GDHSD

Strengths	Weaknesses

Recommendations

What are your recommendations to strengthen data management and reporting proce

Weaknesses	Recommendations

THEME 4: DATA QUALITY ASSURANCE PROCESSES AND SYSTEMS

Questions	Responses				Evidence	Give comment regarding y response
	Comple y	Mos y	Part	Not at all		
12. Are there data quality co					M&E Data	

Questions	Responses				Evidence	Give comment regarding y response
	Comple y	Mos y	Part	Not at all		
when data from paper-based forms entered into computer					Managem Manual	
13. Are all source documents forms available for verifi purposes?					Source document	
14. Is data maintained accord and/or international confi Guidelines?					M&E Data Managem Manual	

Summary

Please provide strengths and weaknesses of data quality assurance processes and s

Strengths	Weaknesses

Recommendations

What are your recommendations to strengthen the processes and systems for data quality assurance?

Weaknesses	Recommendations

THEME 5: THE LINKS BETWEEN THE GDHSD S AND NATIONAL GOVERNMENT S REP

Questions	Responses				Evidence	Give comment regarding y response
	Comple y	Mos y	Part	Not at all		
15 When applicable, is data a single channel of natio system?					Data flow process r	
16 When available, are relev used for data collection a					Complete National Forms	
17 Are GDHSD s reporting ti harmonised with relevant government s timeliness					Reporting schedule national	

Questions	Responses				Evidence	Give comment regarding y response
	Comple y	Most y	Part	Not at all	governme	

Summary

Please provide strengths and weaknesses of linkages between the GDHSD s reportin

Strengths	Weaknesses

Recommendations

What are your recommendations to strengthen linkage between the GDHSD s reporti system?

Weaknesses	Recommendations