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Assessing monitoring and evaluation system implementation challenges: A case of a Botswana Government Ministry

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WITS Graduate School of Governance

Thesis presented in partial fulfilment for the degree of Master of Management (in the field of Public Sector Monitoring and Evaluation) to the Faculty of Commerce, Law, and Management, University of the Witwatersrand

April 2021

DECLARATION

I Neo Naledi Metla declare that this research report entitled '**Assessing monitoring and evaluation system implementation challenges: A case of a Botswana Government Ministry'** is my own unaided work. I have acknowledged, attributed, and referenced all ideas sourced elsewhere. I hereby make a submission in partial fulfilment of the requirements of the degree of Master of Management (Public sector monitoring and evaluation) in the University of the Witwatersrand, Johannesburg. I have not submitted this report before for any other degree or examination to any other institution.

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Signed at Johannesburg on 30th April 2021 

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Abstract

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Thesis title: Assessing monitoring and evaluation system implementation challenges: A case of a Botswana Government Ministry

The Botswana Government instituted for monitoring and evaluation of government projects and programmes in order to redress issues of accountability, transparency and oversight (Lahey, 2015). The aim is to strengthen programme performance and ultimately lead to improved service delivery to the targeted beneficiaries and inform policy decision (NDP11 Performance Framework, 2017-2023). This study utilised a qualitative research strategy and case study research design to conduct the empirical part of the research.

The research participants were recruited through purposive sampling. Eight (8) MYSC employees ranging from Executive Management, Senior Management and Management were sampled and interviewed. A semi-structured interview was used to collect information from the respondents. The data analysis was through thematic analysis after transcription of the audio recorded interviews. The findings reveal that there are challenges emanating with implementation of the monitoring and evaluation system in MYSC although it is perceived to be a critical system in guiding programming and improving the ministry's performance. These challenges are fostered by the lack of accountability, transparency and an oversight not adequately providing guidance and playing its support role. Ultimately they limit inputs, result in unplanned or unmet activities, and fail to produce outputs and consequently prevailing unintended outcomes that cannot serve as concrete evidence for policy decisions.

These perceptions confirms the implementation theory, which proclaims that execution of a programme requires appropriations, personnel, talent, time, energy, and equipment available to administrators, their unavailability will decrease the probability of achieving successful results (Vedung, 2017). The theory of change which implies that it is necessary to ensure all are planned for and provided adequately. This research concludes that implementation of the monitoring and evaluation system in MYSC needs to be improved and crucially supported, this requires for improved accountability, transparency and a functional oversight.

Johannesburg, April 2021

Table of contents

DECLARATION....ii
Abstract…iii
Table of contents....iv
List of tables vii
List of figures viii
List of tables and figures in the appendices....ix
Acknowledgements....x
1 Introduction to the research....1
1.1 Background....1
1.1.1 Evolution of monitoring and evaluation in Botswana Government Ministries....1
1.1.2 Monitoring and Evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development....3
1.1.3 Implementation of the monitoring and evaluation system....4
1.2 Towards decoding challenges of implementing the monitoring and evaluation system in a Botswana Government Ministry....5
1.2.1 The Research Problem Statement....5
1.2.2 The Research Purpose Statement....7
1.2.3 The Research Questions....8
1.3 Delimitations of the research....8
1.4 Justification of the research....8
1.5 Preface to the research report....9
2 Reviewing Literature to derive the conceptual framework....11
2.1 The Botswana Government and Ministry of Youth Empowerment, Sport and Culture Development (MYSC); history and description....11
2.1.1 Describing Botswana and its population demographics and Economic growth....11
2.1.2 Describing Ministry of Youth Empowerment, Sport and Culture Development history; mandates and structure....13
2.1.3 Monitoring and Evaluation in the Ministry of Youth Empowerment, Sport and Culture Development....15
2.2 Challenges of lack of accountability, transparency and oversight; symptoms, roots causes, and consequences....17
2.3 Methods, data, findings, and conclusions of studies on and evaluations of monitoring and evaluation systems....27
2.4 Introduction to implementation and its components and processes....34
2.4.1 Describing implementation....35
2.4.2 The purpose of implementation....36
2.4.3 Major components of implementation....36
2.4.4 Major processes of implementation....38
2.4.5 Established facts in implementation....40

2.4.6 Key issues in the study of implementation 40
2.5 Key attributes of implementation studies towards implementing monitoring and evaluation systems....41
2.5.1 Inputs 42
2.5.2 Activities 43
2.5.3 Outputs 44
2.5.4 Outcomes....45
2.6 Established frameworks for interpreting empirical results on monitoring and evaluation systems....47
2.6.2 Theory of change....51
2.6.3 The Results Chain 53
2.6.4 The implementation theory, theory of change and results chain framework of monitoring and evaluation systems 54
2.7 Challenges of implementing the monitoring and evaluation system in a Botswana Government Ministry, a conceptual framework....55
3 Research strategy, design, procedure and methods....60
3.1 Research strategy....60
3.2 Research design 62
3.3 Research procedure and methods 64
3.3.1 Research data and information collection instrument(s) 64
3.3.2 Research target population and selection of respondents 67
3.4 Research strengthens—reliability and validity measures applied 77
3.5 Research weaknesses—technical and administrative limitations....78
4 Presentation of research results....80
4.1 Implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development 81
4.1.1 Presentation of empirical research results....81
4.2 Challenges of implementing the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development....86
4.2.1 Presentation of empirical research results....86
4.3 Lessons on how to implement monitoring and evaluation system in government departments of ministries 94
4.3.1 Presentation of empirical research results....94
4.4 Conclusions....99
5 Discussion of research findings.... 101
5.1 Implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development 101
5.1.1 Employees' knowledge and understanding of the monitoring and evaluation system ……..101
5.2 Challenges of implementing the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development.... 104
5.2.1 Organizational Structure towards advocacy and ownership of the monitoring and evaluation system.... 104
5.2.2 Role playing and clarity 105
5.2.3 Budgeting for monitoring and evaluation system implementation 106

5.2.4 Capacity building and training towards implementation 107
5.2.5 Monitoring and evaluation results utilization towards policy decisions 108
5.3 Lessons on how to implement monitoring and evaluation system in government departments of ministries 109
5.3.1 The need for Monitoring and Evaluation system 109
5.3.2 Accountability and oversight to facilitate improved reporting 110
5.3.3 Transparency for advocacy towards monitoring and evaluation system utilization 111
5.4 CONCLUSION 112
6 Summary, conclusions, limitations, and recommendations 114
6.1 Summary 114
6.2 Conclusions 116
6.3 Limitations 118
6.4 Recommendations 119
References …… 122
Appendix 1.1: Consent Form and Interview guide 131
Appendix 1.1: Information sheet 134
Appendix 1.3 Transcript: Interview with Respondent 2 135

List of tables

1. Table 1; Results Chain Framework for MYSC monitoring and evaluation System

List of figures

1. Figure 1: Botswana map showing different districts and regions
2. Figure 2: Functional Ministry of Youth Empowerment, Sport and Culture Development Organogram
3. Figure 3: cascading up and down of indicators
4. Figure 4: Employment of Interns by Sector
5. Figure 5: Implementation of monitoring and evaluation system problem tree
6. Figure 6: Components towards guiding implementation of monitoring and evaluation System
7. Figure 7: Processes in Implementation
8. Figure 8: Results Based Model linked to the Process Evaluation under Implementation Studies
9. Figure 9: Process Evaluation; monitoring and evaluation system implementation challenges in a Botswana Government Ministry, a conceptual framework
10. Figure 10: Respondents by positions
11. Figure 11: Respondents by gender
12. Figure 12: Age distribution of respondents
13. Figure 13: Summary, Conclusions, Limitations, and Recommendations

List of tables and figures in the appendices

Appendix 1.1: Consent Form and Interview guide
Appendix 1.2: Information sheet
Appendix 1.3: Transcript: Interview
Appendix 2.1: Consistency Matrix

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When God declared he had the plans for us, I knew I could depend on him for anything.

Mama this is for you, I look unto the heavens and I know you smiling and proud of your daughter. You were a real teacher, you pushed and believed this is what I deserved and could do.

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Jeremiah 29 verse 11

1 INTRODUCTION TO THE RESEARCH

1.1 Background

This research explores the challenges of implementing a monitoring and evaluation system in a Botswana Government Ministry. However, before getting to the research problem statement (Section 1.2) and consequently the purpose of this research (Section 1.3) as well as the research questions (Section 1.4), the paper briefly introduces the terms and concepts that have been used in conceptualizing this research. Section (1.1.1) introduces monitoring and evaluation system within the Botswana Government and how it paved ways for establishment at Ministry level, this includes discussions of accompanying key terms and concepts as used in the whole study, further section (1.1.3.2), gives a more broad and general introduction of the research context (Ministry of Youth Empowerment, Sport and Culture Development) and its association with monitoring and evaluation systems.

1.1.1 Evolution of monitoring and evaluation in Botswana Government Ministries

Monitoring the systematic and routine collection of information from projects and programmes (Porter & Goldman, 2013), whereas evaluation is a systematic process used to determine the merit or worth of a programme in a specified context (Guskey, 2000). According to Scriven (1991), monitoring and evaluation has amplified dominance over the past two decades, bringing out a wealth of body of literature for evaluators. Once more, monitoring and evaluation in Africa is as a result of the amount of pressure for governments to produce evidence when making policy change is seen largely from African politicians and technocrats (Wotela, 2017a). Kusek & Rist (2004) emphasise the need to institutionalise monitoring and evaluation within the public sector, ultimately this led to increased pressures on governments to be more responsive to the demands of internal and external stakeholders for good governance, accountability and transparency, and delivery of tangible results.

Monitoring and evaluation entrenched into the Botswana government's performance framework aimed for accountability for performance results, and opportune interventions for strengthened national strategy on a continuous basis (Mothusi, Lekorwe, & Pitso,

2016). Monitoring and evaluation inclusion in the Botswana Government Ministries became core when its straddles showed in the National Development Plan 10 (NDP 10) and further pronounced in the National Development Plan 11 (NDP11). The Botswana National Performance monitoring and evaluation Policy (2017) highlights that under the National Development Plan (NDP) 10, an effort was made to modernize monitoring and evaluation and move beyond its traditional focus on activities and outputs towards a more systematic approach to capture information on the results of policies,and programmes.

The focus on monitoring and evaluation in Botswana was loudly articulated by the National Development Plan 11 (NDP 11) and as argued by Wotela (2017) this might have been aroused by increase in the demand for Monitoring & Evaluation in Africa. The integration of M& E systems has been more evident in recent years as observed in the operations and formulation of government institutions such as the National Strategy Office in Botswana and the Department of Performance, Monitoring and Evaluation in South Africa. This indicates ownership by the governments and as Segone (2010) observed, the adoption and implementation of M&E systems implies a particular cultural, social and political context of understanding.

The National Strategy Office (NSO) with the technical guidance of the World Bank accordingly facilitated the process of developing a Botswana National Monitoring and Evaluation System (NMES) in 2013 and tasked with the responsibility of leading the implementation of the monitoring and evaluation function to monitor performance (National Development Plan 11 Performance Framework 2017-2023). This is particularly carried out through the National Monitoring and Evaluation System (NMES) which exist and attempts to put in efforts to improve public sector performance and strengthen the sector effectiveness, efficiency, transparency and accountability (Botswana National Performance Monitoring and Evaluation Policy, 2017).

Although there is evidence of support to strengthen performance monitoring and evaluation, the NDP 11 articulates that the Government of Botswana is committed to strengthening performance monitoring and evaluation (NDP11 Performance Framework, 2017-2023). The manual is to provide guidance for stakeholders across the Government of Botswana and beyond on how to implement the Performance monitoring and evaluation function effectively through a well-functioning National monitoring and evaluation System that is fully integrated with existing strategic plans, budgets, and performance management systems (Kawonga, Blaauw, & Fonn, 2012).

1.1.2 Monitoring and Evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development

Monitoring and evaluation system acts as a facilitator in what organizations consistently do or apply to get full results (Kusek & Rist, 2004). This consists of human capacity, financial resources, data collection and analysis and presentation of findings to inform decision making (Kusek & Rist, 2004). It is therefore necessary to have a good understanding of monitoring and evaluation in programming, and foremost investing in monitoring and evaluation activities, such as capacitation of implementers, who will learn to produce credible data and meet the reporting timeliness (Rossi, Lipsey, & Henry, 2018). Chilisa et.al (2017) emphasize that monitoring and evaluation exist explicitly to regulate the implementation of programs, which configures what evaluators should see, and how they should measure and ultimately report the realities as presented by implementation.

The Ministry of Youth Empowerment, Sport and Culture Development (MYSC) was established through a Presidential Directive in January 2007 (MYSC Strategic Plan 2017-2022). The Ministry's mission is to create an enabling environment for individuals to realise their potential for a better quality of life in a society that has a sense of identity and belonging through the development of sport, preserving culture and heritage and empowering the youth to be self-sufficient and contribute to the country's economic growth (MYSC monitoring and evaluation Framework 2017-2022).

In 2014, a monitoring and evaluation unit was established to guide and facilitate measurement of progress towards implementation of all the policies housed within the Ministry such as National Action Plan for Youth (2010), Botswana National Sport Commission Act (2014), National Sport and Recreation Policy for Botswana (2001), and National Policy on Culture (2001) (MYSC Strategic Plan 2017-2022).

For a monitoring and evaluation system to be functional it needs to strive for continuous improvement over transformation (Naing, 2017). Transformation accords that there is a total overhaul of processes and an adoption of new ones and, the integration of more harmonized and results orientated approaches (MacIntosh & MacLean, 1999). Consequently this implies that the implementers see value in the activities as well as their contribution, the intended results are achieved which are fostered by motivation and the end result which enables reliable reporting and informed decision making (Saremi &

Mohammadi, 2015). Furthermore, data integrity needs to be attended to in order to improve quality, reliability, completeness, and accessibility of data (Herrera & Kapur, 2007).

1.1.3 Implementation of the monitoring and evaluation system

An eminent need for monitoring and evaluation is to ensure that information is not influenced to omit negative findings, hide under performance, exaggerate success over failures, and favour a particular group of institutions or society but rather guide towards good performance of an organization (Kimaro & Fourie, 2017). Implementation is a broad process but the study aims to discuss implementation in the context of monitoring and evaluation. Implementation of the monitoring and evaluation system requires that organizations consistently assess progress and mitigation needs to fully benefit from the system (Kusek & Rist, 2004). In theory implementation is the production of outputs and ultimately resulting in implementation outcome which implies that measurable change in the larger problem has been addressed by the programme (Paudel, 2009).

Government's effort towards improved implementation which is a reflection of accountability and transparency is seen through the ability and effort of Ministries to report and perform to some extent. And this is measured through the executive which authenticates that oversight and accountability to the legislature is as cardinal to good governance (Chikwema & Wotela, 2019).

Ministry of Youth Empowerment, Sport and Culture Development (MYSC) implements its programming within a legal framework of policies and legislatures set and agreed by the government, and these policy and legislative frameworks are a reflection of progress towards good governance. As attributed, it is important to measure monitoring and evaluation implementation ambitions of an organization versus the reality; that is the challenges they are exposed to (World Bank, 2010; Wotela, 2017). Implementing monitoring and evaluation system requires resources of various kinds that can ease the process, and it is important to ensure equal distribution to the implementation activities. As stated by Rossi, Lipsey, & Freeman (2004), these resources are human resources, systems and budget which allows for training and coaching for implementation to take effect, and the activities include data collection, analysis and reporting which require proper management in terms of meeting time-lines and budget.

Monitoring and evaluation systems constitutes that organizations reflect and repeats what has worked and that fosters accountability and transparency (Wotela, 2017). In order to

sustain the monitoring and evaluation system and ensure they are fully functional, the organization has to ensure that there are inputs: Human resource capacitation with clear roles and accountabilities, internal monitoring and evaluation coordination and management involvement and support in the monitoring and evaluation processes across organizations (Khan, 2003).

1.2 Towards decoding challenges of implementing the monitoring and evaluation system in a Botswana Government Ministry

This section discusses the research problem statement (Section 1.2.1), the research purpose statement (Section 1.2.2), and the research questions/proposition (Section 1.2.3).

1.2.1 The Research Problem Statement

The Government of Botswana has been able to create strong policies, interventions, programmes, and legislation (Government of Botswana and United Nations Sustainable Development Framework (UNSDF) 2017 - 2021). These include interventions such as monitoring and evaluation systems which is seen during the implementation of the National Development Plan 10 (NDP 10). The main focus on monitoring and evaluation during the NDP 10 was to modernize it and move beyond its traditional focus on activities and outputs towards a more systematic approach to capture information on the results (National Development Plan 11 Performance Framework, 2017). None the less the NDP 10 report shows that the efforts did not culminate the desired outcomes. A lack of sustained management and delivery of effective monitoring and evaluation programmes within organizations affected implementation of systems and caused poor reporting links within government ministries and consequently hindering good governance (Mophuting, 2014). It is in the NDP 11 that the government of Botswana makes more stringent efforts towards monitoring and evaluation policy framework and ensured its implementation by different government ministries (National Development Plan 11 Performance Framework, 2017).

Previously conducted studies such by (Maphunye, 2014; Mpofu et al. 2014; Ojok, 2016), focused on exploring monitoring and evaluation system challenges in organizations, where they were limited to factors such as budget allocation and staff complement, lack of skilled manpower and trained personnel to implement the monitoring and evaluation

system. These studies have shown inadequate discussion of the issues of accountability, transparency and oversight and how they align to monitoring and evaluation systems implementation.

However, monitoring and evaluation system is widely faced with implementation challenges, these implementation challenges highlight issues of accountability, oversight, and transparency (Mophuting, 2014). Naidoo (2012) is also of the view that the main challenge for monitoring and evaluation in Africa is the inadequate promotion of transparency and accountability, translating to implementation challenges due to these deficiencies. Mophuting (2014) augments that the existence of monitoring and evaluation systems has not resulted in improved reporting across ministries hence the need to explore these challenges and find ways to strengthen the system.

The Ministry of Youth Empowerment, Sport and Culture Development (MYSC) developed a monitoring and evaluation system in 2017. The monitoring and evaluation system in the ministry aims for improved reporting for all MYSC programmes and to enable informed evidence-based policy decisions (MYSC monitoring and evaluation Plan, 2017). However, the Ministry is still faced with implementation challenges that hinders policy decisions that are evidenced based.

As a result, this research seeks to explain issues of accountability, transparency and oversight issues and how they pose challenge support to implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development which aims for improved data quality management and facilitate evidence-based policy decisions. This study will utilise implementation theory, the theory of change and results chain framework to interpret the empirical research findings show and validate the theoretical assumptions made on why and how the implementation of the monitoring and evaluation system can influence policy or programme success or failure in reaching its targets (Auriacombe, 2011)[1].

[1] The theory of change approach was suggested for the first time in a 1995 publication, New Approaches to Evaluating Comprehensive Community Initiatives, by the Aspen Institute Roundtable on Community Change. A basic, fundamental theoretical and practical understanding of the social problem to be addressed is needed to develop a theory of change. Therefore, theory of change needs to be grounded in, or at least be informed by, both prior basic research evidence and knowledge of good practice.

1.2.2 The Research Purpose Statement

The purpose of this research is to explain the issues that pose challenges surrounding implementation of monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development (MYSC), and these are issues of accountability, transparency and oversight. In essence this should bring an understanding to determine how accountability, oversight, and transparency in the Ministry contributed to the discomfited implementation of the monitoring and evaluation system which aimed to improve data quality management and influence evidence-based policy decisions through timely and quality reporting.

Firstly, the research reviews the literature on challenges of implementation of the monitoring and evaluation systems which will ultimately guide with the data collection on the relevant attributes. Consequentially, discusses the symptoms, underlying root causes and consequences of the underlying challenges. Secondly, a review of past studies and documented frameworks helps this research to establish frameworks that can interpret the empirical findings on the implementation of the monitoring and evaluation system.

Third, this research uses the review of literature to develop a conceptual framework on "Assessing monitoring and evaluation system implementation challenges; A case of a Botswana Government Ministry". The conceptual framework gives the research empirical guideline to conduct, collect data on attributes that are deemed critical to the implementation of the monitoring and evaluation system, these are inputs, activities, outputs and outcome which will assist in determining implementation processes. Fourth, the study selected an appropriate research strategy, research design, procedures and methods to assess the challenges in the implementation of a monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development.

Firth, primary data from the research is analysed and interpreted utilising the selected interpretive theories and frameworks, this data analysis is employed to explain the research results and establish if this is anywhere close to the expected outcomes are an improved MYSC reporting and evidence-based policy decision making. This research applied the implementation theory, theory of change and results chain framework to interpret research results.

In conclusion, the study will contribute to the theoretical and empirical knowledge gap on the challenges of implementing monitoring and evaluation systems.

1.2.3 The Research Questions

1.2.1.1 Is the monitoring and evaluation system being implemented as envisaged in the Ministry of Youth Empowerment, Sport and Culture Development?

1.2.1.2 What are the challenges faced by Ministry of Youth Empowerment, Sport and Culture Development in implementing the monitoring and evaluation system?

1.2.1.3 What are the lessons on how government ministries should implement a monitoring and evaluation system?

1.3 Delimitations of the research

Delimitations of a study are defined as boundaries that are set by the researcher in order to control the range of a study (Makhooa, 2018). This study dwells on the implementation studies as a field of study which embodied in Governance (Gamakulu & Wotela, 2016). In governance, diagnostics talks to the need for monitoring and evaluation system at MYSC, and the study assumes that a thorough needs assessment was carried out hence the establishment of the monitoring and evaluation unit.

This study is centred on implementation formulation stage (Management, Process/Monitoring) and exclude the other aforementioned stage of governance. Management focuses on formulating and implementing strategies and utilizing resources to effectively and efficiently deliver on the mandate of an organization (Gamakulu & Wotela, 2016). In this study, management as a component will focus on accountability, transparency and oversight to ensure effective and efficient utilization of monitoring and evaluation system to inform policy decisions at MYSC.

In achieving the purpose of this research, a qualitative research strategy is employed, utilizing a case study research design in order to explain the challenges faced by MYSC in implementing the monitoring and evaluation system. The research respondents were selected using a purposive sampling approach as key respondents. Semi-structured interview schedule was used to collect information during face to face interviews.

1.4 Justification of the research

The Botswana Government introduced monitoring and evaluation during the implementation of the National Development Plan nine through to ten (NDP9, 10), and it is in NDP 11 that all the Ministries where tasked with ensuring existence of these systems. Monitoring and Evaluation System advocates for utilization of monitoring and

evaluation results across all Government Ministries (Goergens, 2010). According to the literature reviewed, successful implementation of the monitoring and evaluation system is beneficial to an organization as largely contributes to the availability of data to be used in decision making processes (Mpofu et al., 2014a).

Lahey (2015) shows that there are problems with the quality of information currently generated by the monitoring and evaluation systems due to implementation processes. It is therefore important to explore how MYSC in particular is implementing this system and hence the need to explore the challenges associated with implementation. Ultimately, the study will to show the need for institutionalised monitoring and evaluation systems and how effective management can bring about confidence in data collected that is highly used for policy decisions. Theory of change and implementation theory guides better in terms of what the organization may need to employ to achieve set goal and targets (Hill & Hupe, 2002a). As the reviewed past and current studies did not explicitly employ these theories, this study utilised the research gap and employed them to close the research gap and interpret research results.

This study contributes to the school of thought of governance in which it needs for proper implementation of systems (Botlhale, 2015). Monitoring and evaluation has come in at the right time to help predict and track progress. Furthermore, the research results should help the Ministry understudy, the government oversight to ensure that precautions and measures are put in place to see effective and efficient programming and utilisation of systems.

1.5 Preface to the research report

To this end, the report has six chapters.

Chapter 1 introduces the study that is the background of the monitoring and evaluation systems in Botswana, implementation of monitoring and evaluation system in Ministry of Youth Empowerment, Sport and Culture Development. The chapter also discusses the problem statement, research purpose up-to to the justification for this study to be carried out.

Following this introductory chapter, is Chapter 2, here an analysis of the previous and current research that did similar research is carried out which eventually leads to the identification of the knowledge gap. Moreover, a detailed discussion on implementation studies as a broad academic field of study in understanding challenges of implementing

monitoring and evaluation system and establish attributes that will assist with information collection. There is need to discuss theoretical underpinnings or frameworks that can interpret empirical findings on the implementation of the monitoring and evaluation system hence a thorough discussion of this section is subjected to this chapter and thereby conclude by developing a conceptual framework.

Chapter 3 discusses the research strategy, design, procedures, that is highlighting designs and procedures adopted by this study. The study utilized qualitative research strategy to interrogate the research questions. Employees from the Ministry of Youth Empowerment, Sport and Culture Development (MYSC) were interviewed and applied thematic analysis to analyse the information collected. The study utilised a thick description procedure to ensure credibility by providing detailed description of the themes, research setting and participants of the study (Badenhorst, 2016).

Chapter 4 and Chapter 5 presents the empirical results and discusses research findings respectively, all these under specified and determined themes to answer the research questions. Furthermore, the study utilised implementation theory, theory of change and results-chain framework to interpret the research results. The findings revealed that implementation variability is inevitable and this is because of contextual characteristics Lendrum & Humphrey (2012). However, it is evident that there is need for advocacy towards utilisation of M&E results to better inform policy decisions. In which iimplementation theory advocates for presence of key role players, who in turn need to be considered even before drafting of policies or interventions to be implemented (Hill & Hupe, 2002a). Resource allocation is also revealed to be a key component in ensuring monitoring and evaluation systems are effective and efficient, and according to theory of change which is premised on the IF and THEN logic, indicates that if needed resources to operate an intervention are provided, then implementers can use them to accomplish planned activities (Vogel, 2012).

Chapter 6 summarises and concludes the research. This section, research is described by highlighting key issues, and research methods, findings, interpretation of data and conclusions that are arrived at. An overview of the research limitations is shared and discussed to show and acknowledge gaps that are identified at the end of the research and discusses recommendations to guide future research for similar projects.

2 REVIEWING LITERATURE TO DERIVE THE CONCEPTUAL FRAMEWORK

This chapter has four broad objectives; to drive an understanding towards the research problem (Sections 2.1 and 2.2) to identify the knowledge gap (Section 2.3), to develop a theoretical framework for interpreting the findings (Sections 2.4, 2.5, and 2.6), and to conceptualize the research approach (Section 2.7). Specifically, in Section 2.1, the study briefly describes the research context in preparation for Section 2.2 in which it details the research problem analysis unpacking the symptoms, root causes and consequences. In Section 2.3, it is a review of literature on studies that have attempted to evaluate methods, data, findings, and conclusions of studies of monitoring and evaluation systems this is mainly to establish the knowledge gap. With this knowledge, the research situate itself within implementation studies and its key components which will give the study its attributes in Sections 2.4 and 2.5. Further, this study in Section 2.6 identified implementation theory, theory of change and results chain as the most relevant frameworks for interpreting the research findings.The last Section (2.7) provides a road map of how this research intends to evaluate the challenges of implementing the monitoring and evaluation system in a Botswana Government Ministry named a conceptual framework.

2.1 The Botswana Government and Ministry of Youth Empowerment, Sport and Culture Development (MYSC); history and description

This section describes and introduces the research context or the setting; thus it describes Botswana Government and also the Ministry of Youth Empowerment, Sport and Culture Development (MYSC) as used in this study. It provides an overview of the Botswana Government with the Ministry highlighting historical background and the trends of the understudied.

2.1.1 Describing Botswana and its population demographics and Economic growth

Botswana is a landlocked nation straddling the Tropic of Capricorn at the centre of southern African plateau. The Botswana Demographic Survey (BDS) conducted from August to October 2017 estimated a total population of 2,154,863, of which 1,034,578

are males and 1,120,285 females (Statistics Botswana, 2018)[2]. Prior to independence, "the contribution of the mining sector to national gross domestic product (GDP) was trivial, but this changed when the discovery of diamond deposits was announced in 1967" (Hillbom & Bolt, 2015; p. 10).

McCaig et al., (2015) emphasize the points raised by Hillbom & Bolt (2015) that diamonds played a significant role in fuelling Botswana's economic growth between 1968 and 2010 after the discovery of diamonds in three sites, which are Jwaneng, Orapa, and Letlhakane and as a result, Botswana became classified as an upper-middle-income country. Botswana Tourism and Agriculture sectors contribution towards the growth of the economy seem to have plunged from around 2010 by tourist's visits and export of beef to European countries.

Figure 1 Botswana map showing different districts and regions



Source: Motivated Strategies for Learning and Cognitive Styles among a Sample of UAE High School Students, 2015

As shown in the above figure, Botswana shares its borders with Namibia to the west and north, Zambia and Zimbabwe to the north-east of South Africa to the east and south (Botswana Review, 2015). The capital city of Botswana is Gaborone and is located in the south-eastern corner of Botswana on the Ngotwane River, a mere 15 kilometres from the South African border (Botswana Review, 2015). The Ministry of Youth Empowerment,

[2]http://www.statsbots.org.bw/sites/default/files/publications/Botswana%20Demographic%20Survey%20Report%202017.pdf

Sport and Culture Development (MYSC) headquarters is located in the capital city of Botswana Gaborone, and has operational offices in the nine districts across Botswana as illustrated by figure 1.

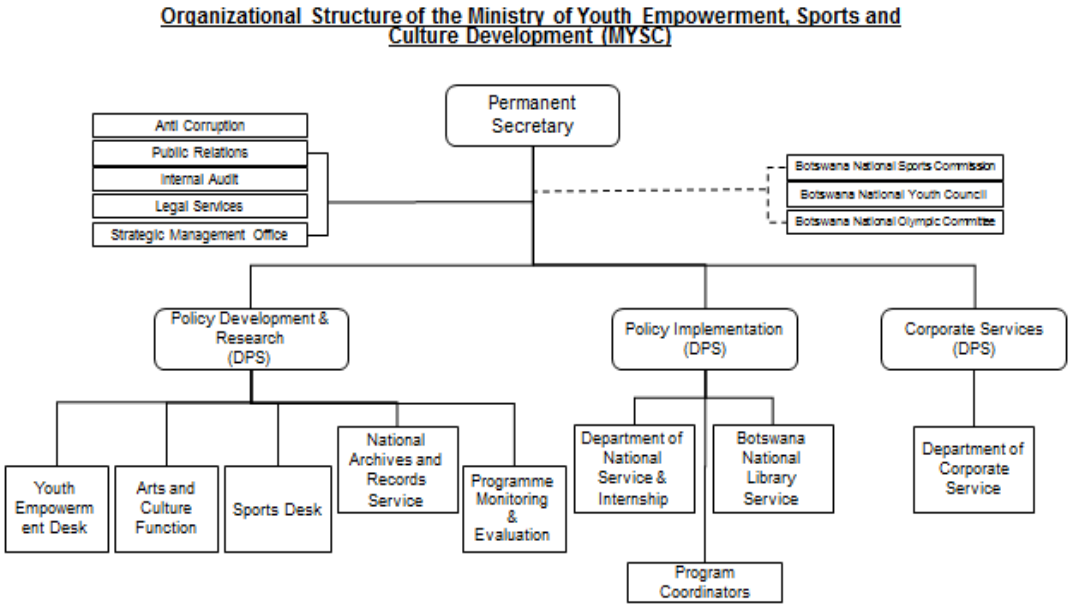
2.1.2 Describing Ministry of Youth Empowerment, Sport and Culture Development history; mandates and structure

The Ministry of Youth Empowerment, Sport and Culture Development (MYSC) established through a Presidential Directive in January 2007 came about as a result of Government's heed to the nations' cry that their needs be adequately met. Therefore, the Ministry was charged with the responsibility of implementing the Culture and Youth, National Library Services, Sport and Recreation, National Museum, Monuments and Art Gallery and National Archives and Records Services missions and these departments had been operating independently under the leadership of Directors (MYSC Strategy Plan, 2007).

The Ministry has over the years made efforts to develop strategic plans that are aligned to the National Visions, National Development Plans (NDP'S), Millennium Development Goals (MDG'S), and currently the Sustainable Development Goals (SDG's) to meet the international reporting standards. These strategic plans date back as far as 2007, where only a draft was produced and currently the Ministry is operating with the Strategic Plan of 2017- 2022. Nevertheless, in 2014, MYSC underwent restructuring, the Ministry was thus renamed in 2016; the renaming encompassed the word "Empowerment" for the Youth and "Development" for Sport and Culture to meet the evolving needs of the customers (MYSC Annual Report, 2017/18). The Ministry currently carries out its mandate through its six (6) core functions; Youth Empowerment, Sport and Recreation, Arts and Culture, National Service and Internship, National Library Services and lastly National Archives and Records Services.

These functions are operating at HQ under the leadership of policy specialists and directors viewed as management (MYSC Strategy Plan, 2007). This widely spread- policy implementation has led to the delays in submissions of reports, and resulted also in unreliable reporting; where data is inaccurate or at times there is no data collection (MYSC Annual Report 2015/16).

Figure 2 Functional MYSC Organogram



Source: MYSC_Organization Structure _Baseline March 2017 report

Figure 2 depicts a functional MYSC structure lead at the helm of headquarters, "the Minister is appointed and assisted by the accounting officer who is designated the Permanent Secretary" and are assisted by Deputy Permanent Secretaries (National Development Plan 11, 2017-2023; p.2). The Deputy Permanent Secretaries in MYSC have three distinct roles to play as illustrated in the figure above; they are assigned either role of corporate services management, policy development and research and lastly policy implementation. Corporate services management arm plays the role of ensuring that efficient and effective human resource is appointed to implement the interventions across the districts through Policy Implementation arm. Policy development and research arm on the other hand is tasked with ensuring review of policies and carrying out research to inform policy decisions. The latter ensured the establishment of the monitoring and evaluation unit which is tasked with coming up with interventions to help the Ministry achieve its goals and objectives.

MYSC Strategic Plan (2017) indicates that the Monitoring and Evaluation Unit was established in 2014 and ultimately a monitoring and evaluation Plan in 2017 was developed in alignment with the ministry's Strategic plan 2017-2021. This plan aimed to guide towards implementation and provide valuable programme intelligence to the Ministry for decision-making. It is important to acknowledge that management buy-in and interest are key Management buy-in goes beyond interest, it goes with developing a

concrete monitoring and evaluation structure, understanding the role of monitoring and evaluation (Zall Kusek & Rist, 2004)

Towards strengthening the MYSC operations and making strides to ensure that the demands of the different programmes beneficiaries are met, the Ministry on behalf of the Policy Development and Research arm made a submission of budget of three hundred and seventy six thousand Pula (P376 000) to develop and configure a pilot Information Management system[3] in 2017. The information system aims to improve efficiency from districts up to headquarters to close data gaps and standardize data collection. Notwithstanding, this allocated budget will only allow for pilot project and in fewer districts, therefore budget plans for expansion are necessary to allow for roll out to the rest of the districts.

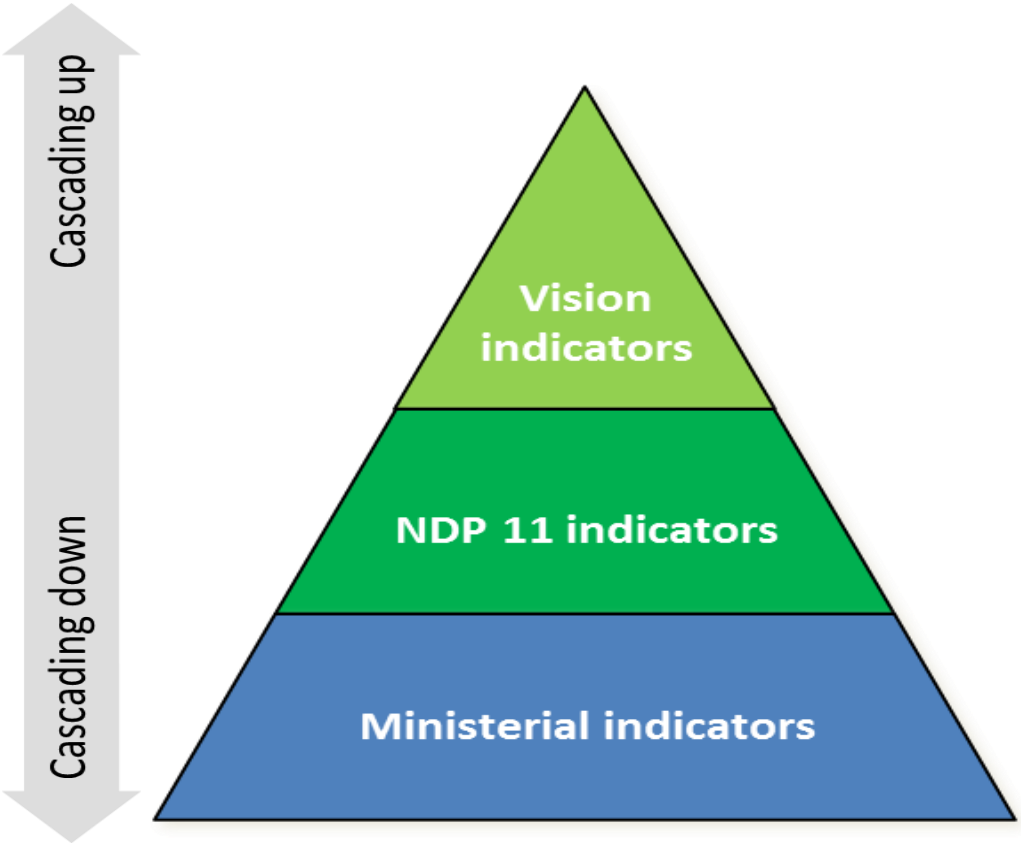
2.1.3 Monitoring and Evaluation in the Ministry of Youth Empowerment, Sport and Culture Development

Monitoring and Evaluation entrenched into the government's performance framework aimed to ensure accountability for results, and timely interventions to re-focus and strengthen the national strategy on a continuous basis (Mothusi et al., 2016). Nonyane (2019) defines monitoring as a frequent and routine exercise that aims to ensure effective performance of a programme and further describes evaluation as analyzing results gathered from monitoring and from decisions taken to facilitate a programme implementation.

Monitoring and evaluation inclusion in the Botswana Government Ministries became core when its straddles showed in the NDP 10 and further pronounced in the National Development Plan 11 (NDP11). The aim of this development was to enhance Ministries performance reporting.

[3] https://www.facebook.com/Botswana.Government/photos/statement-on-the-20172018-recurrent-and-development-budget-proposals-by-hon-thap/1267004670048855/

Figure 3: cascading up and down of indicators



Source: Botswana National Performance Framework, 2017

Figure 3 illustrates how cascading takes place in Botswana government to ensure that there adequate reporting at all levels. These developed indicators according to figure 3 have been aligned to the National and International indicators such as National Development Plan (NDP11), Sustainable Development Goals (SDGDs), National Performance Framework to show accountability to national reporting systems. These are instituted by the government's oversight - National Strategy Office (NSO), which is currently assisting Ministries report the NDP 11. Herein, Performance Frameworks have been developed for different ministries to track performance of the set indicators. Monitoring and evaluation is viewed as a key element in the transformation of the public sector to be efficient, effective and responsive to citizens and parliament (Porter & Goldman, 2013).

However, the benefits of building a strong monitoring and evaluation system with functional components is not understood, emphasis is that the current reporting across Ministries has not improved; hence the need to explore why these challenges still exists and find ways to strengthen the system (Mophuting, 2014). The existing data collection and reporting tools for performance tracking are not harmonized and their interpretations

tend to differ across MYSC functions including the various reporting levels national and district levels (MYSC Strategy 2017-2022). Monitoring and evaluation implementation in MYSC as supported by oversight bodies such as National Strategy Office (NSO) will enable the ministry produce frameworks. Reports show that MYSC through NSO has been able to draft a Ministerial Performance Framework in 2018, and this has been used to guide and contribute to the Mid-term review of the NDP 11 (MYSC Annual Report, 2018/19).

2.2 Challenges of lack of accountability, transparency and oversight; symptoms, roots causes, and consequences

This section is the preliminary analysis that aimed to reveal and understand the research problem in its context or setting. Therefore, this subsection assesses the three main issues in implementing a monitoring and evaluation system, these are issues of accountability, oversight, and transparency; and under all these three issues the symptoms, root causes and consequences are discussed and unravelled to show their impact in the implementation of the intervention.

Accountability comes in the form of reporting on resource allocation and measuring the allocation it against the desired output (return on investment) and performance and if the invested time and effort was sufficient and adequate. Further this research discusses issue of transparency in the form of acting on feedback and acknowledgement of intervention under-utilization to review for efficient and effective implementation. Lastly, oversight addressed issues of existing bodies that could guide with the overall and ensure that monitoring and evaluation system are effectively utilized to inform programming.

2.2.1 History of Monitoring and Evaluation System Implementation by Botswana Government

Monitoring and evaluation function provides for accountability and transparency and strengthens governance in countries for better policy decisions, budget decision making and management which is driven by corrective and committed implementation (Wotela, 2017b). This was followed by establishment of Government Implementation Coordination Office (GICO) in 2007. The aim of this establishment was to track and monitor project implementation by Government Ministries. None the less Botswana's implementation has a chequered history especially at policy and programme level, this was evident with the poor implementation of the National Development Plan 9 (NDP9) for

financial years 2003/4 – 2008/9 (Botlhale, 2017). Lack of accountability and transparency led to this downfall (Botlhale, 2015). However, other studies highlight that poor implementation might have been caused by the emergence of the HIV/AIDS scourge in Botswana which meant diverting the budget during implementation of NDP 9 to address the pandemic, this generally implied that government was taking accountability and mitigating problems (Segone, 2010).

What monitoring and evaluation qualifies is that the provision of evidence that guides policy decisions is guaranteed, that is to say evidence on projects or programmes will be available to serve as source of information on the change processes in order to measure benefit on the livelihood of people (Botlhale, 2017). Hence an oversight establishment in Botswana is seen as a critical component after the government realised continuous decline in accountability and implementation. It became evident when the government established the Botswana National Productivity Centre (BNPC) in 1993 to ensure high level implementation and productivity in the work place through training and consulting to be productive and competitive (Kaunda, 2008). BNPC supports the National Strategy Office (NSO) mandate, whose main mandate is to focus on government projects and programme implementation (Botlhale, 2015).

Since independence in 1966 the government of Botswana produced a series of National Development Plans (NDP's) which are in line with the sixteen (16) Africa's Public Service Delivery & Performance Review approach of development planning [4]. A government shows its commitment to monitoring and evaluation system and its offing by having it linked to the National Development Plan (NDP) hence the need for governments to realise the vitality and benefits of having a National Monitoring and Evaluation System (NMES) to ensure sustainability of monitoring and evaluation systems (Lahey, 2015). It is in the NDP 10 that monitoring and evaluation saw the light when it was first emphasized, with the hope that accounting officers will use the evidence to account for implementation (Botlhale, 2017). This was the government's efforts to have a formal and mainstream the monitoring and evaluation framework are visible in the NDP 10. Furthermore, National Development Plan 10 (NDP 10, 2008/09) became the first results

[4] https://www.finance.gov.bw/images/NDP_11_2017-2023.pdf

driven plan, even though the process of adaptation and inclusion of monitoring and evaluation stalled for a moment (Mophuting, 2015).

It is now we see the integration of monitoring and evaluation system in the operations of government institutions, and formulation of overarching bodies such as National Strategy Office (NSO) in Botswana (Segone, 2010). In countries such as South Africa they have Department of Performance Monitoring and Evaluation (DPME) and this implies ownership by the governments. As observed by Mudeme (2018) regulatory institutions such as the National Strategy Office (NSO) in the Office of the President, monitors the performance of all government institutions as well as managing the implementation of the Botswana excellence strategy which strives to ensure coherence and comprehensiveness in public governance reforms. Monitoring and Evaluation road map became fully highlighted in the National Development Plan 11 (2017 -2023) and its implementation will be guided by the National Development Plan 11 Performance Framework (Botlhale, 2017).

Establishing appropriate institutional arrangements is key in generation of monitoring and evaluation information and utilization of monitoring and evaluation information which will ensure that policy decisions are made with evidence, but failure of such reflects lack of accountability and transparency towards implementation of the system (Lahey, 2015).

2.2.2 Symptoms of Lack of Accountability, Transparency and Oversight in Implementation of the Monitoring and Evaluation System

Accountability is defined by Osisioma (2013) as a principle demanding that the government's actions be reported, explained and justified to the people frequently. While Sisa (2014) defines accountability as procedures requiring officials to align with established rules defining acceptable processes and intended outcomes. However, we see effectiveness of monitoring and evaluation systems being deterred mostly by lack of accountability, this is in the aspects of advocacy of activities (Ntoyanto, 2016). Furthermore, it is important that implementation is supported by a strong human resource management system, these include effective recruitment and selection of employees with the requisite knowledge, skills and abilities as well as having a dedicated budget plan for further training of the implementers. Lack of support is a clear indication of lack of accountability to ensure successful implementation (Sisa, 2014).

Botswana as a developing country made strides by upholding the public sector reforms interventions and these are aimed to re-establish the slagging accountability in the public sector. None the less, Mmegi 2017[5], highlights that the Botswana Council of Non-Governmental Organisations (BOCONGO) noted with concern the findings of the Auditor General Report for the year ended March 2016, which point to serious wastage of public funds and failure to account by senior public servants (Mmegi, 2017). The Auditor General (AG) report showed that about P1.5 million was spend on international trips by the Ministry of Youth Empowerment Sports & Culture Development in September 2015 and was not accounted for (Mmegi, 2017).

As monitoring and evaluation systems endure feeling the pinch of unavailable funds to support its implementation whereas other areas that are not monitored over-spending is problematic and this is acknowledged especially in the Botswana's eighth National Development Plan (NDP 8) (1997-2003), where the main challenge appears to be accountability which was presumed to be steadily declining (Kaboyakgosi & Mookodi, 2014). Kaboyakgosi & Mookodi (2014) argue that optimal accountability is vital and safeguards against redirecting implementation goals and prudent spending.

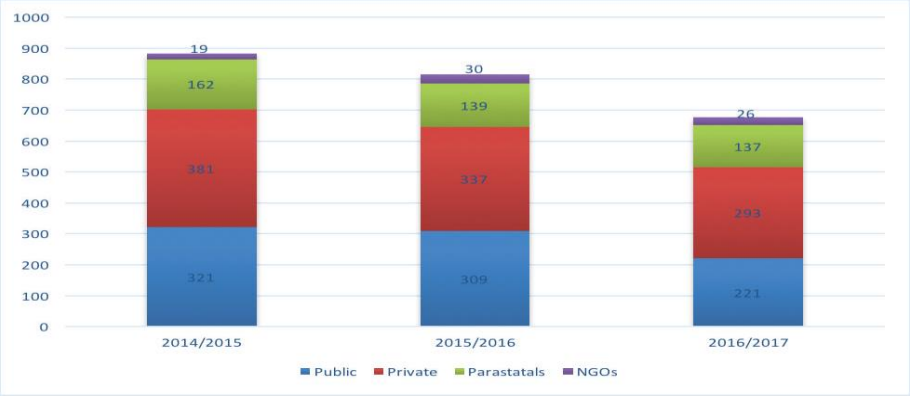
However, Botswana has always had structures that ensure accountability, Performance Management System was started around 2002 and it had systems of accountability at officer level through use of Performance Plans (PDP), at Department/Ministry level (APP). The Accounting Officers (also known as Permanent Secretaries) have always had to appear before Public Accounting Committee (PAC), which is a structure of Parliament and by extension Accounting Officers account to Parliament and the citizens.

The principle of transparency is promoted by Public Charters which elaborates on approaches to ensure transparency in the public service and gives members of the public service access non-confidential information related to the activities of the public service (Mudeme, 2018). With that, Osisioma (2013) defines transparency as a state of being open to the people at reporting levels and also a condition that ensues complete and free flow and use of information. Transparency talks to use of monitoring and evaluation information to make policy decisions, however there is an outcry with the quality of information currently generated by the monitoring and evaluation systems and this has halted use of monitoring and evaluation information by most organizations (Lahey, 2015).

[5] https://www.mmegi.bw/index.php?aid=70099&dir=2017/july/07

As shown by the BWGovernment[6], the Department of National Service and Internship (DNSI) a department under Ministry of Youth Empowerment, Sport and Culture Development discontinued placement of interns in private organization because the ministry wanted to curb the high exploitation rates of the interns by the sector. There was no transparency in utilization of the monitoring and evaluation information generated as shown in figure 4 below. Even though the Transparency International Corruption Index highlights that Botswana has consistently remained the least corrupt country in Sub-Saharan Africa; ranking it 35 internationally in 2016, it is vital that at Ministry level making available of reports and using them for policy change remain the ultimate goal (Honde & Abraha, 2017).

Figure 4: Employment of Interns by Sector



Source: Booklet on programmes Statistics, March 2017 2nd edition

Figure 4 data reveals that the private sector is the largest employer of interns either during their Internship or after they reach the end of their two-year internship contract. Statistical Booklet produced by MYSC on a bi-annual basis explicitly show the trends which DNSI should utilise to make such policy decisions (Annual Plan, 2017).

An additional incentive helping to drive a well implemented monitoring and evaluation system is the ongoing oversight roles played by leadership in organizations. Organizational leadership play a champion role in the repositioning of monitoring and evaluation system implementation (Osisioma, 2013). Mothusi et al. (2016) argue that the policy decisions that are not evidence-based gave birth to overarching strategies of performance management anchored on various innovative tools geared towards

[6] https://www.facebook.com/BotswanaGovernment/posts/placement-of-interns-re-starts-the-ministry-of-youth-sports-and-culture-mysc-say/1018037631612228/

enhancing performance and productivity. In Botswana the strategy was the Integrated Results Based Management (IRBM) system introduced in 2009 in order to strengthen as oversight strategies (Mothusi et al., 2016).

2.2.3 Root Causes of Lack of Accountability, Transparency and Oversight

What causes lack of accountability in so many instances is the lack of understanding of the role of an intervention, and challenges can arise when there are uncertainties about the monitoring and evaluation system's objectives and aims (Jacobs, 2019). This can occur on different levels during implementation. Issues such as the government's failure to deliver on its development objectives and goals also reflect lack of accountability (Naidoo & Sisa, 2017). Shared vision leads to implementation success, but this is another aspect of transparency which is lacking. There is no buy-in of the implementation tool and the system proposed which are supposed to have a clear plan, communicated and be adopted by all and in most cases it is caused by lack of cascading of tools by managers to different levels of implementation in the Ministry (Botlhale, 2015).

Lack of transparency is also caused by non-budget plan for implementation; the current challenge experienced by many countries is the budget constraints towards developing and institutionalising their monitoring and evaluation system in Ministries. This mainly due to inadequate linking budget, planning with monitoring and evaluation where accounting officers do not commit to include these in the Ministerial budget plans (Masuku & Ijeoma, 2015). Budget planning is aligned to the goal of the Accounting Officers, what they want to see as outcomes of the programmes.

2.2.4 Consequences of Lack of Accountability, Transparency and Oversight

Lack of accountability has resulted in strategic measures being employed such as the introduction of 'The cycle of reporting for performance reviews' (Mophuting, 2015). This reporting happens on a biannual basis and presented by Mophuting K (2015) as thus: (a) Ministry prepares biannual report- Submits to Review Team (Office of the President, National Strategy Office, Ministry of Finance Development Planning, Directorate on Corruption and Economic Crime and Directorate of Public Service Management) for review (b) Pre Brief meeting between Review Team and the line Ministries (c) Performance review feedback between the Review team and Ministries (d) Performance Review results of the Ministry shared with His Excellency. Here final feedback is issued by H.E and Action Plan for follow-up items as agreed (Mophuting, 2015). Further,

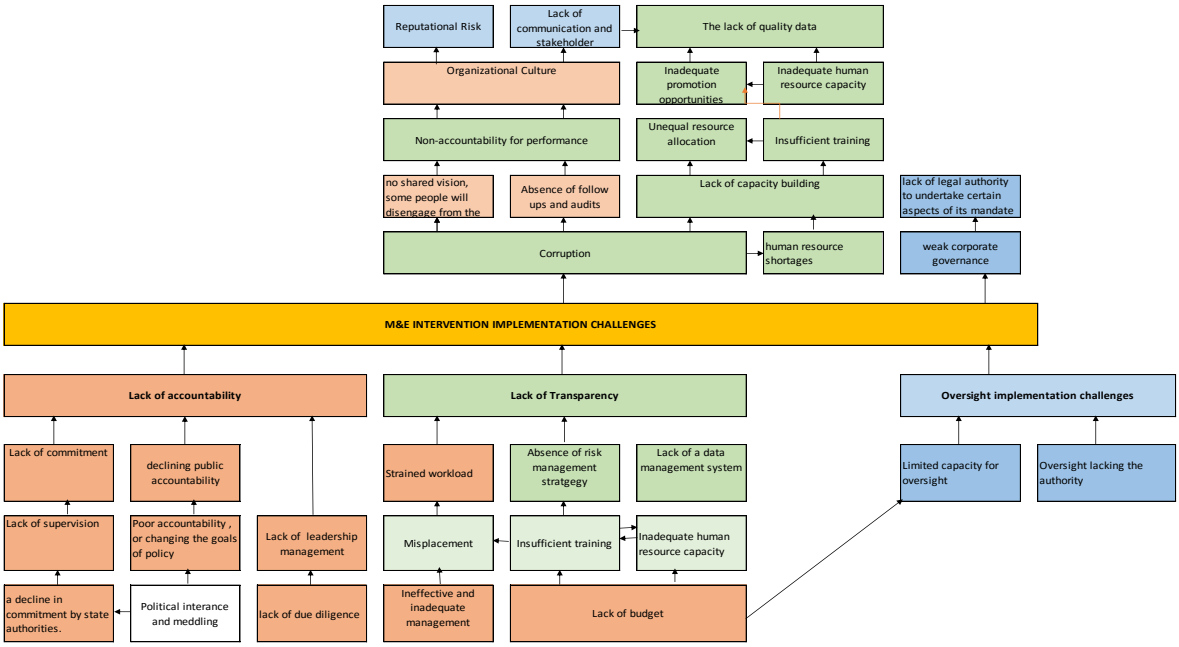
Accounting officers sign PA's with PSP, have Quarterly HE briefings by Ministries, and prepares Ministers reporting on flagship programmes to Cabinet.

And emphasis as shown by authors such as (Mpofu et al., 2014b) is that the rise and need for evidence policy change which fosters accountability and programme implementation led to the existence and usage of M&E systems where the ultimate goal is to support and promote good governance.

Lack of transparency on the other hand creates opportunities for public officials to abuse their office for private gain and this closely relates to accountability, weak accountability mechanisms tend to facilitate corruption. Transparency best describes a situation where there is free access by citizens to public information (Naidoo & Sisa, 2017). But when these rules, procedures, and objectives of the government are not available to the public, it means that there is no budgetary and administrative oversight to balance the power of government officials. The lack of transparency thereof can lead to breeding of corruption (Botlhale, 2015). The belief is that corrupt bureaucrats often realize that they can take advantage of regulations, hence produce more regulations to hide, but run the risk of becoming less transparent (Good, 1994).

National Strategy Office (NSO) has been put in place to fully play its oversight role by facilitating at Ministerial level and failure for it to deliver- or play its functional role has resulted impeded implementation (Lahey, 2015). This is further a reflection that at ministry level there will be challenges of ensuring implementation. For example, the Sports Desk function in MYSC operates using two agencies; these are Botswana National Sport Commission (BNSC), Botswana National Olympic Committee (MYSC Annual Report 2017-2018). These agencies are more of oversights for MYSC as they focus on the implementation aspect; they aim to efficiently and effectively aid implementation of sport policy, programmes (Botswana National Sport Commission Act, 2014). The main point here is the existence of a functional oversight in the Ministry facilitation towards reporting on progress of initiatives and or set targets can be properly managed and accounted for.

Figure 5. Implementation of monitoring and evaluation system problem tree



As shown in the figure above, it can be concluded that without transparency and oversight of budget and rules, national resources may be plundered and power may be abused in favour of the corrupt official only, because there are no public sector mechanisms that can channel complaints of the population (Maundeni, 2008a).

Implementation will not be achieved if the will power to account for it and transparent implementation will not give room for stakeholders (internal and external) to identify the loopholes and assist accordingly (Maundeni, 2008b). For transparent implementation to be achieved, there is a need for monitoring and evaluation practitioners to ask questions about the whole process, and this goes to the heart of questions about roles and responsibilities (Naidoo, 2012). What is vital is the existence of competent monitoring and evaluation officers who are up for the work and for management input, buy in to ensure that the Ministry achieves its mandate. Oversight is necessary in ensuring the intervention objectives are met and the right indicators are put in place, this will account for the funds invested in the intervention and ensure results are realised and largely serve as a mirror where the Ministry can seek advice and report (Nelson, 2016).

Chilisa et.al (2017) emphasize that monitoring and evaluation exist and most explicitly to regulate the implementation of programs, this as a result configures what evaluators should see, and how they should measure and ultimately report the realities as presented by implementation. Moreover, it is key to note that the monitoring and evaluation system

needs to be sustained in order to meet its targets and mandate, and for that to be achieved there are functions that need to be strengthened such as ownership and accountability by management who also ensure coordination and support to monitoring and evaluation processes (Kusek & Rist, 2004).

2.2.5 The results-chain elements (impact, outcomes, outputs, activities, and inputs) of the monitoring and evaluation system

The study explores the results - chain elements in order to show the extent to which the implementation of the intervention will progress in the Ministry, building it against the already existing structures within the Ministry of Youth Empowerment, Sport and Culture Developments (MYSC Strategic Plan, 2017-2022). Results chain has elements namely inputs, activities, outputs, outcome and lastly impacts. Results chain is viewed to have possibilities to help resolve traditional conceptual difficulties such as inappropriate narrow considerations of outputs and this incorporates processes that show how the intervention is implemented (Kinyuira, 2019).

Inputs are the resources budgeted for by the project or intervention to use to achieve the desired goals and these include human, financial resources that will ensure planned activities do take place. Hence when inputs are limited or miscalculated it becomes hard to achieve the desired impact- there is bound to be compromises in terms of project or intervention implementation (Naidoo, 2012). Activities on the other hand as described by Kusek & Rist (2004) are processes, actions or work performed through which inputs are used to achieve a desired output.

The activities in this study include organizing and conduct training for programme implementers on monitoring and evaluation data collection, define the roles and responsibilities for monitoring and evaluation by Human Resource unit (HR) for recruitment of competent and skilled manpower and further include in its training plan training towards monitoring and evaluation needs. Human Resource unit should be able to facilitate the process, and human resource is at the core of the system without which nothing can happen. This implies that desired target and mission achievement, vision realization are driven by employees who in this study are termed programme implementers (Ashana, 2013).It is important that roles are clearly spelled out even for the

trainees in this case the programme implementers to instil a sense of ownership and responsibility.

Outputs are the end products visible after an activity. These are quantifiable and tangible results and they answer the question - what was done? The answer should be tangible and show effort (Kusek & Rist, 2004). Outputs highlight the extent to which planned activities have been carried out, here the intervention talked to issues of training, recruitment and all these had to be budgeted for (Kinyuira, 2019).

Table 1; Results Chain Framework for MYSC monitoring and evaluation System

	INDICATORS	**BASELINE VALUES**	**TARGET VALUES**
IMPACT	Increased accountability, transparency among MYSC Management and programme implementers, as well as functional oversight	**TBD**	**80%**
OUTCOMES	Increased usage of monitoring and evaluation information by MYSC to inform policy decisions (Improved use of monitoring and evaluation Reports)	**0**	**4**
	% of programme implementers that demonstrate proficiency in use of data management system	**0**	**100%**
	Number of MYSC programmes with inbuilt monitoring and evaluation system	**0**	**4**
	Improved management of MYSC programmes data at HQ and District level	**8**	**12**
OUTPUT	Number of staff trained for organizational monitoring and evaluation needs	4	40
	% of MYSC training budget used in monitoring and evaluation training	66%	90%
	Number of districts that submit 3/5 expected monthly reports	8	12
	% of monthly reports received on time	70%	100%
ASSUMPTIONS • The monitoring and evaluation results provided by quality data will be used by MYSC in making policy decisions. • After training, officers will apply the skills of data management • All the selected officers will attend the scheduled training • identified districts will release and avail officers for training • Funds will be available for printing • The user manual is in use by other stakeholders • There is transparency in terms of budget allocation for monitoring and evaluation activities • Budget allocation • Activities will be scheduled and budgeted for • Recruited staff will augment the existing officers- closing the shortage of staff gap • The drafted job descriptions will ensure that relevant staff is recruited • The training plan has included monitoring and evaluation unit		**RISKS** • The evidence provided by monitoring and evaluation data is ignored by MYSC and there is no evidence-based policy decision • when the officers do not put to use the skills shared • If the training dates coincides with major activities of the Ministry and the officers selected will be part of. • transferring of officers to other districts • Budget constraints especially if monitoring and evaluation activities are not budget for • If the user manual is not yet in use, it will mean the training will be based on assumptions not something tested and tried. • When a solicit vote/account for monitoring and evaluation has not been secured, and requests have to made for funds to be allocated. • if the Ministry has no vacancies to fill • unavailable job descriptions and recruitment is not based on qualification	

Source: Researchers own conceptualization, Results Chain Framework for MYSC monitoring and evaluation System

Table 1 above illustrates the process of monitoring and evaluation system implementation in order to achieve the ultimate goal of collection of quality data turned into monitoring and evaluation reports which are reliable for utilization in policy decision processes. In all of this it is important to bear in mind the assumptions at every activity level (Zwane & Mzini, 2016). Assumptions are expectations about external factors (or risks) beyond control of the implementers that could affect the progress or success of a development intervention[7] (Board, 2011).

2.3 Methods, data, findings, and conclusions of studies on and evaluations of monitoring and evaluation systems

Section 2.3 reviews past and current research attempts to explain the identified research problem and to further to determine the knowledge gap. It is necessary to establish what has been researched on or not written about hence this section. First, a review of past research studies that have explored monitoring and evaluation system, its mandate, implementation processes and the lessons learned will be carried out and will not be limited to the context of Botswana.

2.3.1 Introduction of past and current studies in Monitoring and Evaluation implementation

A review of studies that discussed the research problem was done, and these studies include Maphunye (2014) whose study explored the challenges faced in South Africa by the service delivery of monitoring and evaluation unit housed by the Gauteng Department of Local Government and Traditional Affairs (DLGTA) somehow impacted in the implementation of a municipal monitoring and evaluation system. As the aim of this chapter mentioned that lessons learned will be picked from studies selected, a study by Mpofu et al. (2014) was reviewed to give a reflection of what can be achieved with monitoring and evaluation.

In their study Mpofu et al. (2014) highlight the objectives of the study, which was to describe the achievements of the district monitoring and evaluation officer and document

[7] Board, A. F. (2011). Project Level Results Framework and Baseline Guideline Document

lessons learned during the establishment and implementation of this monitoring and evaluation into the existing public health services infrastructure.

Further, another study by Ledikwe et al. (2014) revealed both the strengths and weakness related to the five functional components of a data management system in implementation of the monitoring and evaluation system. The results of the study are useful as they guide in terms of what is possible in terms of overcoming challenge in system implementation. Another sought to measure how monitoring and evaluation promotes good governance, that is establishing "the role of monitoring and evaluation as supporting accountability, management decision, transparency, and organizational learning as variables for measurement against the thrust of good governance such as efficiency, effectiveness, transparency" (Ojok, 2016; p. 26).

Jili & Mthethwa (2016) studied Mfolozi municipality in South Africa where challenges that hamper successful implementation of monitoring and evaluation were identified and analysed. They highlight the importance of improved service delivery and accountability and hence the need to focus on strengthening the implementation of monitoring and evaluation. A study by Mataka (2016) investigated the prevalence of capacity gaps and systems problems with regards to the monitoring and evaluation system in the North West provincial government departments having employed purpose sampling. According to (Mataka, 2016) the study employed purposive sampling to identify both internal and external stakeholders that were interviewed during the 34 data collection process.

Mtshali (2016) sought to analyse the monitoring and evaluation system information reporting processes currently used in the Gauteng Department of Health (GDOH). The aim was to monitor the implementation of Early Childhood Development (ECD) programme and assess the institutional requirements of monitoring and evaluation systems for ECD in keeping with policy and legislative frameworks. A study done by Mapitsa and Korth (2017) was interrogated, and in the study they looked at what differing purposes of monitoring and evaluation mean, how these monitoring and evaluation systems are assessed and how context-appropriate diagnostic studies can be designed to cater for appropriate ,implementation. The authors emphasise that this is a particularly important consideration in the context of southern Africa, where some monitoring and evaluation structures have been established without the corresponding capacity.

Motsoeneng (2018) study aimed to assess the challenges in the implementation of performance monitoring systems in Department of Public Works. This is based on where monitoring systems to run efficiently is necessitated by ongoing feedback cycle between assessment, evaluations, monitoring and implementation. Lastly a study done by Makhooa (2018) study aimed to explore Gauteng Department of Agriculture and Rural Development (GDARD) employees' perception regarding the implementation of the Performance Management and Development System (PMDS). This study adopted a qualitative strategy and employed a semi-structured interview schedule to collect data.

2.3.2 Analysis of the past and current studies in Monitoring and Evaluation implementation

In the study conducted by Maphunye (2014) it attempted to establish if the challenges faced by the service delivery of the monitoring and evaluation unit of the Gauteng Department of Local Government and Traditional Affairs (DLGTA) can be rooted to either the institutional (organisation) make-up of the DLGTA or the inability of the DLGTA to prioritise the capacitation of the monitoring and evaluation unit. (Maphunye, 2014) argue that the research strategy of the study was a qualitative approach due to the nature which is based on social phenomena. Maphunye (2014) reflected on the reviewed literature as part of secondary sources, firstly to benchmark the DLGTA as an organisation against the provisions of the theory of NPM. Data was processed through consolidating the data into themes, developing codes that represented the identified thematic codes. "Thematic coding refers to any method of categorising segments of collected data into meaningful themes with the aim of identifying patterns to draw conclusions" (Maphunye, 2014; p. 34).

Key empirical results from this study presents that the lack of prioritising the capacitation of the municipal service delivery monitoring and evaluation unit also means that the DLGTA has not been driven by government's mission of improving its effectiveness and efficiency as advocated by the NPM theory (Maphunye, 2014). The findings reveal that department's lack to properly capacitate the municipal service delivery monitoring and evaluation unit with the required and skilled personnel mostly impacted the department's efforts to implement a municipal monitoring and evaluation system (Maphunye, 2014). The study unfortunately overlooked to discuss key aspect which is the budget allocations for the monitoring and evaluation systems.

The study conducted by Mpofu et al. (2014) aimed to describe the achievements of the district monitoring and evaluation officer and document lessons learned during the establishment and implementation of this cadre into the existing public health services infrastructure. The in-depth interviews were conducted using a semi-structured with open-ended questions. According to Mpofu et al. (2014) their study targeted individuals responsible for the development and implementation of the district monitoring and evaluation officer cadre.

Data was collected from the 18 interviewees who were invited to participate, six focus group discussions (FGDs) also were conducted in the two main urban districts of the country. A general inductive approach was taken to analyse the qualitative evaluation data from the in-depth interviews and focus groups (Mpofu et al., 2014a). The study presents its key empirical results that achievements of the cadre included improved health worker capacity to monitor and evaluate programmes within the districts; and the effect is improved data quality, management, and reporting (Mpofu et al., 2014a). Furthermore, increased use of health data for disease surveillance, increased availability of time for nurses and other health workers to concentrate on core clinical duties was due to the monitoring and evaluation officers placed in the districts (Mpofu et al., 2014a).

Ledikwe and others (2014) sought to identify strengths and weakness related to the five functional components of a data management system applied the qualitative research strategy. According to Ledikwe et al. (2014) the data were collected through in-depth interviews, this resulted in 129 interviews being conducted through use purposive and convenience sampling for key persons involved in monitoring and evaluating health programmes. Data processing included transcribing of the interview responses that were recorded and after reviewing the data, a standardized code used to identify recurrent and important themes (Ledikwe et al., 2014). Key empirical results highlighted that health programmes generally had standardized data collection and reporting tools and defined personnel for monitoring and evaluation responsibilities at the national and district levels (Ledikwe et al., 2014).

None the less the findings reveal that weakness in this system of implementation included limited ownership of monitoring and evaluation-related duties within facilities and limited functionality of electronic data management systems (Ledikwe et al., 2014). However, this study does not explicitly show the effects of non-utilization of the monitoring and evaluation data and how it affects programming holistically.

Motsoeneng (2018) study aimed to assess the challenges in the implementation of performance monitoring systems in Department of Public Works. This is based on where monitoring systems to run efficiently is necessitated by ongoing feedback cycle between assessment, evaluations, monitoring and implementation. The study employed semi-structured interview schedule to gather such information (Motsoeneng, 2018). They study utilised qualitative strategy in order to use interviews to allow for respondents fully discuss the issues pertaining to the organization in terms of monitoring and evaluation implementation.

In his study Ojok (2016) sought to measure how monitoring and evaluation promotes good governance. This study adopted the New Public Management (NPM) model as the theoretical basis for analysing and understanding good governance in the Public Sector. According to Ojok (2016) NPM is arguably one of the most influential theoretical drivers of public sector reforms in Africa. The study also used the theory of change as a fundamental basis to explain the role of monitoring and evaluation in promoting good governance. Both qualitative and quantitative methods were used because they supplement each other and a case study design was used (Ojok, 2016).

Further, a purposive sample technique was used to select directors, commissioners, principal officers and staff of OPM; while simple random technique was used to select senior officers. For data processing, it was analysed, integrated the findings, and drew inferences by using qualitative and quantitative approaches, here study used correlation for quantitative data and percentages while qualitative data was analysed using content analysis (Ojok, 2016). The study reveals that there is a positive relationship between monitoring and evaluation accountability and good governance, also between monitoring and evaluation management decision and good governance. The study agreed that for accountability to promote good governance an institution has to have a strong accountability function, system, standards and procedures (Ojok, 2016).

Jili and Mthethwa (2016) looked at the case of the Mfolozi municipality to identify and analyse challenges that hamper successful implementation of monitoring and evaluation and used qualitative research design. This was to explore, describe and interpret perceptions of key role-players involved in monitoring and evaluation system implementation. The study shows that data was collected using secondary sources, as such desktop analysis was employed by gathering data from different documents such as the Mfolozi municipality's IDP and annual reports (Jili & Mthethwa, 2016).

Key empirical results present that shortage of skills and lack of financial resources contribute to the ineffectiveness of monitoring and evaluation (Jili & Mthethwa, 2016). The study laments that as a result of lack of understanding of importance of monitoring and evaluation there has been failure to develop an institutional monitoring and evaluation system (including monitoring and evaluation plans, indicators and tools).

A study by Mataka (2016) investigated the prevalence of capacity gaps and systems problems with regards to the monitoring and evaluation system in the North West provincial government departments having employed purpose sampling. According to Mataka (2016) the study employed purposive sampling to identify both internal and external stakeholders that were interviewed. Purposive sampling method allowed the researcher to meet the target primary goal of the thesis which was to describe capacity gaps and systems problems in monitoring and evaluation (Mataka, 2016).

Mtshali (2016) sought to analyse the monitoring and evaluation system information reporting processes currently used in the Gauteng Department of Health (GDOH). The aim was to monitor the implementation of Early Childhood Development (ECD) programme and assess the institutional requirements of monitoring and evaluation systems for ECD in keeping with policy and legislative frameworks. Mtshali (2016) employed the self-administered semi-structured questionnaires because they offered the study adequate flexibility and freedom for the interviewees to share more on themes. Mtshali (2016) also used document analysis by reviewing relevant literature and official documents such as the policy documents, strategies, annual reports, operational plans and programme reports involved in ECD services.

Mapitsa and Korth (2017) in their article looked at the design of the diagnostic studies and how these have influenced the results found; this was in the context of the City of Johannesburg. A mixed methods approach to understand the monitoring and evaluation systems within the City of Johannesburg was used. Here they conducted a survey that looks at the technical components of a monitoring and evaluation system (Mapitsa and Korth, 2017. According to Mapitsa and Korth (2017) in order to gather or collect data to understand the monitoring and evaluation systems within the City of Johannesburg, their study used different tools, these included an online survey, which was distributed to 80 key individuals across the municipality and interviews, document reviews and other data sources. The study employed the theoretical framework 'complexity framework' and

according to the authors this framework is useful when analysing the way a system functions in a broader political and organisational context (Mapitsa and Korth, 2017). Key findings reveal that the purpose of monitoring and evaluation, serves as a management function closely linked to auditing and oversight responsibilities in some departments and entities and also plays governance role that is more linked to learning and planning in others (Mapitsa and Korth, 2017).

Motsoeneng (2018) study aimed to assess the challenges in the implementation of performance monitoring systems in Department of Public Works. This is based on where monitoring systems to run efficiently is necessitated by ongoing feedback cycle between assessment, evaluations, monitoring and implementation. The study targeted employees that are directly involved in implementing performance monitoring systems. While a study by Makhooa (2018) aimed to explore Gauteng Department of Agriculture and Rural Development (GDARD) employees' perception regarding the implementation of the Performance Management and Development System (PMDS). This study adopted a qualitative strategy and employed a semi-structured interview schedule to collect data. According to Makhooa (2018) semi-structured interview instrument allowed for flexibility in the way the interview was conducted. And used used non-probability sampling. The sampled employees were inclusive of assistant directors to chief directors.

In conclusion, the studies have generally shown the intention to explore the challenges that hinders implementation of the monitoring and evaluation system especially in government coffers. As highlighted in Chapter 2.2 these studies made an attempt to reveal the symptoms, root causes and consequences of challenges of monitoring and evaluation systems. New Public Management (NPM) was selected as a theoretical basis for interpretation of the results by two studies while many lacked theoretical framework for interpreting their findings. Another study interrogated employed theory of change; the purpose for this was to have a fundamental approach to developing monitoring and evaluation capacity development if the desired outcomes are to be realized.

The studies that selected used qualitative wanted to unearth issues and get the real experiences of respondents, for those that used both qualitative and quantitative research strategies wanted to augment where there is a shortfall in terms of data collection. Therefore, this study will adopt the qualitative approach and since study aims to understand the extent of implementation challenges monitoring and evaluation systems is faced with in the Ministry of Youth Empowerment, Sport and Culture Development

(MYSC), this strategy will allow for data collection on the attributes. Furthermore, as highlighted by the studies it is imperative to collect data that will reflect the challenges of implementing the monitoring and evaluation system. From the analysed studies, two studies used a case study to explicitly explore or assess the challenges of monitoring and evaluation system implementation and this served as a guide to the research to focus explicitly on MYSC as the case study and thereby collecting data from stakeholders affiliated or contributing to MYSC functionality.

The studies used in-depth interviews and open-ended questionnaires this is a technique for both quantitative and qualitative hence this study used both techniques. Emphasis here is that both interview schedule allowed for the study to sufficiently collect data relevant and addressing the research purpose and definitely lead to research questions being answered in the context of MYSC. As revealed by the interrogated studies the target population was mainly the implementers and managers of monitoring and evaluation projects or programmes and these studies used purposive sampling technique as well as convenience sampling. In that case, this study target population is as highlighted by the above studies mainly because managers guide and facilitate in the implementation of the monitoring and evaluation system.

Overall, the studies reveal that challenges of implementing monitoring and evaluation systems are caused by internal factors such as budget allocation and staff complement, lack of skilled manpower- trained personnel and collection of data that is not standardized. But these studies did not link and show how accountability, transparency play a key role in ensuring the monitoring and evaluation system implementation and they cause internal factors. Therefore, the study links and interrogates the extent to which lack of accountability and transparency and a functional independent oversight affects the monitoring and evaluation system implementation.

2.4 Introduction to implementation and its components and processes

After perusing through the research problem and fully understanding the symptoms, root causes and consequences of the problem, the research further identifies and discusses its academic field of study. The intention is to provide the research with the academic context for investigating the research attributes (Wotela, 2016). Implementation as a field of study

needed to be understood for what purpose it serves, its components, the processes entailed, facts as stated by different authors as well as key issues raised (Lindquist, 2007).

As alluded by Durlak & DuPre (2008) the collection of implementation data is an essential feature of programme evaluations, and more information is needed on which and how various factors influence implementation. Therefore, this research will look at all these facets holistically, and give a disposition why implementation as a field of study complements the whole research, which ultimately guides the rest of the approach going forth.

2.4.1 Describing implementation

Implementation is a complex term to define, hence several attempts to try and explain what implementation is and as a result different views have been expressed. As expressed by Lane (2008) implementation is the act of implementing, and Kaboyakgosi & Marata (2015) further wanted to break it down for easy comprehension, where they described it as the act of carrying out set objectives by ensuring that all goals, outputs targets are satisfied and well executed in a given programme. Furthermore, implementation is the means of carrying out, accomplishing, fulfilling, producing or completing a given task. In theory it is the production of outputs and ultimately resulting in implementation outcome which implies that measurable change in the larger problem has been addressed by the programme (Paudel, 2009). None the less Lendrum & Humphrey (2012) argue and shows how implementation variability is inevitable and this is because of contextual characteristics.

In this case Ministry of Youth Empowerment, Sport and Culture Development, and its important to determine what works, and if its addressing the needs of the target group and in what circumstances, hence system designers towards programming need to be fully aware of the contribution of different components that drives implementation to the attainment of outcomes and thus their relative significance. In terms of service delivery, Durlak & DuPre (2008) state that programmes which monitored implementation showed to have obtained effective outputs larger than programmes that reported no monitoring towards ensuring implementation.

This study adopted the top -down perspective to argue how management is accountable to ensuring that the implementation of the system is part of the target achievements of the Ministry and hence the use of monitoring and evaluation information will be used for

policy decisions (Kaboyakgosi & Mookodi, 2013). The top-down perspective even though it assumes that policy goals can be specified by policy-makers and that implementation can be carried out successfully by setting up certain mechanisms, it is important that policy-makers have the capability to exercise control over the environment and implementers (Paudel, 2009). However, Paudel (2009) argues that the top-downers have been accused of seeing implementation as a purely administrative process and either ignoring the political aspects or trying to eliminate them.

2.4.2 The purpose of implementation

Implementation exists to assess efficacy and effectiveness of a system by ensuring that there is accuracy in the implementation plan and emphasis is that the system implementation is done with fidelity (Fixsen et. al., 2009). Results from implementation allows for errors to be detected that can impede the intervention delivering its mandate, such errors as Type III can be easily avoided because sufficient data will be available to guide better in terms of making necessary conclusions. According to Lendrum & Humphrey (2012) Type III error is the inaccurate attribution of the cause of results, this simply implies that an implementation failure occurred hence the system put in place did not achieve the intended goals or expected outcomes.

Lane (2008) argues that with implementation an analysis will offer both evaluation techniques for the assessment as well as guidance towards public programme performance if these are simply rules for the successful attainment of policy objectives.

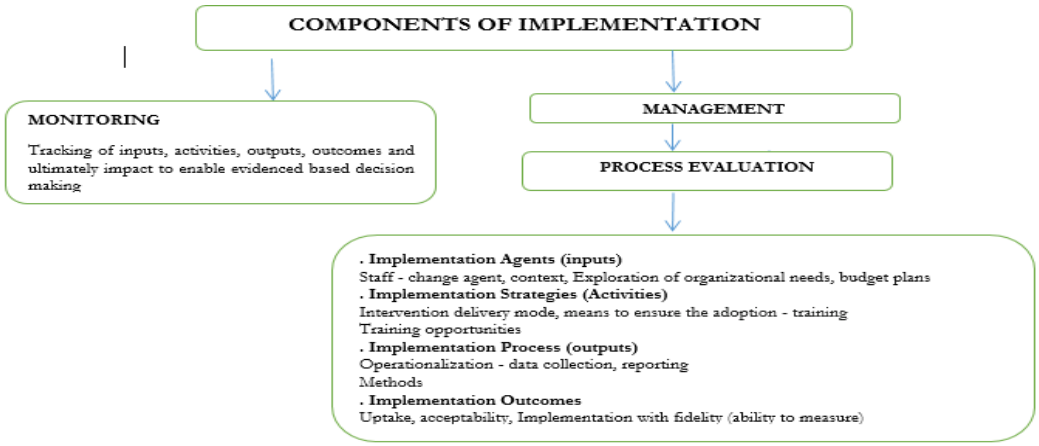
2.4.3 Major components of implementation

Key components in monitoring and evaluation implementation have been identified as aspects that serve as risk alerts and guide as to how to operationalize set plans in the monitoring and evaluation system, as identified by Wotela (2015) these may include but not limited to inputs, outputs, implementation process and outcomes. This is also echoed by Rist (2016) who actually accentuate that these components that should be looked at closely if the desired outcome is to be achieved. There are many views on what exactly are the implementation components. As supported by Fixsen et. al., (2009), implementation components can also be called 'implementation drivers' and these include staff selection, pre-service and in-service training, ongoing coaching and consultation, staff evaluation, decision support data systems, facilitative administrative support, and systems interventions.

Vedung (2017) presents implementation components typically in three properties and these are ideally applied to each of the three problem areas: comprehension, capability, and willingness. Comprehension emphasizes is that deficient comprehension of the intervention by the implementers is key and may influence the implementation results, whereas capability is defined as that execution of a programme requires appropriations, personnel, talent, time, energy, and equipment available to administrators, their unavailability will decrease the probability of achieving successful results (Vedung, 2017).

And lastly is the willingness, here implementers usually have agendas of their own, which in so many instances conflict with the truthful implementation of the recommendations (Vedung, 2017). The argument here is that people in the national agencies, intermediaries and implementers must comprehend the intervention, be capable of executing it, and be willing to do it. Other studies talk to implementation as a cycle, that is what steps are key in ensuring implementation (Paudel, 2009; Pfadenhauer et al., 2017). The study adopts notion presented by (Twantwa, 2017a) that components are of implementation are Management – process evaluation and sub-components which will be the attributes of the study.

Figure 6. Components towards guiding implementation of monitoring and evaluation System



Source: Guided by Pfadenhauer et al. Implementation Science (2017) and Gamakulu & Wotela (2016)

Figure 6 shows the components of implementation and these consists of monitoring and management. Management involves the design of programme strategic plans, objectives, making available resources whether human or financial that will be utilised to achieve the

intended results (Twantwa, 2017a) Furthermore, management exists to ensure that the environment is conducive for employees to achieve their predetermined goals with little time, finance and other resources (Makhooa, 2018). Overall, management entails providing for at strategic and operational levels towards effective and efficient implementation to ultimately support policy decisions based on evidence (Twantwa, 2017a).

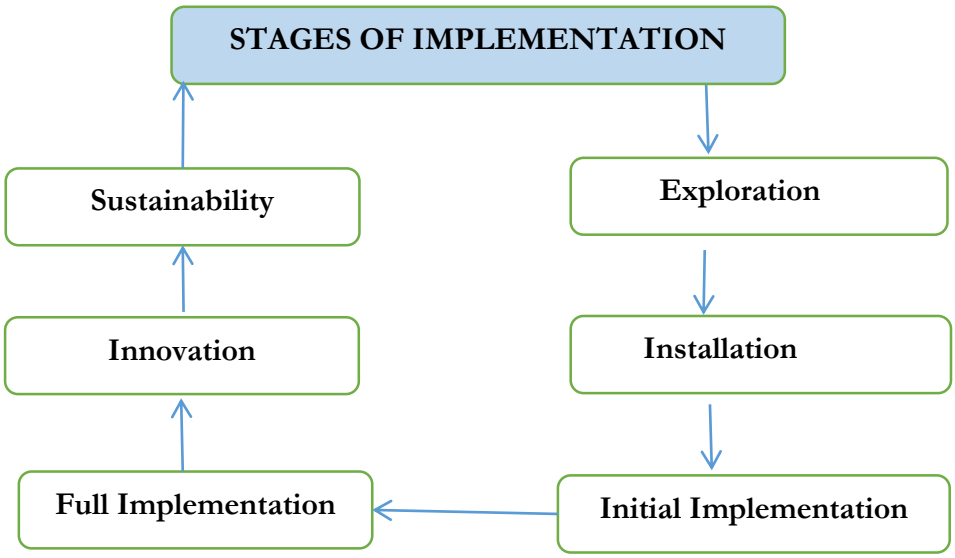
Process evaluation, on the other hand as shown in the figure above, assesses the effectiveness of programme implementation and focuses on inputs, activities, outputs, and to some extent outcomes, but not impact (Sormune et al., 2011). In his article Ramatsobane (2017) firmly states that for systems to be successful, focus should be shifted to its implementation and monitoring and evaluation, that is to say it is imperative to execute and on a regular basis to conduct assessments that can track progress in achieving set targets and mandates. The subcomponents of process evaluation according to Pfadenhauer et al. (2017) include implementation agents, these comprise all individuals and organisations engaged with firstly deciding to implement a given intervention and secondly having skills and knowledge to drive the mandate and then the implementation process which refers to the social processes, through which interventions are operationalized in an organisation which gives us immediate results.

Further, there is the implementation process, labelled as outputs consisting of specific implementation strategies is used and underpinned by an implementation theory. This theory should be able to formalise how change needs to be executed in order for the implementation effort to be successful (Pfadenhauer et al., 2017).

2.4.4 Major processes of implementation

The implementation process is affected by variables related to communities, providers and innovations, and aspects of the prevention delivery system these includes organizational functioning and the prevention support system which entails training and technical assistance (Durlak & DuPre, 2008). Fixsen et al. (2009) highlights that there are six functional stages of implementation: exploration, installation, initial implementation, full implementation, innovation, and sustainability.

Figure 7. Processes in Implementation



Source: guided by Fixsen et al. / Core Implementation Components

Figure 6 shows that the first stage of implementation process is characterised by the exploration of organisational needs, intervention-organisational fit as well as capacity and readiness assessment in a given setting (Lendrum & Humphrey, 2012). This is where an organization assesses the available resources and determines if more will be required and all this is necessary for an organization to measure its readiness coupled with its capacity, emphasis is balancing fidelity and adaptation. Implementation will go through stages of initial implementation to full implementation which will ultimately lead to sustainability of the intervention (Pfadenhauer et al., 2017 and Lendrum & Humphrey, 2012).

Pfadenhauer et al. (2017) argue that once the decision to adopt an intervention has been made, structural changes maybe be undertaken in the setting in order to facilitate the implementation effort and sustainability. Bafo (2016) however argues that there are further three useful aspects to look into in implementation; these are context, commitment and capacity. According to Bafo (2016) context focuses on institutions shaped by the larger context of social, economic, political and legal realities of the system. It looks at how the large context influences the standard operating procedures through which policy must travel and by whose boundaries it is limited, in the process of implementation Bafo (2016).

Commitment looks at those entrusted with carrying out implementation at various levels to the goals, causal theory and methods of the policy, if those tasked to implement it are unwilling or unable to do so, its highly likely that results will not be borne (Bafo, 2016). Commitment, is viewed by top-down scholars as being shaped by the policy content and

its capacity provisions both which can be controlled from the top, while on the contrary bottom-up scholars viewed commitment to be influenced more by institutional context and clients (Kaboyakgosi & Marata, 2015).

2.4.5 Established facts in implementation

Implementation needs to be approached strategically in order to determine any lapses within the process on time and implementers need to take heed and pay attention to each and every implementation component to measure if they are on target to achieve the set goals. For implementation to be a success there needs to be alignment of goals and the environment and in this case may refer to organizational structure and culture (Bafo, 2016). All these require that implementers have the will to carry out set goals and also have the capacity, this talk to competencies. Lahey (2010) highlights key features of the monitoring and evaluation Model and these include oversight mechanisms necessary to reinforce credibility, provide quality control and transparency to the system. Failures of implementation are therefore caused by lack of transparency and the lead of an oversight which are termed as lack of planning, specification and control.

Effective implementation as mentioned by Paudel (2009) requires a strategic balance of pressure and support; policy directed change ultimately is a problem of the smallest unit. Implementation is guided by organizational policies and structures in place, that is to say it can't not occur in isolation. Policies are either established to drive implementation or to be driven by implementation.

2.4.6 Key issues in the study of implementation

Lane (2008) mentions that it is often assumed that the concept of implementation implies a concept of authority, as the implementation process is modelled as a one-way interaction in which one set of actors communicates to another set of actors. Commonly, implementation is included in the directives for action which the latter group obeys (Lane, 2008).

The complexity of implementation as a discourse cannot be denied, the main challenge is because it is driven by organizational objectives, influenced by different approaches in terms of strategies to implement a certain target or intervention of which if misconstrued will impede implementation. As stated "technology based institutions and health

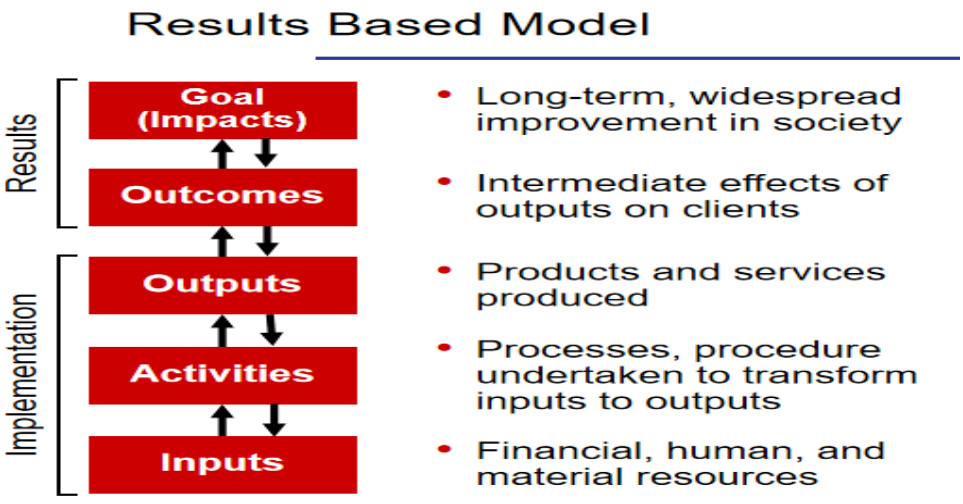
institutions do not have similar strategy implementation approaches, and hence this study will adopt implementation skewed towards service delivery institutions" (Thiti, 2014; p.20).

2.5 Key attributes of implementation studies towards implementing monitoring and evaluation systems

This section presents and discusses the attributes uncovered during the discussion of implementation in section 2.4. Attributes are the qualitative elements, whereas variables are the quantitative elements located within the field of study that are selected by the research to guide the research on what it needs to collect so that research question are answered or testing of research hypothesis. These qualitative and quantitative elements allow for collection of information and data respectively, and going forth will allow and guide with collation and analysis (Wotela, 2017b). Ledwaba (2016) describes variables as functioning indicators, utilised to collect data, to track changes over time and assessing problem areas in order to determine the effectiveness of the programme or monitor programme goals.

Hence defining the academic field of study allowed the research to determine the attributes to be measured these are inputs, activities, outputs and outcomes.

Figure 8: Results Based Model linked to the Process Evaluation under Implementation Studies



Source: Conceptualized from Kusek and Rist (2004)

2.5.1 Inputs

As illustrated in figure 8, an effective monitoring and evaluation system implementation requires that there is commitment in ensuring that resources are sufficient, these resources include but not limited to financial and human resources. Therefore, inputs are the resources used during implementation of an monitoring and evaluation system, such as human resources, financial and material resources (Jacobs, 2019). Monitoring and evaluation system implementation can be carried out effectively by ensuring that the monitoring and evaluation capacity of employees are constantly developed through training and other capacity building initiatives to ensure that they keep up with current and emerging trends in the field (Jacobs, 2019).

Central to monitoring and evaluation functionality is the human resource which forms an integral part of service delivery or programme, policy and project implementation and Görgens & Kusek (2010) attest to the importance of skilled human resources with a manager who is competent and knowledgeable about monitoring and evaluation who can lead the activities and ensure for cascading to other parts of the organization. Mapitsa & Khumalo (2018) emphasize that capacity will allow for an organization to produce data and interpret evidence for policy decisions. None the less, institutional arrangements for monitoring and evaluation where monitoring and evaluation units exist, key capacity challenges also exist such as not enough trained staff, lack of clarity regarding roles and responsibilities and limited harmonization or coordination of various monitoring and evaluation efforts, little or no institutionalization of evaluation (Wotela, 2017b).

Rist, Boily, & Martin (2011) states that there needs to be effort towards building good capacity in terms of quantity and quality of monitoring and evaluation human resources, both within the organization (monitoring and evaluation staff) and outside of the organization (external evaluators). Fletcher et.al (2014) advocates for monitoring and evaluation competency development, and these talk to monitoring and evaluation advocacy, strategic and operational planning. In addition, ddecision makers must have at least minimal analytical skills to be able to interpret results-based information and make decisions based on that information (Rist et al., 2011). Inputs such as financial resources translate to budget plan to drive implementation and ensure that right monitoring and evaluation system implementers can be recruited and for those already in the system can be trained whereas human resource are the staff to ensure that the systems is being implemented (Rist et al., 2011).

Overall, monitoring and evaluation (monitoring and evaluation) function should be looked upon as the collective responsibility in the organization. This means that every person in the organization should have the ability to carry out monitoring and evaluation (Cavens, Kidombo, & Gakuu, 2016) . However, it is evident that Human Resource (HR) unit should take the lead role in ensuring that training takes place in an organization (Lemao, 2016). Under sourcing efforts leads to staff mobility and loss of quality, with negative consequences for decision making and development results (Fletcher et.al, 2014).

2.5.2 Activities

Activities refer to the actions required towards implementing an intervention to ultimately get the output or produce the desired results, and they include the budget and work breakdown structures and training on monitoring and evaluation needs (Jacobs, 2019: Mogagabe, 2016). Furthermore, these activities are carried out by programme implementers in the Ministry and more emphasis should be based on their competencies. Cavens et al., (2016) state that for people to carry out monitoring and evaluation functions, it should be part of the organizations policy to orient and train them for the monitoring and evaluation functions. Thus the need for these personnel to be trained focusing on the right evaluation skills and attitude. Lemao (2016) points to training and development, which focus on implementation training to reduce common mistakes such as inaccuracy and inconsistencies and when employees are aware of the extent to which the system can be used to improve the delivery of services, implementation is more likely to meet with success.

According to Mogagabe (2016) activities further outline the steps or action to be taken in mobilising inputs in order to achieve the outputs, for example the training provided and activities undertaken in each sector in order to achieve outputs. Another great view point is discussed by (Rist et al., 2011), here emphasis is that decision makers, leadership must be ensured to support monitoring and evaluation, otherwise as common in many cases little importance will be given to monitoring and evaluation activities within the ministry thus affecting decision making processes. Mackay (2010) corroborates this by stating that training of the users of monitoring and evaluation information should be enlisted in the training plans. Senior and political officials need sufficient monitoring and evaluation knowledge so that they grasp the importance of the NMES to achieving the high-order goals of accountability, results-based management, and sound governance for the country (World Bank, 2010).

Furthermore, monitoring and evaluation activities need time and money (Cavens et al., 2016). For this to be achieved there is need to bridge the gap between data gathering in a monitoring and evaluation process and utilization of this information. Therefore, organizations have to build rigorous capacity for evaluations. In their report, Ngandu et.al (2017; p.56) point out to skills training audit, referring to it as a "systematic process which identifies the present stock of skills or competencies held by the workforce".

The main process here is to assess whether or not these skills are being actively used and compares these with the skills required. Skills audit is key in bridging these skills gaps in an organization. It is necessary that the HR develops an assessment tool that will measure the individual competencies to determine collective training needs which includes liaising with institutions for inclusive training modules (Fletcher et.al, 2014).

2.5.3 Outputs

Outputs are tangible and visible achieved on the set time-lines and comprehensive (Jacobs, 2019: Mogagabe, 2016). Outputs serve to improve the live-hoods of the programmes target group informed by the monitoring and evaluation results (Mogagabe, 2016). The expected outputs are competent and skilled human resource, also quality data systems in place. Arguments raised by authors such as (Fletcher et.al, 2014) are that outputs should be described at project level, that is to say they need to be measured while the intervention is on-going. Another argument is that poor planning and release of funds lead to inadequate training and further limits the distribution of those who have been trained. This is to emphasize how outputs are gravely affected by the activities (Reynolds & Sutherland, 2013).

What is key is for information collected to uphold the data quality standards and for a smooth transition from collection to usage as a result there has to be proper planning, management to develop competent human capacity (World Health Organization, 2016). Botswana is amongst countries having a problem with the quality of information generated by its monitoring and evaluation systems, and the low quality of monitoring and evaluation information is mainly caused by lagging competent human capacity (Rist et al., 2011).

Data quality is critical to successful implementation as these data inform evidence-based decision-making in the programme and usually to mitigate and ensure that the data quality

is promoted, organizations usually put in place monitoring and evaluation standard operating procedures (Myburgh et al., 2015). Here validity is key, according to Kusek & Rist, (2004), validity is the extent to which the data collection strategies and instruments measure what they purport to measure. The monitoring and evaluation results of a project or programme will be the best source of information on the change processes affecting the lives of substantial numbers of people (Mackay, 2010).

In conclusion, organizations need to ensure that the already existing and new staff in this case both programme implementers and monitoring and evaluation unit staff are capacitated towards individual competencies or attributes (Lemao, 2016).

2.5.4 Outcomes

Outcomes are described as second level of project results and they further illustrate what success looks like and lastly have direct relationship link to project goals (Mogaladi, 2017). With another view point by Hughes, Black, & Kennedy, (2008), outputs are medium term results of an intervention and represent the changes that occur between the finalization of project outputs and the attainment of project goals, which are visible within communities. Outcomes reproduce the planned and unintended results from government actions and priorities (Perrin, 2002). Appropriate data sources to assess short-term and intermediate outcomes include satisfaction levels of programme beneficiaries, programme implementers and designers, reports and other documents on the intervention (Hughes et. al, 2008). Outcomes are those benefits gained during outputs, which can be knowledge, improved level of functioning or even skills (Jacobs, 2019).

Outcomes purports that the resources, and strategies and activities taken together, should have and a create a difference in these efforts (Shakman, 2014). Outcome talk to the use of monitoring and evaluation results to make informed policy decisions, and as Patton (1999) laments, the value of an evaluation and in our case successful implementation should be measured by the rate of utilization of these results by management. Outcomes as deduced in this research should foster buy–in towards result focus, which is to encourage and support managing for results, we need a new view of accountability that acknowledges this more complex management world.

Accountability for results or outcomes ensures that everything possible was done with the provided resources to effect the achievement of the intended results, and provide for lessons learned from past experience (Shakman, 2014). Accounting for results of this kind

means demonstrating that one has made a contribution through actions and efforts to the results achieved (Perrin, 2002). Further, the use of evaluation information not only adds value in measuring implementation of the monitoring and evaluation system but also fosters accounting for the use of public funds and the need for continuity (Kusek & Rist, 2004).

Once more, monitoring and evaluation reporting is used in decision-making activities, therefore how and when it is done requires thought and scrutiny (Jacobs, 2019). For example, the use of monitoring and evaluation information by parliaments provides an opportunity for increased demand and use of monitoring and evaluation information for accountability (Porter & Goldman, 2013). None the less, Naidoo (2012) cautions that it remains important for programme owners to think beyond data collection and further focus on how the collected data will impact the program/project, this simply aims to ensure that the placed monitoring and evaluation officers understand the value of their work and strive to ensure collected data meets all the principles and standards of data. This ultimately institutes for standardization in terms of data management.

2.5.5 Impacts

Impacts though not explicitly covered or a necessary part of process evaluation which is used in this study, are the changes that occur within an organization, here sustainability of the Monitoring and Evaluation system (monitoring and evaluation) is referred to (Jacobs, 2019). Impacts can be positive and negative, primary and secondary, long-term effects produced by a development intervention, directly or indirectly, intended or unintended (Kusek & Rist, 2004). Impact of good delivery of monitoring and evaluation system is seen in the responses of targeted beneficiaries of different MYSC programmes.

In conclusion, the attributes that will be used to help collect information for this research include inputs; here we assess financial and human resources, activities; will include assessing the budgeting aspect and training of MYSC management and officers implementing programme - this means interrogation of the training plan. Lastly standardized data collection, outputs; will include data management here data quality should be at the forefront. Outcomes will include data usage by MYSC to make informed policy decisions.

2.6 Established frameworks for interpreting empirical results on monitoring and evaluation systems

This section establishes interpretive frameworks which are descriptive and explanatory in nature to allow the study interpret empirical research results and turn them into research findings. To achieve this, firstly it was necessary to know and understand key factors and how they were achieved, it is in section 2.4 and section 2.5 where this is fully discussed and decoded the academic field of study and the research attributes. As argued by Wotela (2016) locating the component where the research is located as well as the key attributes or variables is the academic gateway to understanding established interpretive frameworks within an academic field of interest. The attributes were integrated and linked to the research questions and propositions.

Secondly, it is key to highlight and discuss frameworks, theories and models associated with both the field of study and key attributes of the study. Ultimately due to limited time and resources one will select key theories, frameworks and models to be adopted by the study going forth. Herein, these are defined in terms of historical background, previous applications to research and how it established and maintained relevance from the past years. This is an important factor to understand, so that one conceptualizes an informed approach to the research and pan out an analysis plan for interpreting the empirical findings.

The study established that the following theories are aligned and developed for assisting with interpretation of the implementation studies and the attributes understudied. Theory may be defined as a set of analytical principles or statements designed to structure our observation, understanding and explanation of the world (Nilsen, 2015). These include New Public Management Theory (NPM) whose origin can be simply be traced from public choice principal- agent and institutional theories which together provide the foundation of the NPM concept (Barzelay, 2001). In the 1990s a rapid spread of the new public management (NPM) in most African countries was eminent to model their administrative framework with expectation of getting high efficiency and effectiveness in their public sector (Gruening, 2001)

NPM focus in the public sector has been mainly on the output and outcome; that is what value is added due to implementation so that the target group sufficiently benefits (Vyas-Doorgapersad, 2011). NPM talks Accountability for performance and this is traced back to classical thinkers and their idea to benchmark public organizations, the reform ideas

include financial management and performance auditing can be traced back to this approach (Gruening, 2001).

New Public Management (NPM) seeing the light in Public service reforms shows the immense effort towards improved public sector administrative structures and operations. More so, this is reflected by integration and for some development of the monitoring and evaluation systems (Vyas-Doorgapersad, 2011). None the less this theory only talks to when resources are adequately provided this includes greater utilization of funds, then management of the performance can be assessed going forth and. For this study we want a broader understanding of how inputs play a major key role in ensuring that first phase of implementation takes place.

Another theory established is the Theory X and Y pioneered by Douglas McGregor's is advanced as one of the most important theories in management studies (Indabawa & Uba, 2014). Theory X is based on the assumptions; that the average human being has an inherent dislike of work and will avoid it if possible. Because of this human dislike of work, most people must be coerced, controlled, directed, and threatened with punishment to get them to put forth adequate effort toward the achievement of organisational objectives (McGregor, 1960).

Theory Y is based on the assumptions that the average human being does not inherently dislike work, it wholly depends upon work conditions (McGregor, 1960). However, Kopelman, Prottas, & Falk (2010) argue that McGregor in his analysis did not make effort to measure constructs and to conduct any research that directly tested the validity of his theory For this study the focus is on the organization towards developing and enhancing the monitoring and evaluation skills of a programme implementer, believe is that implementers are limited by the inadequate skills they possess and competences.

Implementation theory became into existence because of so many issues in public sector, these included the need for organizations to give support to its staff by sharing information which will allow effective implementation to avoid focusing on class which is the economic aspect. (Hill & Hupe, 2002a) highlight that Jeffrey Pressman and Aaron Wildavsky are the founding fathers of implementation studies which emerged in around 1984; Theory of Change whose increased attention was directed at studying how the programs were carried out-for example, styles of service and length of contact, in the 1990s; and lastly Results Chain Framework which is rooted to the field of evaluation and

utilises a tool in a diagram form to show causal linkage between the intervention in place and its envisaged impacts (Margoluis, Stem, Salafsky, & Brown, 2009).

The study therefore following the above descriptions on the said theories and frameworks adopts implementation theory, Theory of Change and results chain framework to interpret its results and explain implementation challenges accurately. As mentioned by Wotela (2016) theory of change can only be interrogated in the light of other theories that drive the intervention under study. These complement each other especially where there are some shortfalls and provide a comprehensive understanding of implementation of a monitoring and evaluation system and ultimately allow for conclusive interpretation of the empirical results.

2.6.1 Implementation theory

Implementation theory defined as a careful and elaborate attempt to specify a scientific framework for implementation studies which authenticates and embraces the perspectives of both compliance and implementation (Hargrove, 1981). Implementation theory advocates for structures that allows for organization's staff to interact in order to manipulate the outcome; this structure is characterized by functional linkages between goals and set outcomes (Hargrove, 1981). As result, implementation theory was born out to recognise and fill this gap and ensure connection between legislative and administrative policy making of the recognition (Motsoeneng, 2018).

Implementation theory was advocated more by American scholars Jeffrey Pressman and Aaron Wildavsky who are celebrated as the 'founding fathers' of implementation studies in the 1990's (Hill & Hupe, 2002a). But first, implementation theory gained momentum in the 1970s was due to some bureaucracies which were inefficiently conducted by the legislative (Leekley, 1994). Furthermore, implementation theory became prominent when it sought to address and augment economic systems other than the market; this was keenly worked by Leonid Hurwicz, the father of implementation theory who figured that the most important ingredient was missing which needed to address economic systems (Corchon, 2013). The need for implementation theory could not be ignored as issues around implementation tended to recede from the focus caused by change in policy agendas (O'Toole Jr, 2000).

The arguments around the development of implementation theory indicate that the previous implementation theory was not historically rooted and did not cover all relevant factors of implementation. And in order for the theory to achieve this and in order to address the organizational needs that foster implementation, there was a need for reassessment which mainly looked programs' support patterns, bureaucratic requirements in an organization, methods of implementation to be utilized, corruption issues that emanated, programmes target populations, goal ambiguity, and lastly internal regulation (Hargrove, 1981). Nilsen (2015) brings to light that these theories were developed by implementation researchers either crafting them afresh or adopting and routing along existing theories in order for implementation aspects to be theoretically explained.

Utilization of these propositions became adopted as frameworks and used in policies such as regulatory policies and redistributive policies (Hill, 1997). In the end the theory ultimately allowed for organizations to give its members the correct incentives to share information and act appropriately. This is cannot be overemphasized where inputs need to be adequately supplied for outcomes to be achieved as in the case of the monitoring and evaluation system in MYSC (Corchon, 2013).

Corchon (2013) suggests that since implementation is not one-dimensional, allowing for both top-down and bottom-up approaches is necessary. Implementation theory therefore anticipates most implementation situations such as "Propositions about how the efforts of contending parties to shape and control programs affect their initial design and implementation; Propositions about how the organisational incentives of implementing administrators affect implementation; Propositions about the effect of politics and, bureaucracy upon the degree of implementation of programs. Politics shape the institutional characteristics programs" (Hargrove, 1981; p11).

The argument is that the implementation theory allows for organizations to relay different kinds of policies and adequately address them to the level they deserve. The first main step that needs to be taken is to look at the "what" which mainly talk to the outcome; that is the set targets to be achieved. Secondly, it assesses the "who" here it is referred to who is authoritative position or rather who is the implementer (Corchon, 2013). However, implementation theory allows for programme implementers to predict the consequences of proposed program characteristics, thereby permitting for suggestions towards strategies aiming to enhance policy effectiveness. It guides implementers to act strategically towards goal attainment (Hargrove, 1981). Consequently, implementation

theory being somewhat a social choice theory then it requires that incentives are put in place for implementers to act strategically and measure goal attainment (Corchon, 2013).

None the less, implementation theory has a challenge because it applies indigenous understandings to even programs that are not compatible that is to say, it is more of a practical approach than theoretical. Programmes not being stagnant, changing and evolving with time should be measured according to the current modes. Here the question remains how then does implementation bring on board the theoretical aspect of understanding (Hargrove, 1981).

Another disservice of this theory is in its ability to allow for variables outside the set policy process to be accounted for. It limits the programs to collect what is the termed as the latent results that might have caused implementation failure or success (Hill & Hupe, 2002a). This ideology is supported by Corchon (2013) who states that credibility and renegotiation is impeded by this theory. Here the bone of contention is that the theory practically assumes that things are as is and cannot be altered. But the reality is that implementers do have a say and should be allowed to contribute in the cycle.

2.6.2 Theory of change

A theory of change (ToC) is a focused model of how an initiative such as a policy, strategy, a program, or a project contributes through a chain of intermediate outcomes to the intended result. Thus this study further adopted ToC because of limitations of Implementation theory which did not allow for implementers and organization to reorder their processes in order to effectively meet set targets and objectives. The strength of theory of change is in its ability to help navigate the complexity of social change and as a result ToC can produce expected Ministry's objective (Serrat, 2013). Theory of change helps organizations map out the change processes (Rogers, 2013).

Weiss (1995) describes ToC as a theory of how and why an initiative works. Theory of change was none the less coined in the 1960s when scholars realised the need for more programme theory approach to explicit explain the underpinnings (Funnell & Rogers, 2011). But the its first approach emerged in the United States in the 1990s and it was conceptualized in 1995 by Carol Weiss with the aim of improving evaluation theory and practice (Stein & Valters, 2012). This was to push for having a space for authentic results that depict true picture on the set outcomes (Weiss, 1995).

The intention of theory of change is to ensure that implementation and set targets are reached in an organization. To achieve this, ToC will ensure strategic planning towards goal attainment through process mapping, further, monitoring and evaluation to measure if gaols will pan out as planned - that is linking planned activities with expected outcomes (Stein & Valters, 2012 and Mayne & Rist, 2006). Furthermore, the Theory of change with its underpinnings on effect and impact, aims to support different project cycle activities, such as implementation decision-making and adaptation; to clarify the drivers, internal and external, around an existing initiative; monitor progress and assess impact and this is key revolution in monitoring and evaluation (Vogel, 2012).

As advanced by (Mayne, 2017) ToC is used for provision of a framework which sets out monitoring and evaluation plans for setting out monitoring and evaluation plans. Herein, clarity on what needs to be evaluated and how is provided, hence evaluations questions as: 1. what data on results and assumptions should be monitored? 2. What issues need attention in an evaluation? 3. What is the likely strength or current status of evidence for the various results and assumptions, and in particular for each causal link?, become key to unpack and measure progress of an intervention (Mayne & Rist, 2006). Furthermore, ToC aims to improve programme design, implementation and evaluation processes (Johnson, 2012).

Theory of Change offer full description of the delivery mode, and this is usually presented in a diagram. In instances of assessing the impact, it is explained that the theory uses scientific evidence to test the hypothesis (Gertler, et. al, 2016). Theory of change charges that measures of both activities and outcomes are outlined to allow for linkage of cause and effect in programming (Connell & Kubisch, 1998). Additionally, the theory of change emphasizes context as the key role player in the quest to achieve goals, here what is critical is for one to understand the context within which the intervention maybe implemented. With the proponents of theory of change clearly stated programme implementation is to get the attention it deserves to thrive (Blamey & Mackenzie, 2007).

However, Margoluis et al., (2009) highlight the theory of change is linear, and assumes that inputs lead to outputs, and that outputs lead to outcomes. But systems thinking depict more of a different scenario, where change does not only revolve what the programme planned but rather it should link to external contextual factors around the programme (Mulgan, Tucker, Ali, & Sanders, 2007). Theory of Change has a lot of advantages; these include its ability to provide a structure as to when an activity can commence and also

setting timeliness for expected outputs and outcomes. ToC is useful in instances of evaluations; its core mandate is to assist programmes carry out evaluations by providing measurable indicators of success. These evaluations include but not limited to explanatory or exploratory and formative approaches in order for organizations to have detailed explanations for the existing theory and ultimately learn and test whether it works or not (Stein & Valters, 2012).

Theory of change also help keep the process of implementation and evaluation transparent, so everyone knows what is happening and why and improvement innovations can be utilised (Gaventa & McGee, 2013). Notwithstanding, some authors articulate that absence of Theory of Change cannot hinder continuation in a program; this is rooted in what is termed as conservative scepticism which argues that problems, concepts and plans do change and are diverse. Therefore failure for programs to utilise ToC should not be deemed as weak (Brest, 2010).

Theory of change is not easily comprehended and implemented, this is mainly because aspects such as theorizing, measurement, testing, and interpretation are effectively difficult (Weiss,1995). Moreover, the disadvantages of ToC are seen in cases where organizations fail to define and link planned activities to desired outcomes; here the argument is that organizations and implementers may both end up having their own definition of Toc and lack a structure for lessons learnt to assess if the applied ToC is of benefit to the organization (Stein & Valters, 2012).

2.6.3 The Results Chain

The results chain is rooted to the field of evaluation and utilises a tool in a diagram form to show causal linkage between the intervention in place and its envisaged impacts (Margoluis et al., 2009). The main reason for which results chain exists is to help organizations find and define a causal logic from the intervention where strategies and plans can be formulated to allow for implementation (Margoluis et al., 2009). This is usually done by outlining the inputs, here assessments are carried out to determine resources availability, activities and outputs are also outlined and this step is mandatory for programming to eventually show exact linkage of what and how results can be achieved (Gertler et al., 2016).

Furthermore, results chain framework exists for organizations to be able to describe changes occurring and experienced at the different levels of performance. It is of essence

that performance framework is able to assess and observe inputs, activities, outputs, outcomes and impact during implementation of an intervention (Kinyuira, 2019). Access to results information gives way for accountability, communication both internal and external and learning because of the ability of results chain to depict results (OECD, 2017).

Results chain framework talks to measures that allow a program to function; it details the "how" so that intervention gives out targeted results and allows for information systems to track not only project outcomes and impacts, but also ensures implementers are on track and prudent in achieving results (Gertler et al., 2016). Moreover, results chain guards against exponential risks such as of failure to deliver, here it guides how organizations can set the right parameters to monitor and achieve goals by explaining how both short and long term performance could be assessed at each level (Kinyuira, 2019).

Margoluis et al. (2009) argue that managers need to be aware of implementation processes to determine whether the process is being carried out as crafted. The advantage of results chain framework is their strength in specificity, programs can tailor make the log frame for implementation by clarifying objectives to be met. The results chain framework does this by explaining and monitoring each link in the chain (Margoluis et al., 2009; Gertler et al., 2016). Furthermore, it helps resolve what is termed 'traditional conceptual difficulties' such as inappropriate narrowing of considerations of outputs, outcomes and impacts. Here the chain provides references for the 'how' such as how programs can collect information, analysis, and eventually reporting on performance (Kinyuira, 2019). None the less, there is still questions on how the program itself or implementers fail to explicitly show the linkages between variables and report on performance with the framework provided. This is shown in instances where activities such as data collection that allow assessment of an intervention become very limited (Margoluis et al., 2009).

2.6.4 The implementation theory, theory of change and results chain framework of monitoring and evaluation systems

This study will utilise implementation theory, theory of change and results chain to interpret its results. Each theory or model adopted here plays a distinct role in explaining the phenomena. Implementation theory explicitly talks to implementation studies; it shows how an agent in our case a programme implementer plays a critical role in ensuring that an intervention achieves its intended results. Hill & Hupe, (2002) define

implementation theory as a structure that allows for implementers to act swiftly towards manipulating the outcome; this structure is characterized by functional linkages between goals and set outcomes. In essence this addresses the accountability aspect of organization in achieving its goals. The theory will focus and emphasize the need for management buy-in and accountability in all cycle of implementation.

Furthermore, theory of change is key as it measures and assesses the level at which objectives of an intervention can be met. Here the discussion of the logic frame is key, and it helps break down the attributes discussed in this study. (Weiss, 1995) explains this by highlighting that the theory addresses the issues directly; that is the how and why effects (or no effects) that come about in response to program interventions; that is to say the principle of **If** and **Then** applies. Inputs such as budgeting for training existing programme implementers will allow for measurement of the actual number trained and the output. This is the bone of contention of If and Then, if the organization commits to ensuring that key competent skills are acquired through training by committing funds, then the expectation of a more improved delivery of objectives is eminent, ultimately leading to production of quality reporting which can serve as evidence for policy decisions in the Ministry of Youth Empowerment, Sport and Culture Development (MYSC). Once more, results chain has been adopted by this study to show the linkages between attributes understudied. This is to emphasize the need for implementers and organizations to be aware of the set goals that need to be achieved. This can be achieved according to Margoluis et al., (2009) by defining a causal logic from the intervention where strategies and plans can be formulated to allow for implementation.

2.7 Challenges of implementing the monitoring and evaluation system in a Botswana Government Ministry, a conceptual framework

The study introduced the research in Chapter one; where research problem and research purpose was discussed, and further in Chapter 2 the paper reviewed the literature. Herein sections 2.1 to 2.6 allowed for in-depth problem analysis, analysis of both current and past researches to derive the knowledge gap and ultimately established frameworks to help interpret the research findings. Therefore, this section termed the Conceptual framework is a summary of Sections 2.1 to 2.6. It demonstrates how the research will proceed based on the above discussions from 2.1 to 2.6 sub sections to assess the implementation of the monitoring and evaluation system and associated challenges. The

conceptual framework as stated by (Wotela, 2016) allowed the research to find the research gap from similar and past research on the subject matter discussed and guided with the steps to consider moving forward and or discussing following research sub components.

The study focuses on the Botswana Government, particularly a Ministry to see how effective utilization of the monitoring and evaluation system can lead to achievements of set targets and goals, this is of course in absence of challenges. Therefore, the study aims to understand the challenges that impede efficient and effective implementation of the monitoring and evaluation system (monitoring and evaluation system) in the Ministry of Youth Empowerment, Sport and Culture Development (MYSC).

Established in 2007 through Presidential Directive as a result of Botswana Government's heed to the nations' cry that their needs be adequately met. MYSC established a monitoring and evaluation unit in 2014 in order to leverage on this opportunity to contribute towards economic diversification which ultimately addresses matters relating to youth, sport and culture in Botswana (MYSC Strategy Plan, 2007). This was of course after Botswana Government took a stand to have monitoring and evaluation as one of the performance tool engraved with the mandate to guide and monitor project implementation.

Further in 2017, a whole chapter in NDP 11 was dedicated to show the greatest intention of the Botswana Government towards ensuring accountability and astute delivery of mandates across ministries (NDP11 Performance Framework, 2017-2023). Monitoring and evaluation system established by MYSC envisaged improved reporting for all MYSC programmes; that is a system that provides for quality reporting up-to national level. This should enable the Ministry to make informed evidenced based policy decisions to ensure the needs to target are adequately met (MYSC Annual Report, 2018).

None the less, there are challenges that come up with great initiatives and monitoring and evaluation system in MYSC is no exclusion (Görgens & Kusek, 2010a). The key challenges or issues as presented in this study are accountability, transparency and existence of a functional oversight. The bone of contention is that without emphasis of these three factors the monitoring and evaluation system cannot be as effective and efficient to serve the policy mandate, it becomes a mundane ideology.

The studies reviewed show that lack of accountability, transparency and oversight breeds core issues and further reveal that challenges of implementing monitoring and evaluation systems are caused by internal factors such as budget allocation and staff complement, lack of skilled manpower- trained personnel and collection of data that is not standardized (Maphunye, 2014). Consequently the lack of a clear role playing results in corruption; where resources may be plundered and power may be abused in favour of the corrupt official, implementation without prudence towards utilisation of budget and application of set rules (Ntoyanto, 2016; Sisa, 2014).

When allocations towards implementation of monitoring and evaluation activities is compromised it will result in lack of supervision and due diligence. Most studies concluded that leadership championing for monitoring and evaluation, dealing with information and data constraints, capacity building, ownership of the system, change management all are implications in implementing the monitoring and evaluation system (Mudeme, 2018).

However, the study main objective which is to show how accountability, transparency play a key role in ensuring the monitoring and evaluation system implementation is not revealed and discussed by past and current studies. By virtue, it gave this paper a leverage to link and interrogate the extent to which lack of accountability and transparency and a functional independent oversight affects the monitoring and evaluation system implementation in MYSC. This will discuss budget allocation distress, insufficient staff complement, lack of skilled manpower- trained personnel and lastly poor data management techniques resulting in collection of data that is not standardized to get quality data collection and reporting.

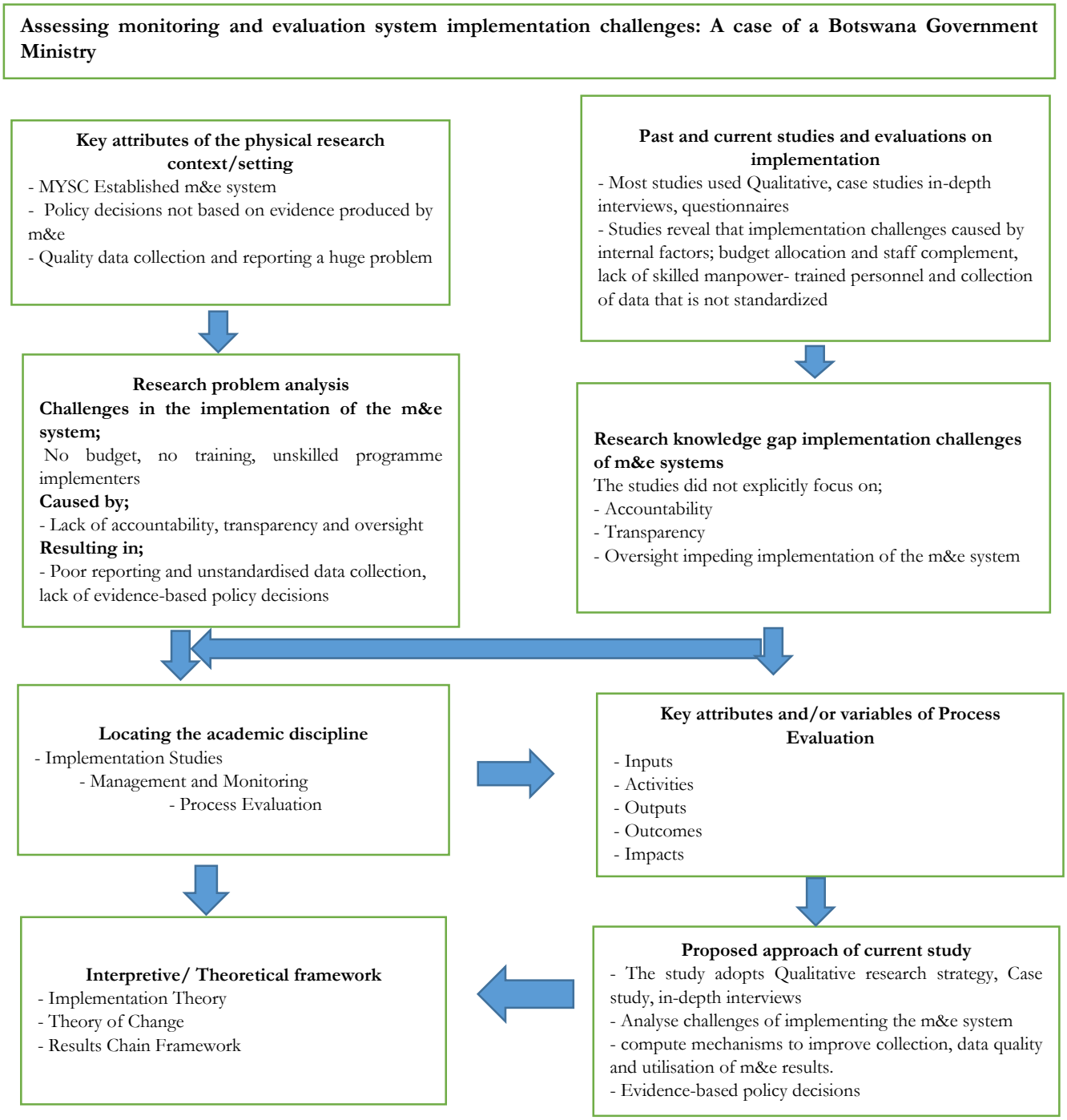
Most of the studies have used qualitative strategy, the believe is that it allows to unearth issues and get the real experiences of respondents, for example a study conducted by Jili & Mthethwa (2016) which aimed to identify and analyse challenges that hamper successful implementation of monitoring and evaluation. Therefore, this study has adopted the qualitative approach and since study aims to understand the extent of implementation and challenges monitoring and evaluation systems is faced with in MYSC, this strategy will allow for data collection on the attributes.

The study is rooted on implementation studies and assisted the study to assess the impact of implementation on programme outcomes, and identify factors affecting the implementation process (Durlak & DuPre, 2008). Vedung (2017) argues that implementation components are typically in three properties and these are ideally applied to each of the three problem areas: comprehension, capability, and willingness. In theory what Vedung is arguing is that the production of outputs and ultimately result in implementation outcome which implies that measurable change in the larger problem has been addressed by the programme (Paudel, 2009).

Further it is critical to discuss the components of implementation and these consists of monitoring and management, subsequent is process evaluation. Management breeds process evaluation which consists of implementation agents, implementation strategies, implementation process and implementation outcomes (Twantwa, 2017a). Process evaluation assesses the effectiveness of programme implementation and focuses on inputs, activities, outputs, and to some extent outcomes, but not impact (Sormune et al., 2011). This attributes will be used by the study to collect data on the problem.

The study applied implementation theory, theory of change (ToC) and the result chain and framework to be able to analyse challenges of implementing the monitoring and evaluation system. The argument is that the implementation theory allows for organizations to relay different kinds of policies and adequately address them to the level they deserve (Corchon, 2013). Theory of change will help lay key foundations in the quest to achieve goals (Blamey & Mackenzie, 2007). As mentioned earlier, MYSC having established its monitoring and evaluation unit only in 2014 undeniably shows that it is still teething in terms of a having a strong and functional monitoring and evaluation system which consist of all elements. Use of these theories will not only assess implementation level but also guide by providing expectations at each stage of the framework - herein the paper refers to the log frame structure where each level needs committed attention (MYSC Strategic plan, 2017).

Figure 9: Assessing monitoring and evaluation system implementation challenges: A case of a Botswana Government Ministry, conceptual framework



3 RESEARCH STRATEGY, DESIGN, PROCEDURE AND METHODS

This chapter describes research approach, design as well as procedure and methods employed in this research to collect, process, and analyse empirical evidence. Broadly, it has three objectives; namely, to identify and describe the research strategy (Section 3.1) and this study selected the use of qualitative strategy to allow for both generalization and description of the results. Secondly, the research design (Section 3.2) and this research committed to a case study research design. Lastly, the study discusses the procedure and methods in Section 3.3, here the research used interview schedules. The chapter also describes the reliability and validity measures (Section 3.4) that this research applies to make it credible as well as the technical and administrative limitations of the choices we make (Section 3.5).

3.1 Research strategy

Bryman (2014) describes a research strategy as a general orientation to the conduct of social research. This is a direction taken by a research in order to collect relevant and sufficient data. Nayak (2015) accentuates that a research strategy is a methodology that translates ontological and epistemological principles into guidelines that show how research is to be conducted, and principles, procedures, and practices that govern research. Bryman (2014) mentions three and mostly accepted research strategies, and these are quantitative, qualitative and mixed methods.

This research has committed to the qualitative strategy. Qualitative research strategy as an approach that values depth of meaning and people's subjective experiences, underscores words rather than quantification in the collection and analysis of data (Leedy & Ormrod, 2015, Lac, Brewer, & Crano: 2015). Furthermore, it largely emphasizes an inductive approach between theory and research (Leedy & Ormrod, 2015). Unlike quantitative research strategy which emphasize that you can use mathematical procedures to analyse the numerical data (Walliman, 2017). Furthermore, qualitative methods provide insights in defining and understanding the research problem by generating ideas (Headlam, 2016).

This research aims to further understand the challenges, these challenges are accountability, transparency and oversight towards the implementation of a monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture

Development (MYSC). However, Chilisa & Tsheko, (2014) caution that while the interview method is a popular data collection technique in qualitative research. It is argued that it is more leaning toward individualistic westernised assumptions. Thus cautioning researchers to be fully aware of the research context and apply it within such. None the less, Bryman (2014) marks that qualitative researchers are interested in understanding the meaning people have constructed towards a phenomenon, that is, how people make sense of their world and the experiences they have in the world. Furthermore, the epistemological stance of research accentuates qualitative research as a strategy that uses methods such as participant observation or case studies which ultimately will result in a narrative, description of a setting or practice. Merriam (2009) explains that the qualitative research strategy is situated within the interpretivist paradigm, which places emphasis on gathering key and contextual data to obtain and relay different meanings and interpretations on the phenomena. It has allowed the researcher to have a meaningful and in-depth engagement with the employees within the Ministry. This is in the fact that qualitative research involves an interpretive, naturalistic approach to the world (Bryman, 2014).

This study further reviewed past and current studies that have employed qualitative research strategy in line with implementation of systems. In the study conducted by Motsoeneng (2018) in which it aimed to assess the challenges in the implementation of performance monitoring systems. And in a case where monitoring systems to run efficiently is necessitated by ongoing feedback cycle between assessment, evaluations, monitoring and implementation. A qualitative research strategy was employed in order to investigate the challenges faced by the national Department of Public Works in the maintenance of this feedback cycle (Motsoeneng, 2018).

A study by Maphunye (2014) explored how the lack to focus on and strengthening of the human capacity element for functional monitoring and evaluation systems by the DLGTA, and assessed how municipal monitoring and evaluation unit towards service delivery had impacted in the holistic implementation of a municipal monitoring and evaluation system. Maphunye (2014) opted for a qualitative approach which he argues that it allowed the research to collect evidence and produce findings that were not determined in advance.

In another study by Nhlabathi (2016) aimed to assess how the Education Training and Development Practices Sector Education Training Authority (ETDP SETA) facilitates

and promotes implementation of skills development programmes in the ETD sector, with a specific focus on its youth development programme. The study employed the qualitative strategy mainly because of the nature of the phenomenon understudied.

This study employed qualitative research strategy mainly because it aimed to get in-depth understanding of how the MYSC management view the implementation of the monitoring and evaluation system and its challenges. As mentioned by (Maphunye, 2014), this research strategy allowed the study to utilise findings that were not pre-empted but very useful. With this strategy, the research results were analysed more objectively to allow for recommendations on how improvements and lessons learnt can be institutionalized.

3.2 Research design

Research design is the blueprint of the research aimed at achieving the research objective and answering the research question. Bryman (2012) defines research design as a framework for data collection and analysis. Moreover, research design is a plan by which the research strategy is carried out. It indicates the methods and procedures for the collection, measurement, and analysis of data (Cooper, Schindler, & Sun, 2006). The five different research designs include experimental design and its variants, including quasi-experiments; cross-sectional or survey design; longitudinal design; case study design; and comparative design (Bryman, 2012).

This research has thus committed to case study research design, and as highlighted by (Leedy & Ormrod, 2015) it allowed the study gather in-depth data. Case study research is an empirical in-depth investigation of a problem in one or more real-life settings that are studied over a prolonged period of time (Bryman, 2014). Data may be collected using a combination of interviews, personal observations, and internal or external documents (Nayak, 2015). The benefit of case studies is that they are positivist and interpretive in nature allowing for either hypotheses testing or theory building.

Moreover, the strength of this research method is its ability to discover a wide variety of social, cultural, and political factors potentially related to the phenomenon of interest that may not be known in advance. Analysis tends to be qualitative in nature, but heavily contextualized and nuanced (Nayak, 2015). The research being qualitative in nature, is phenomenological, sought to understand how the management perceive monitoring and

evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development (MYSC) (Naidoo, 2011).

In a study by Mtshali (2015) which used a case study, aimed to analyse the monitoring and evaluation system information reporting processes used in the Gauteng Provincial Government (GDOH). Case study assisted in an in-depth understanding of the monitoring and evaluation system in place for ECD health services. Through thorough understanding of the specific situation, the researcher was able to explain how the system put in place works and the research findings could easily be interpreted with the hope that it will be useful for decision-makers (Mtshali 2015).

Sidzumo (2016) study explored the understanding and experiences of the public officials from the Gauteng Department of Health on factors pertaining to use of evaluation information and the meaning they attach to such experiences. The research participants include officials responsible for production and use of evaluation information and thus a case study design is used since the participants share common characteristics within a single setting (Sidzumo, 2016). The qualitative case study design is vital to this research since it focuses on a confined and manageable research setting and thus helps in obtaining rich description and construct validity of the subject phenomenon (Sidzumo, 2016).

Similar to the studies aforementioned Gamakulu (2016) also utilised case study design in their approach, this study will use the Mining Qualifications Authority (MQA) as a case to examine some aspects of the MQA's monitoring and evaluation system. Gamakulu (2016) mentions that this approach allowed for data collection using semi-structured interviews of purposively selected MQA senior management, managers, and specialists. The selection of the case was based on the based on the employees' link to the area of study and involvement in the operationalization of the MQA's monitoring and evaluation system.

All in all, using case study has good benefits in that it allows for context to be uncovered and takes place through a detailed and in-depth data collection method involving employees as key respondents. Consequently, a case study design as it helps uncover the situation as it is; that is in-depth understanding of the monitoring and evaluation system, how it is being implemented and ultimately serve as a guide for decision-makers in MYSC is adopted by this study.

3.3 Research procedure and methods

This section documents the actual procedure and the methods employed in this research to collect, process, and analyse empirical evidence. Broadly, this research details the data and information collection instruments (Section 3.3.1), the target population and sampling of respondents (Section 3.3.2), the ethical considerations during the research process discussed in Section 3.3.3, data and information collection process and storage (Section 3.3.4), data and information processing and analysis (Section 3.3.5) as well as the background description of the respondents who provided empirical evidence for this research study (Section 3.3.6).

3.3.1 Research data and information collection instrument(s)

Data collection is the process of collecting essential information from all relevant sources to find answers to the research problem (Babbie, 2015). In order to collect this essential information, there needs to be tools in place to facilitate that, these are called data collection instrument. Data collection instrument is described as a device used to collect the necessary information (Bryman, 2012). Bryman (2012) describes the research instrument as a structured interview schedule or a self-completion questionnaire. Various data collection instruments can be used to collect quantitative data including an interview schedule, observation schedule, and questionnaires (Bryman, 2012a). The research committed to interview schedule which Nayak (2015) defines as a tool or instrument used to collect data from the respondents during the interview containing questions, and statements.

Utilization of interview schedule is key to ensure that the data are comparable in terms of categories and data-collection methods (Bryman, 2012). Nayak (2015), emphasizes that there must be clear and justifiable links between one's research questions and the concepts measure in order to produce a valid instrument. Therefore, the interview schedule assisted the study to ensure linkages, and these questions had a logical relationship and evidence of coherence in the total format of the schedule (Leavy, 2017).

Nayak (2015) emphasizes that interview schedule as described by authors is most suitable for case studies. Walliman (2017) and Bryman (2012) discusses the three types of interviews as structured interview; unstructured interview and semi-structured interview. Structured interview employs standardized questions read out by the interviewer according to an interview schedule and answers may be closed format. Unstructured

interview on the other hand is a flexible format, usually based on a question guide and the questions are not in a closed format (Walliman, 2017). Bryman (2015) describes semi-structured interview as a type comprising both structured and unstructured sections, with standardized and open type questions. According to Nayak (2015) a semi-structured interview clearly lists issues to be addressed and questions to be answered.

As a result, this study committed to a semi-structured interview. With a semi-structured interview, the interviewer had a clear list of issues to be addressed and questions to be answered, none the less there was some flexibility in the order of the topics and how they can be responded to (Nayak, 2015). Lac, Handren, & Crano (2016) share the same sentiments as Nayak as they describe semi-structured interview as one that contains structured and unstructured sections with standardized and open type questions. Semi-structured follows an outline that is contextualised in order to address key themes (MacDonald & Headlam, 2016).

Semi structured interview instrument was also employed in this study as it helped narrow down and focus the exact content of questions, the format of questions and responses, and the organization of the instrument itself. But bearing in mind that latent responses or need for further probing may be exercised. Leavy (2017) cautioned with respondent burden occurs to the degree that respondents experience their participation as too stressful or rather time-consuming. Here with the semi-structured interview instrument, there was a degree of flexibility to allow interviewees respond to questions and at the same time it allowed the researcher to respond to the answers of the interviewee and therefore develop the themes and issues as they arise.

Other studies that utilised similar instrument were reviewed. In the study conducted by Motsoeneng (2018) which employed semi-structured interview to solicit answers which aim to assess the challenges in the implementation of performance monitoring systems in Department of Public Works. This is based on where monitoring systems to run efficiently is necessitated by ongoing feedback cycle between assessment, evaluations, monitoring and implementation. According to Motsoeneng (2018), semi -structured interview schedule was used to gather such information. This aimed to allow for respondents fully discuss the issues pertaining to the organization in terms of monitoring and evaluation implementation.

Similarly, Makhooa (2018) employed a semi-structured interview schedule to collect data. The study aimed to explore Gauteng Department of Agriculture and Rural

Development". (GDARD) employees' perception regarding the implementation of the Performance Management and Development System (PMDS). According to Makhooa (2018) a semi structured interview plays a key role in research as it creates an opportunity for new concepts to emerge that may have been omitted by the researcher. Makhooa (2018) maintains that semi-structured interview instrument allows for flexibility in the way the interview maybe conducted. But it remains equally important to ensure that questions are asked using the same wording, not necessarily pinning a researcher to ask questions in the same order as they appear in the interview schedule.

This study therefore, used semi-structured interview schedule which allowed the respondents answer more freely to the questions without being pressurized. The interviewer was able to probe and triangulate information gathered.

3.3.1.1 Sources of questions

In developing the research instrument, the semi-structured interview schedule was developed with explicit aid from the literature reviewed, this includes past and current studies that have similar research. This study considered asking of questions that have been employed by other researchers for at least part of interview schedule (Bryman, 2014). However, Bryman (2014) cautioned that even though the researcher will be employing existing questions that in essence have been piloted, it is key to be much informed about the reliability and validity measures to assess if these questions can be adopted. According to Leavy (2017) cultural understandings shape the kinds of questions, and in this case the researcher had an obligation to understand the case within its context.

It is in this regard that the study used questions as guided by previous studies, and informed by the literature to get a background of the case understudied and present questions that are relevant. The semi –structured interview schedule was divided into four sections (See attached schedule in Appendix 1). The first part was the demographics of the respondents these was to gather information attributes such as gender, age cohort and their designation in the Ministry, second part included questions regarding monitoring and evaluation system in the MYSC and utilization, that is the objectives and how they perceived the role it plays in the Ministry. The third part included challenges experienced in the Ministry to implement the monitoring and evaluation system and perceptions towards the effects of the monitoring and evaluation system. And lastly, it covered issues of lessons learnt with implementation and ways for improved implementation. The

research interview schedule introduced the study and its objectives and assured participants of confidentiality. And furthermore, the thank you part to the respondents was included this is used to build good relations and show much appreciation for the time taken to respond to the questions (Makhooa, 2018).

3.3.2 Research target population and selection of respondents

3.3.2.1 Research target population

A population is a universal unit such as a group of individuals or objects from which samples are taken or picked from for measurement (Bryman, 2014). MacDonald & Headlam, 2016 describe target population as the subset of the population or the sample of the wider population which the research aims to utilize or engage to collect information on the phenomenon.

In this research, the target population is seventeen (17) of MYSC employees who are key informants from levels of; Executive Management, Senior Management and Management. The levels of management employees in MYSC include (Permanent Secretary, Deputy Permanent Secretaries, Manager HR, Policy Specialists and desk managers, Performance improvement officers, Training coordinators. The target population has excluded administration unit which consist of administration officers, supplies office, as the main focus was on MYSC program coordination and implementation. These are mainly decision makers when it comes to developing or establishing policies in MYSC. This research sought a representation that can provide insightful and have influence in the implementation of the monitoring and evaluation system.

As argued by Makhooa (2018) whose study aimed to explore Gauteng Department of Agriculture and Rural Development (GDARD) employees' perception regarding the implementation of the Performance Management and Development System (PMDS). The study had different occupational levels including employees from lower management (administration clerks, senior administration clerks, administration officers, and senior administration officers) and middle management (assistant directors and deputy directors). The main reason for the selection of this target group according to Makhooa (2018) was because they provided key information and insight on the research problem. The research target population was 953 employees of the GDARD (Makhooa, 2018).

A study by Njama (2015) sought to analyse the determinants influencing effectiveness of a monitoring and evaluation system for African Medical and Research Foundation (AMREF) Kenya Water, Sanitation and Hygiene (WASH) programme. Njama (2015) laments that the research was guided by the need to establish the extent to which availability of funds and stakeholders' participation influence the effectiveness of monitoring and evaluation system. In this study the target population was staff from AMREF Kenya WASH programme and personnel in the administrative, finance and human resource departments of 46 staff compliment. A further 20 employees working under administrative, finance and human resource departments who totalled a target population of 66 employees (Njama, 2015).

3.3.2.2 Sampling or selecting respondents from the target population

Sampling is a process by which a number of individual cases are selected from a larger population, thereby determining who or what is in the study (Leavy, 2017). The sample is the section of the wider population that will be engaged in the survey. Detailed consideration of sampling still needs to be made even when not striving for statistical significance. (MacDonald & Headlam, 2016) laments that a sample is a segment of the population that is selected for investigation. Sampling method of selecting a segment of a population may be based on a probability or a non-probability approach.

Probability sampling therefore uses random sampling ensuring that each unit in the population has a known probability of being selected, whereas non -probability sampling which implies that some units in the population are more likely to be selected than others using either random sampling method (Bryman, 2014). This study has opted for non-probability sampling. The various forms of non- probability sampling are inclusive of convenience sampling, judgemental or purposive sampling, expert sampling, snowball sampling, quota sampling (Bryman, 2014). It is important for a research to put into consideration of the sampling bias, this is defined as any factor that yields a non-representative sample of the population being studied (Leady &Ormrod, 2015).

Laher & Botha (2012) emphasize that purposive sampling as a non-probability sampling is a good technique to deeply investigate, discover and understand the phenomenon. This is augmented by Kumar (2014), in that it involves the researcher finding respondents who will provide relevant information to answer the research objective. In purposive sampling, people or other units are chosen, as the name implies, for a particular purpose (Bryman,

2014). Leady & Ormrod (2015) caution that researchers should ensure a rationale is provided that explains the selected their particular sample of respondents.

Therefore, this research employed a purposive sampling method, mainly because the study is targeting specific respondents who are highly relevant to the specific context of study. A contact was made with eight (8) MYSC leadership as thus; Executive Management, Senior Management and Management. The levels of employees in MYSC include Permanent Secretary, Deputy Permanent Secretaries, and Managers HR, Policy Specialists and desk managers, Performance improvement officers, and training coordinators.

A study by Mataka (2016) investigated the prevalence of capacity gaps and systems problems with regards to the monitoring and evaluation system in the North West provincial government departments having employed purpose sampling. According to Mataka (2016), the study employed purposive sampling to identify both internal and external stakeholders that were interviewed during the 34 data collection process. Purposive sampling was practical for this study mainly because that targeted population had the potential to provide basic information that could be beneficial to this thesis (Mataka, 2016).

Lemao (2016) in the quest to assess the implementation of the performance management system in the Gauteng Department of Agriculture and Rural Development used a non-probability sampling method in their study. The researcher employed purposive sampling, as it allowed the research to sample according to various criteria such as age or experience in line with the goals of the research. Lemao (2016) sampled individuals with the most insight to the answer the research question, these were Human Resources practitioners and managers as well as a former leader of the trade union NEHAWU.

Also in the study by Mofokeng (2017) the respondents of study were selected through a non-random purposive sampling. The study aimed to assess the challenges and problems that impede the effective implementation of the performance management system and further assess whether Dihlabeng Local Municipality did indeed take sufficient responsibility in ensuring that it effects monitoring systems. According to Mofokeng (2017), purposive sampling was ideal to ensure that there was a reasonable balance amongst the respondents. In this study the sample included, manager of performance

management, IDP manager who was responsible for the implementation of IDP. Forty-four employees of the Dihlabeng Local Municipality participated in the research, middle Management, Councilors and community members who are the beneficiaries of the services (Mofokeng, 2017).

It is in this regard that this study employed non-random purposive sampling as guided by the aforementioned past studies. For this research, purposive sampling allowed the research to focus mainly on the respondents tasked with and also those ensuring the utilization of the monitoring and evaluation system in MYSC.

3.3.3 Ethical considerations when collecting research data

By definition, ethics in research define boundaries on what is right or wrong and good or evil and guide on a proper way to do research (Neuman, 2014). Bryman (2012) assets that ethics have to do with how a researcher treats the participants and activities to engage or not engage in during research. Khan (2014) emphasizes that ethical considerations are more important in qualitative research as qualitative research approaches often intrudes in participant's lives. Lac, Handren, & Crano (2016) highlight that the principle behind ethical research is to ensure that no harm is caused to the participants or respondents.

The researcher is an employee at MYSC, under monitoring and evaluation unit. The core functions of the researcher at MYSC are to develop performance framework for reporting at higher levels i.e. National Development Plans, tracking indicators and performance reporting at NSO, monitoring and evaluating of MYSC programmes (i.e. Youth empowerment, Sport and Internship programmes). This study is 100% self-funded in the quest by the researcher to gain competency in monitoring and evaluation. The respondents in this research are all employees of the Ministry of Youth Empowerment, Sport and Culture Development. (See appendices 1.2 for detailed profile of the researcher).

This research is purely for academic purposes, therefore the researcher adhered to the principles of social science research ethics and ensured clearance had been granted by the University of Witwatersrand Ethics Committee prior to collecting information. As lamented by Creswell (2014) in order for one to gain support from participants, a qualitative researcher should convey to participants that and why they are participating in a study, this is explaining the purpose of the study, and avoid deception about the nature of the study. Hence this research ensured that the respondents are not deceived of any

information about the research and full research details and processes were discussed prior conducting the interviews with the participants.

The essential purpose of ethics is to protect the safety of research respondents or participants (Bryman, 2012). The researcher informed the participants of the aim and the objectives of the study and ensured no harm in any form. The researcher obtained informed consent from the participants to interview them prior commencement of the study. The consent form was prepared and shared with potential respondents after thorough discussion of the research objectives and consequences. The research ethics also put emphasis on the principle of personal right to agree or not agree to participate in any research, therefore permission and scheduling of interviews from the respondents was sought regardless of the consent signed antecedent.

During the data collection procedure, the identity of the respondents was protected and by no means were the respondents forced to disclose their name or identity. This goes further to data analysis where responses did not detail or name the respondent, direct quotations were only used if the information showed explicit essence to the question (raising latent discussions) and only if the information shared did not in any way implicate or put the respondent in jeopardy.

Positionality in qualitative research assess how different characteristics of the researcher and research subject might influence the research process (Berger, 2015). The researcher followed normal protocol to access government information, and hence assessment of the research questions was carried out by the authorising office before issuing research permit. The researcher presented themselves as a researcher not a member of staff, and respondents were encouraged to feel free to divulge as much information either controversial, political and positives as well.

3.3.4 Data collection and storage

Data collection is the process of collecting information or data from all relevant samples to answer the research questions, and then evaluate the results. The ability to achieve the objective of the research depends on the effectiveness of the data collection (Bryman, 2014). Bhattacherjee (2012) defines research data collection as an inclusive process for gathering information when carries out an empirical research. The four commonly used methods of data collection in order to conduct research are survey or questionnaire,

observational or ethnography, interview, focus group and document analysis (Bryman, 2014; Martin & Bridgmon, 2012).

This study committed to semi- structured interviews and according to Babbie (2014) an interview is a data collection encounter in which an interviewer asks respondent questions. Therefore, semi- structured interviews can be conducted through numerous procedures such as face-to-face, telephone, or online. The most common form is face-to-face interview, here the interviewer meets directly with the respondent for questions and answers on the phenomenon and these responses are recorded (Kumar, 2017). Participants in this study were asked questions utilising the interview schedule to ensure uniformity for ease of data processing.

It is imperative that a research does yield very useful insights and this can be easily achieved through face to face interactions with the respondents (Leady, 2017). It is therefore a key quality for a researcher to have good interpersonal dynamics and skills to be able to establish trust with the respondents for them to participate freely (Leady, 2017). Babbie (2014) argues that face-to-face interview allows the researcher to follow up on questions for clarity and probing to get clarity and deeper meaning. Face to face interviews were carried out in extreme caution especially during the pandemic covid -19, extra precautions measures were taken such as distancing. But the quality of the interview had to be maintained, this is inclusive of using quality tape recorders and taking as much notes.

To show relevance and need to utilise semi - structured interviews, a study by (Motsoeneng, 2018) which aimed to assess the challenges experienced by employees with regards to the implementation of performance monitoring systems in Department of Public Works used semi - structured interviews. These were conducted through face to face for the collection of information. The use of face to face interviews enabled the researcher to observe the physical expressions and emotions of the participants as they responded to the questions (Motsoeneng, 2018). Furthermore, these interviews were recorded with the consent of the participants to record the interviews (Motsoeneng, 2018).

Similarly, Gamakulu (2016) study collected data through face-to-face interviews. In this study the author sought to examine the effectiveness of the Mining Qualification Authority's monitoring and evaluation system. Gamakulu (2016)laments that the study was undertaken in order to get a deeper understanding of the structures, processes and systems within the monitoring and evaluation system of the MQA. This form of data

collection was key to the researcher "in order to ensure that respondents were able to provide rich and in-depth information about important aspects of the MQA's monitoring and evaluation system" (Gamakulu, 2016; p.67).

The recorded the interviews were transferred into the researcher's computer and external hard drive as a backup. Since the interviewer was also writing notes on the responses, hard copies where are kept safe in well labelled file. This provided evidence for data collection and further to protect both the researcher and interviewee after publication of the results.

3.3.5 Data processing and analysis

3.3.5.2 Research data and information processing

Data processing is simply the manipulation, conversation of raw data into meaningful information through different data analysing steps and process. It is at this step that raw data is processed in a way that allows the researcher to examine the question and to make statements about the question as a social issue (Bryman 2014). This research applied the transcribing process, this collecting primary data and transferring of audio tapes into transcripts. The interview conversations were typed out as the researcher listened to the recorded interview.

The transcription took about 8 hours for 45 minutes' interview and minimum of 3 hours for a 20 minutes' interview, the researcher had to learn on the ground how to transcribe and eventually devised means of speeding up the whole process though the process was time consuming. The transcription process took place from December 2020 to February 2021, after the last interview was conducted. This process was delayed due to other scheduled interviews being honoured a month later.

Creswell (2013) highlights that the process of coding involves disaggregating the text or visual data into small categories of information and then assigning a label to the code. Normally researchers organize their data into computers and convert these files into text units e.g., a word, a sentence, an entire story as told by the respondent (Creswell, 2013). It is for the reasons above that this study adopted the approach discussed as thematic analysis. Themes were guided by both the information collected and themes emanated from theories and research questions in addressing the specific challenges of monitoring and evaluation system implementation.

3.3.5.3 Research data and information analysis

Data analysis in qualitative research consists of preparing and organizing the data for analysis. These may be in text data format, here transcripts are analysed and ultimately reducing the data into themes (Creswell, 2014). Bryman (2014) explains in data processing various strategies do apply and specifically to qualitative research some such as grounded theory, thematic analysis. Grounded theory is viewed as a general strategy of qualitative data analysis and believed to be most prominent (Bryman, 2014). In grounded theory, coding is a key process in qualitative data analysis. None the less, Bryman (2014) mentions another data analysis form and this is the thematic analysis, which is mainly for interview transcripts.

Thematic analysis is often likened to coding due to the categorising data into themes that will be used to analysis the data (Bryman, 2014). Kumar (2015) argues that in order to analyse data collected from the interviews, the researchers mainly apply an analysis method called thematic analysis. Bryman (2014) states that with the analysis of qualitative data, coding is a process applied whereby the data are broken down into their component parts and those parts are then given labels. Creswell (2014) further discusses that thematic analysis involves transcribing interviews, optically scanning material, typing up field notes, cataloguing all of the visual material, and sorting and arranging the data into different types.

In order for this study to decipher on an analysis tool to be utilised, previous studies were reviewed to inform the study of the best tool. In the study by Twantwa (2016), data processing is defined in terms of selecting and employing thematic analysis rather than coding based on the processes that it has used when analysing data such as fragmentation of data. According to Twantwa (2016) the study utilized 'theoretical' thematic analysis in order to use predetermined themes developed by theory of change in the of data fragmentation. Along the line data was transcribed word for word and comparisons were made against notes taken during the interviews to ensure that transcripts provided an accurate reflection of the interviews.

Nhlabathi (2016) sought to assess how the ETDP SETA facilitates and promotes implementation of skills development programmes in the ETD sector, with a specific focus on its youth development programme. According to Nhlabathi (2016), the study employed data processing in very rigorous manner towards data management activities. The activities include preparation for data transcription, downloading all transcripts into

a computer, checking for any flaws in it and cleaning it out for any possible errors. As a result, the study embarked on coding processes, in which each transcript was coded. This method was useful to the study in the sense that it allowed thorough reading as the research moved along (Nhlabathi, 2016).

After a thorough review of the previous studies, this study employed directed thematic content analysis. Directed thematic content analysis according Bryman (2016) is a combination of thematic and content analysis. This helped the researcher uncover, and think of ways to identify and develop themes. In this study, coding processes took place by conceptualising the themes. The themes were guided by the research questions, and other themes from empirical information were assessed and analysis took place. The transcripts were reviewed several times in order to find words to reduce to themes.

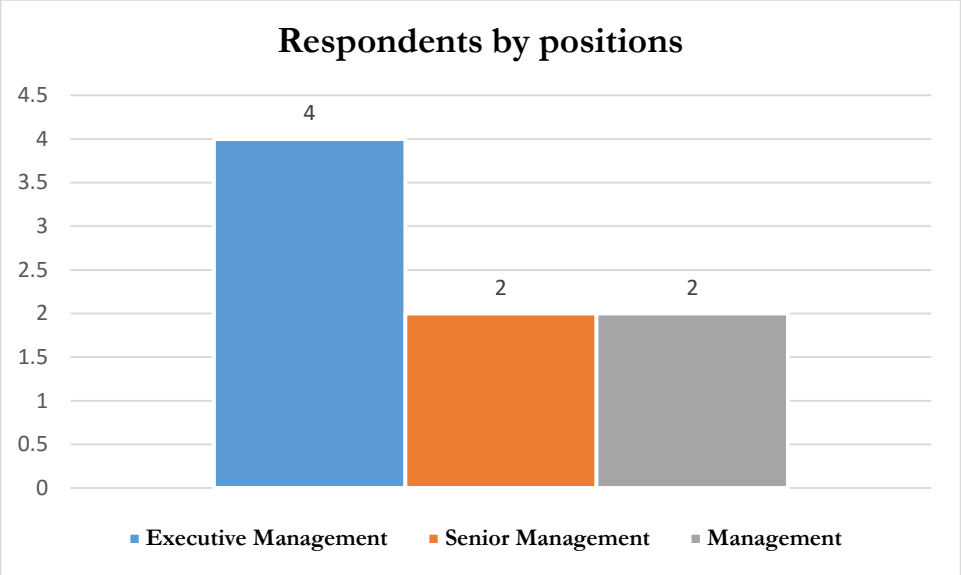
These themes were picked on basis that they appeared frequently. The study identified the themes as thus, first theme; Employees' understanding towards implementation of the monitoring and evaluation system. The second research question was further turned into a statement: implementing monitoring and evaluation system and the following themes were developed: roles and responsibilities, monitoring and evaluation results utilization, capacity and budgeting for monitoring and evaluation system implementation, challenges implementation of the monitoring and evaluation system. And lastly: lessons learnt from practice.

3.3.6 Description of the respondents

The respondents were the MYSC Management in their different portfolios. The reason is that they met the requirements in the purpose of the research which was to have an in-depth discussion on the challenges encountered towards implementation of the monitoring and evaluation system. The respondents were purposively selected because of their knowledge and influence in the implementation of the monitoring and evaluation system. Furthermore, they assist in overseeing the implementation of the MYSC mandate and play a strategic role in planning the implementation and utilization of the monitoring and evaluation System. They were male and female with majority being males as imposed by the Ministry's current operational structure. The overall respondents interviewed was 8 and all the questions were fully addressed. As indicated in Table 1 below, more than half, 6 (75%) of respondents are male, and less than half, 2 (25%) are female. Half 4 (50%) of the respondents are employed as executive in the Ministry, while the other 4 (50%) is senior management and manages in the Ministry.

Figure 7 illustrates distribution of respondents by position held in the Ministry.

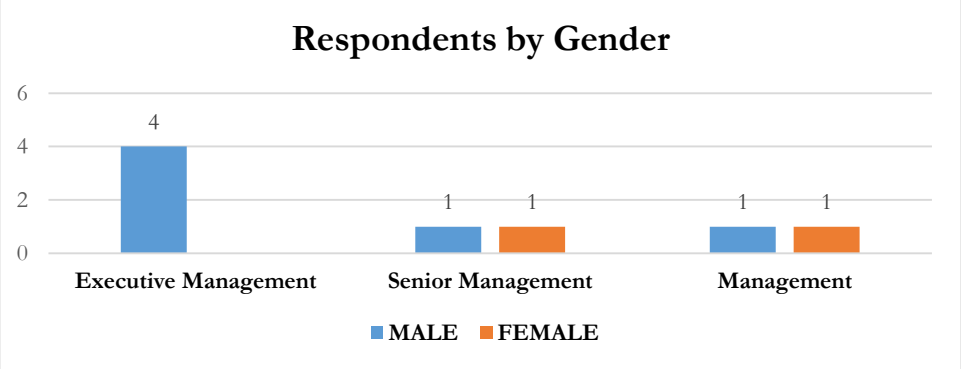
Figure 7: Respondents by positions



Majority of the respondents were executive management followed by both senior management and management.

Figure 8 illustrates the gender distribution of respondents.

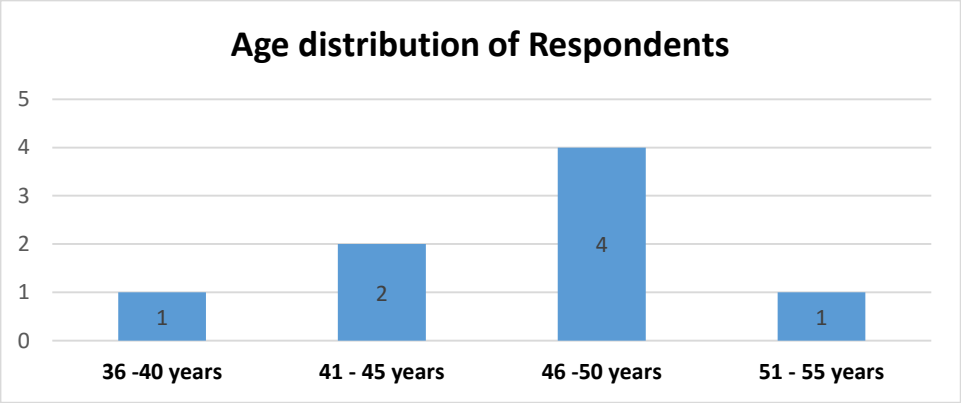
Figure 8: Respondents by gender



Majority of the respondents were male. This is because of the current operational structure in the Ministry.

Figure 8 illustrates the age distribution of respondents.

Figure 8: Age distribution of respondents



The least number of respondents ranged between 31-35 years and 51 -55 years, and the most number of respondents ranged between 46 -50 years.

3.4 Research strengthens—reliability and validity measures applied

Reliability in research articulates that one's research results should be repeatable that is getting the same answer when using an instrument to measure something more than once Nayak (2015). Bryman (2014) emphasizes that for the two research strategies (quantitative and qualitative) the approach is different, as that in quantitative research, the intention is to maximize the reliability and validity of measurement of key concepts. While in qualitative research there is need for generality on research ideas and interviewee's own perspective. Research reliability emphasizes that there be consistency in the measures derived and utilised with concepts (Bryman, 2014).

Since this is a qualitative research the reliability was emphasised by ability of this research to generate an understanding towards the phenomenon under discussion. Dependability is auditing both the process and the product of the research for consistency (Ahmed & Azmi bin Mohamad, 2016). In the study by Gamakulu (2016) which aimed to examine some aspects of the MQA's monitoring and evaluation system the author developed and adopted what is called an auditing approach to ensure dependability of their research. This is an alternate to reliability which is a term used in quantitative research.

According to Gamakulu (2016)auditing approach enabled the study to ensure that all information is kept from all stages in the research. The processes talk to problem

formulation, the selection of the participants, fieldwork notes, interview transcripts, and data analysis decisions. Dependability was achievable because the data was easily accessible throughout the research process. Therefore, this research examined the consistency of data through verification of raw data, data reduction and maintain an audit trail of interview guides, schedules and transcripts and any other relevant documents.

Validity is described as the extent in which accuracy and trustworthiness of instruments, data, and findings in research can be ascertained (Leedy & Ormrod, 2015). It therefore emphasizes that the research findings are be based on an honest, fair and reality as relayed by the respondents (Neuman, 2011). However, in qualitative research to ensure validity in a study terms such as credibility, transferability, and conformability are used (Bryman, 2014). Credibility reminds the researcher to answer questions such as; what techniques and methods were used to ensure the trustworthiness and accuracy of the findings (Bryman, 2014). Therefore, the researcher took the data as well as the interpretations back to one of the individuals who were interviewed for confirmation of the narrative.

It is important to note that it is usually impossible to carry out such confirmations with all the respondents. In order to validate the data, the research used thick description, which is defined as the descriptive interpretation of complex cultural situations (Badenhorst, 2016). But in this case it wholly means discussing the contextual background of the research to ensure understanding of meanings and intentions during conducting the study (Badenhorst, 2016). Furthermore, the study utilised a thick description procedure to ensure credibility by providing detailed description of the themes, research setting and participants of the study (Badenhorst, 2016).

3.5 Research weaknesses—technical and administrative limitations

Technical limitations are described as potential weaknesses of one's study this is in relation the proposed sample, data-collection environment, measurement techniques, and personal biases that may affect the quality of the results and credibility research conclusions (Leedy & Ormrod, 2015). This study is limited to one ministry and thus results cannot be generalised beyond the Ministry of Youth Empowerment, Sport and Culture Development. And furthermore, the fact that the researcher is an employee at MYSC and then chose the Ministry as a case study might have been a limitation for the study in terms of plurality of views and recommendations.

The research sample is very small and limited to purposive sampling, therefore the results cannot be inferred to the population. In the study, the possibility that participants may give politically correct responses as the researcher is also a part of the organisation understudy in order to protect discreet information on the ministry are not overlooked. Due to time constraints the data collection instrument was not piloted.

4 PRESENTATION OF RESEARCH RESULTS

This section presents the research results after thorough analysis, to compare and check the propositions. This chapter reveals the results of the primary data collected through face to face interviews. The data was gathered using semi-structured interview schedule (Appendix 1.1), which was developed to collect empirical evidence for this research. As presented in Chapter 2, four key attributes were used to assess the challenges in implementing the monitoring and evaluation system in MYSC (Section 2.5). Furthermore, Section 2.7 presented a research framework, which articulates the problem statement for the research as covered in Section 2.1 and 2.2. Section 2.3 provided the knowledge gap, Section 2.4 the research field of study, and Section 2.6 the frameworks that can be utilised to interpret the results of this research.

In this research, the results are used to outline the challenges that affect implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development. Furthermore, these results are perceptions of MYSC management and accordingly they were deemed the best people to provide better insights on the phenomena and challenges in the Ministry. The study responded to the following research questions;

1. Is the monitoring and evaluation system being implemented as envisaged in the Ministry of Youth Empowerment, Sport and Culture Development?
2. What are the challenges faced by MYSC in implementing the monitoring and evaluation system?
3. What are the lessons from practice to date, and how can this better inform the implementation strategy of monitoring and evaluation system?

First, the results are collated, categorized into themes and codes, then analysed using manual analysis and lastly presented. Direct thematic analysis is used and this is necessary so that we can create a picture of what the results are telling us. This chapter presents empirical results for the research undertaken: Section 4.1 presents the results on the organizational arrangements that MYSC have instituted to implement monitoring and evaluation system; Section 4.2 the findings on the challenges in implementing the monitoring and evaluation system in MYSC; Section 4.3 the results on the lessons towards institutionalising monitoring and evaluation system in government ministries and departments.

4.1 Implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development

The importance for programme owners to think beyond data collection and further focus on how the collected data eventually impacts the program/project delivery cannot be over-emphasized Naidoo (2012). The aim of this research question was to highlight efforts being made towards implementation of the monitoring and evaluation system and assess availability of operational framework/s in place to guide with implementation. Furthermore, it sought to understand whether the reasons for establishment of the monitoring and evaluation unit in MYSC were known by the management. The aim was to establish the role played by oversight (Management) in coordinating monitoring and evaluation system implementation in MYSC as a result ascertaining the need for monitoring and evaluation system. This ultimately highlights efforts in place to try and institutionalize MYSC monitoring and evaluation system and if there is a framework pertaining to increasing the demand for monitoring and evaluation and utilization of its results.

4.1.1 Presentation of empirical research results

This section presents and describes research results to the first research question. Below are the results on the organizational arrangements critical for MYSC have instituted to implement monitoring and evaluation system**.**

4.1.1.1 Discussion of key themes

4.1.1.1.1 Employees' knowledge and understanding of the monitoring and evaluation system

The need for monitoring and evaluation systems in organizations is to provide data that is reliable to inform programming. monitoring and evaluation qualifies that the provision of evidence that guides policy decisions is guaranteed, that is to say evidence on projects or programmes will be available to serve as source of information on the change processes in order to measure benefit on the livelihood of people. Mapitsa & Korth (2017) observed that the purpose of monitoring and evaluation, is to serve as a management function that is closely linked to auditing and oversight responsibilities in some departments and entities and also plays governance role that is more linked to learning and planning in others. Therefore, there is need for organizations to ensure that the employees have knowledge

and understand the existence of a monitoring and evaluation system and ensure adequate role playing and support towards implementation.

The research results reveal that the Ministry established monitoring and evaluation unit for improved programming and tracking performance that is facilitated by available data. Almost all the respondents shared that monitoring and evaluation unit was established to improved availability of data to inform programming in MYSC, Respondent_1 mentions "*The need for quality interpretation data, the need for utilization of information, tracking and measuring performance*" (Interview, December 2020). And this is also echoed by Respondent _8 who states "*Ummm... I think the main thing that prompted the establishment of the monitoring and evaluation unit was actually the data discrepancies, there was always data discrepancies in programming. You find that in one month a particular function reports a particular number, but when the next month comes they report a lesser number than that which they reported. So there were those discrepancies"* (Interview, February 2021).

Furthermore, the research established the role played by oversight (Management) in coordinating monitoring and evaluation system implementation in MYSC. Except for Respondent 3 who believed that their role is at higher level stating that their role is not specifically to coordinate monitoring and evaluation system implementation, Respondent_3 mentions "*it means my key role is to actually strategies, is actually operating at a more much higher level of every strategy. And I think monitoring and evaluation as a unit is also one of the structures that the ministry has put in place to actually achieve its bigger picture… errs my strength is actually in systems theory I strongly believe that you can have an organization but it must function as one*" (Interview, December 2020). The rest of the respondents point out that their role is to feed monitoring and evaluation with the correct data, also advising monitoring and evaluation on the information needs and further informing them which data to be collected to inform programming. Respondent_2 emphasized that "*would expect anybody in management to know what data is going to be collected, how data is going to be analysed, how data is going to be presented and even reporting*" (Interview, December 2020).

4.1.1.1.2 Institutionalization of monitoring and evaluation system

Establishing appropriate institutional arrangements is key in generation of monitoring and evaluation information and utilization in an organization. Wotela (2017) concludes that institutional arrangements for monitoring and evaluation where monitoring and evaluation units exist are faced with challenges such as lack of clarity regarding roles and responsibilities and limited harmonization or coordination of various monitoring and

evaluation efforts, little or no institutionalization of evaluation. The results from the study by Rasila (2019) reveal that institutionalization capitalises against the lack of alignment, here the author showed that lack of alignment between the LDP and monitoring and evaluation processes leads to failure in realising the goals of the LDP on the one hand. The Ministry should be able to ensure that policy decisions are made with evidence, but failure of such reflects lack of accountability and transparency towards implementation of the system. This will require some form of public sector reform that talk to organizational planning and budget decisions.

Respondents were asked questions that aimed to assess if there are efforts in place to try and institutionalize monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development and if there is a framework pertaining to increasing the demand for monitoring and evaluation and utilization of its results. Respondents echoed different views on this question, Respondents 1 and 2 agreed that not enough efforts are put forward. Respondent_2 suggests that "*institutionalizing would mean all those who generate data know exactly what to do with it, what data to collect, how to deal with it how to analyse it maybe not how to report but we need people on the ground like programme officers who are the ones who are responsible for the generation of data to be able to know the quality of data they should be generating*" (Interview, December 2020). However, Respondent 3 and 5 highlight that there is effort being made though not sufficient, Respondent 5 states that *"Because as it is few people understand though they have heard about monitoring and evaluation that's why I am saying the project is new, its growing and capacity building is ongoing*" (Interview, December 2020).

Furthermore, majority of the respondents except for Respondent 1 and 8 mention that there is a framework in place to guide with implementation. For example, Respondent_3 states "*So the framework is there it's just that maybe we need to deal with it and be clear so that people can actually understand that this is the structural function's and the other things that creates some kinds of problems in these structures, even if it's there is an issue of who is there to push it and what interest is there"* (Interview, December 2020). As argued Respondent 1 highlights that despite absence of a framework to guide with implementation, there is however a detailed reporting structure to report successfully to national and international bodies, Respondent_1 states *"I am not aware of many but I am aware that the ministry continues to work with key stakeholders, for example at the moment we are working with UNDP to try and formalise the right framework & institution for monitoring and evaluation operation in the ministry. We are looking at convincing the UNDP to facilitate that in 2021"* (Interview, December 2020).

The research further asked the respondents during interview for emphasis to assess if there is a buy in towards monitoring and evaluation system. All respondents except for respondent 2 agree that the ministry does ascertain for the need of monitoring and evaluation system, for example Respondent_3 states "*Yes it does, that's why it was established in the first place, that's why it's populated, that's why there is staff there, and that is why people are getting salaries there. That's why reports are demanded."* (Interview, December 2020). However, Respondent 2 had a different view from their counterpart on this question, Respondent 2 argues *"I don't think the Ministry understands what monitoring and evaluation and monitoring and evaluation System is… The framework should be the bible, but monitoring and evaluation is about standardization for a period of time and you can be creative in this window, standardize and move forward"* (Interview, December 2020).

4.1.1.2 Response to research question

The first research question "Is the monitoring and evaluation system being implemented as envisaged in the Ministry of Youth Empowerment, Sport and Culture Development?" in this paper is responded to in relation to the research attributes stated in section 2.5. Particularly, this research question looks at the inputs, activities and outputs, where emphasis was on the commitment of resources towards effective implementation; the need for both human resource and financial input that can run the monitoring and evaluation activities. The respondents shared that monitoring and evaluation unit was established to improved availability of data to inform programming in MYSC. And in line with the principle of good governance which articulates and emphasized cooperation which ensures ensure greater coherence and tracking of overall performance.

In this study oversight role in implementation cannot be over-emphasized. Respondents acknowledged their role as to feed monitoring and evaluation with the correct data, also advising monitoring and evaluation on the information needs and further informing them which data to be collected to inform programming. For instance, respondent 5 is of the view that *"there is a huge role in that we deal with the data because we are programme owners, and then since we programme owners there is need for us to understand the role played by monitoring and evaluation and how effective and efficient it can be in assisting programming*" (Interview, December 2020).

To institutionalize monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development is however said to be lacking, the Ministry does have a functional framework that will require some form of reform that talk to organizational planning and budget decisions. Respondents show that to

institutionalise it requires that there is shared knowledge on the data needs and utility after rigorous collection and analysis to inform programming. And at the end it ascertains the need for monitoring and evaluation system in MYSC, in which another respondent advocates for the need for the ministry to focus more utilization of the framework to guide with standardized operation.

4.1.2 Comparison of research results to other similar studies

In section 2.3 the research reviewed similar studies and evaluations, and it is also in this section that the research further identified the research approaches, designs, procedures and methods that were employed by the past studies and evaluations. Therefore, section 4.1.2 compares the empirical research results similar studies and evaluations previously reviewed on the implementation of the monitoring and evaluation systems.

Regarding the issue of whether there is knowledge and understanding of the monitoring and evaluation system by MYSC management and what key role they play, the research results are similar to those of the study by Motsoeneng (2018) which found that management in an organization is key to the implementation of monitoring systems mainly because they determine the strategic visions. These are also similar to the study by Mapitsa & Korth (2017) which observed that respondents have an understanding of what monitoring and evaluation structures and processes should do and achieve within the city. And further the results are similar to the study by (Makhooa, 2018) which found that managers have a better understanding of the system but however were not so knowledgeable about the system.

Even though the results of this research shows that there is effort for MYSC to institutionalise monitoring and evaluation system. (Jili & Mthethwa, 2016) in their study found out that as a result of lack of understanding of importance of monitoring and evaluation importance there has been failure to develop an institutional monitoring and evaluation system (including monitoring and evaluation plans, indicators and tools). With regards to ascertaining the need for monitoring and evaluation system, the research results are similar to the study by (Caitlin B Mapitsa & Korth, 2017) which observed that the purpose of monitoring and evaluation is to serve as a management function closely linked to auditing and oversight responsibilities in some departments and entities.

4.2 Challenges of implementing the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development

4.2.1 Presentation of empirical research results

Below are the results on the organizational arrangements critical for MYSC have instituted to implement monitoring and evaluation system.

4.2.1.1 Discussion of key themes

This theme aimed to highlight the challenges in implementing the monitoring and evaluation system strategically pointing to accountability, transparency and oversight in MYSC. It uncovered issues in relation to organizational structure issues, adequate role playing and clarity, budgeting constraints towards monitoring and evaluation activities, efforts towards capacity building and training, and lastly utilization of monitoring and evaluation system results for policy decisions.

4.2.1.1.1 Organizational Structure towards advocacy and ownership of the monitoring and evaluation system

Organizational structure is also implied to be a root cause of lack of accountability, inadequate implementation capacity which ultimately hinders service delivery (Kaboyakgosi & Mookodi, 2014). On this question to highlight the challenges in implementing the monitoring and evaluation system strategically pointing to accountability, transparency and oversight in the operational structure; respondents presented different views.

Organizational structural issue emerged as challenge in this research as highlighted by research respondents. This view is most notable in Respondent_2 who emphasizes that "*even the whole management we now need to move towards reviewing them so that we can now start creating a system in the way that monitoring and evaluation is an integral part not only for our plans but also our operations. I think if we start to do that we can errr be more accountable for the resources that we spend on our programmes, implementing of programmes. We can be more transparent because the more you are able to account the more you are free or you are willing to share what you are doing with everybody and that's where transparency is and your oversight role becomes very clear"* (Interview, December 2020).

Similarly Respondent_1 suggests that "*monitoring and evaluation is still relatively new like I said which presents a challenge in that it is not accepted by many. It kind of disrupts the way people have been reporting, so the challenge of legitimacy in terms of for instance monitoring and evaluation unit being the one that owns the data vs. the sectional heads who may feel that the figures they have should be the ones used"* (Interview, December 2020). This is supported by Respondent 8 who mentions *"I believe the monitoring and evaluation is supposed to be leadership driven. If you look at the officers at the ground there, they are waiting for somebody to give them direction as to the best they can do in terms of monitoring and evaluation but if leadership is cold in terms of the implementation of monitoring and evaluation system, it's done only after other things have been done, then it is difficult"* (Interview, February 2021).

Respondent 5 shares the same sentiments in that MYSC structure does not necessarily support implementation of the intervention, argues *"a coordinated structure that supports should be in place but obviously we have a structure like the Ministry is structured, there is the implementation, there is the policy but then how do we support monitoring and evaluation looking at the structure"* (Interview, December 2020).

4.2.1.1.2 Role playing and clarity

Jacobs (2019) emphasise this to state that the lack of understanding of the role of an intervention causes lack of accountability and that challenges can arise when there are uncertainties about the monitoring and evaluation system's objectives and aims. It is important to establish if there is an understanding towards what efforts need to be reinforced to facilitate implementation. Therefore, questions such as what and whether the roles and responsibilities of the members of monitoring and evaluation unit are, and if they are clearly defined, cascading to programme implementers who are the implementers of the MYSC programmes were imperative in this study.

On the interview question of what and whether the roles and responsibilities of the members of monitoring and evaluation unit are they clearly defined; majority of the respondents agree that the roles and responsibilities are clearly defined as custodians of all information in the ministry. However, one respondent felt that the roles and responsibilities are not clearly defined. None the less, all respondents share the same sentiments that there is need for capacity building for monitoring and evaluation officers and also important that all MYSC programme officers understand the whole of monitoring and evaluation system. For example, Respondent_2 states *"what they should be doing is to provide capacity building not in terms of producing manuals but going down to the implementers,*

getting them to understand as to why monitoring and evaluation is their part of everyday operations" (Interview, December 2020).

Quizzed on whether the monitoring and evaluation unit is effectively and adequately carrying out its roles, except for Respondent_5 who states that "*I think some know their roles, some are passive"*. All respondents agree that monitoring and evaluation unit members carry out their roles effectively and adequately. Respondent_1 articulates that *"We may have to appreciate that they are operating in an environment that is not familiar with their operations. So obviously they rely on other units & arms of the department/section, therefore if at any point they are viewed to be falling short it could not necessarily be because of their own inadequacy but also because they are a relatively new unit & other functions do not know how to seamlessly work with them"* (Interview, December 2020).

However, emphasis is made by Respondent_2 who suggests that there is need for capacity building for improved efficacy "…*So basically it's the roles of the monitoring and evaluation team should include capacity building on the ground so that whatever data they get from us as program implementers should be pure, should be standardized to a point where when we now analyse data coming different parts of the country"* (Interview, December 2020).

4.2.1.1.3 Budgeting for monitoring and evaluation system implementation

Masuku & Ijeoma (2015) indicate that the current challenge experienced by many countries is the budget constraints towards developing and institutionalising their monitoring and evaluation system in Ministries. This mainly due to inadequate linking budget, planning with monitoring and evaluation where accounting officers do not commit to include these in the Ministerial budget plans.

The respondents were quizzed to show if there is an monitoring and evaluation budget and to ascertain the need for a dedicated monitoring and evaluation budget; all the respondents highlighted that they are not aware of a budget specific for monitoring and evaluation, Respondent_3 highlights *"all I know is that we have a general budget in the ministry and we rationalise most of the times"* (Interview, December 2020). This is augmented by Respondent _4 who argues *"I wouldn't is specifically for monitoring and evaluation but it cuts across the ministry's functions and is used across"* (Interview, December 2020). Furthermore, all respondents agree that there is a need for a budget dedicated to monitoring and evaluation; respondent 1 highlights *"I think it is important that it should have a budget that is*

dedicated to monitoring and evaluation per year so that the unit can effectively carry out its mandate" (Interview, December 2020).

And respondent 2 continue to highlight that the budget will address training plan to include modules "*capacity building, change management, Production of data collection tools, I think these are key they might seem very basic but once they are not there its going to be very difficult to have a system"* (Interview, December 2020). However, Respondent_4 emphasized budget constraints *"Due to resource constraints I can't say so right now, but if there were resources we would equip the monitoring and evaluation unit to be self-sufficient but at the moment it has to share resources with other functions"* (Interview, December 2020). Which is supported by Respondent 7, who mentioned "Government is planning to reduce the wage-bill or downsize the public service. So due to these challenges having own budget maybe a problem. Ministries are expected to work with their savings, working with what they have".

4.2.1.1.4 Capacity building and training towards implementation

Implementing monitoring and evaluation system requires resources of various kinds that can ease the process, and it is important to ensure equal distribution to the implementation activities, these activities as stated by these include data collection, analysis and reporting which require proper management in terms of meeting timelines and budget (P. Rossi, Lipsey, & Freeman, 2004). When allocations towards implementation of monitoring and evaluation activities is compromised it will result in lack of supervision and due diligence to get quality data collection and reporting (Maundeni, 2008a).

The research established if MYSC management and program officers in districts have been trained or offered capacity building towards monitoring and evaluation system implementation in order to yield the desired outcomes. This also uncovered issues of training plan implementation and efforts the ministry taken to prioritise capacity building towards monitoring and evaluation system implementation. Respondents were asked what efforts the ministry taken to prioritise capacity building towards monitoring and evaluation system implementation.

Respondent 4 and 5 highlighted that the little effort that is being done is adding value that leads to impact as capacity building ensures they are fully part of monitoring and evaluation system. Whereas respondent 1 and 3 felt that there is need for more effort, respondents states *"you find that government is trying but before I came I could see there were some kind of efforts – there were short courses, and meetings, management deliberately wanted /demanded*

reports relating to it is that you want. But things keep on changing errr problem being implementation sometimes and general over the whole ministry and that will obviously affect the monitoring and evaluation" (Interview, December 2020). Mapitsa & Khumalo (2018) emphasize that capacity will allow for an organization to produce data and interpret evidence for policy decisions. However, respondent 2 was adamant that there was no such effort. For example, Respondent_2 thinks that "*we do other things but you see key word here is system. Whatever we do should be based on a system, there has to be what I teach people on the ground, there has to be what I teach people who supervise them who would analyse the data produced, you should be capacitated to know what you have to do and also as the policy maker I should be now capacitated to realize that now"* (Interview, December 2020).

With regards to challenges impeding training to capacitate towards monitoring and evaluation system implementation, Respondent _4 states *"As I mentioned we have a challenge of this covid pandemic, which means other recommendations are not implemented including not only for monitoring and evaluation but for other functions. But it has been intentional that the officers in monitoring and evaluation are equipped to adequately carry out the mandate of the ministry"* (Interview, December 2020). In which Respondent _5 finds very key so that there is strong capacity building which in turn benefits implementation, Respondent _5 states "*I think there should be training so that people appreciate the role of monitoring and evaluation and how it can be utilized and because I know in one of my courses, I was inducted in monitoring and evaluation then I realised that its very useful…So I don't believe that majority of us went for that training so that is why I am saying if there are training then we will realise the importance of the we will learn how to collect data, how to manage data, how to store data, how to improve our policies*" (Interview, December 2020).

However, research respondents also show that training challenges are caused by programmes and departments limited with their input into the training towards monitoring and evaluation capacity building, Respondent_7 alluded "*The way training is done in MYSC is not clear. Training should start at Unit level, what is that the unit needs in terms of training, then as HR we can budget to close the gap as informed by different needs in the Ministry. So currently we don't have such requests coming in*" (Interview, February 2021).

4.2.1.1.5 Monitoring and evaluation results utilization towards policy decisions

There is an outcry with the quality of information currently generated by the monitoring and evaluation systems and this has halted use of monitoring and evaluation information by most organizations (Lahey, 2015). As mentioned by Lahey (2015) establishing

appropriate institutional arrangements is key in generation of monitoring and evaluation information and utilization of monitoring and evaluation information which will ensure that policy decisions are made with evidence, but failure of such reflects lack of accountability and transparency towards implementation of the system.

On the question whether the ministry utilizes the monitoring and evaluation results the aim was to uncover the level to which monitoring and evaluation results are reported to highlight the importance of the results; majority of the respondents agree that monitoring and evaluation results are utilised. Respondent_1 highlights that *"so by looking at this programme the figures that come from the field that has been collected by the monitoring and evaluation unit tells us a story that we need to follow further. This has led to the decision to review how we are dealing with YDF"* (Interview, December 2020). Additionally, Respondent_5 mentions that *"we are still learning how to utilize, so the little parts and maybe I am assuming a lot of things but my thinking there is still a lot that can be done so that we fully utilize the monitoring and evaluation results for policy decision making, policy adjustments and the like"* (Interview, December 2020).

However, respondent_2 differs in that the results are not utilised *"I think because we know that the data that is being collected is not good enough... to enable us to make informed decisions and like I was saying, monitoring and evaluation to me is not about getting it right all the time, monitoring and evaluation could demonstrate to me that this programme is not really giving me everything and with the results"* (Interview, December 2020).

To show the level to which monitoring and evaluation results are reported to highlight the importance of the results, respondents were asked to mention either international and or national bodies that the MYSC reports to; respondent 1, 3, and 5 highlight that reporting is both at international and national level. Respondent _1 reiterates "*We contribute to the Ministries reports to national & International bodies, we have reports that go towards SADC, UN & reports that are at national level like NSO"*. Respondent 2 mentions that monitoring and evaluation results are not reported *"honestly we are not reporting them because if we were we would be using those frameworks that I was talking about, those would be the guiding tools to say this is what data to be collected, this is how we are going to analyse it, this is how we are going to report it.."* (Interview, December 2020). And this is also highlighted by Respondent 8 who feels they are not adequately reported, *"am trying to think of the monitoring and evaluation results that are there, I have seen the annual reports. errrrh.. And now with the NMES I think yes slowly and slowly but not adequately because to me I usually get the information from the different functions and I*

have seen monitoring and evaluation getting information from me, which is the other way round" (Interview, December 2020).

4.2.1.2 Response to the research question

The second research question "*What are the challenges faced by MYSC in implementing the monitoring and evaluation system?"* aims to solicit views on the holistic challenges that are aligned to implementation. As shown on the previous sub-section, respondents made emphasis on capacity building training. At input level, resources were also found to be inadequate and this is specifically budget allocation. The respondents alluded that budget constraint is one major challenge in that training plans and monitoring and evaluation activities could not be implemented.

The second attribute in this research being the activities, refers capacity building of both management and programme implementers. The respondents reveal that training takes place but would have preferred if also management training towards monitoring and evaluation system implementation was entrenched in the training plan. And according to the respondent it will drive for data collecting, collating, verifying and production of credible reports.

This study also makes reference to the outcomes, which in this context refers to the quality monitoring and evaluation results and reports. According to the respondents, they believe they could do more for MYSC to learn and adapt to improve implementation. The research respondents cited that MYSC functional structure does not essentially support implementation of the monitoring and evaluation system and this pose a challenge to goal attainment envisaged at the outcome level. And mainly this is influenced by a lack of buy-in of the implementation tool and respondents believe that monitoring and evaluation is supposed to be leadership driven.

4.2.2 Comparison of research results to other similar studies

This section sought to compare the empirical results with those of similar studies reviewed in Section 2.3 of Chapter 2. This research further identified the research approaches, designs, procedures, and methods that were employed by the past studies and evaluations. Therefore, section 4.2.2 compares the empirical research results from similar studies and evaluations previously reviewed on the challenges with implementing the monitoring and evaluation systems.

Regarding the factor on the challenges of implementing the monitoring and evaluation system in MYSC the research results are similar to those of the study by (Maphunye, 2014) which reveal that department's lack to properly capacitate the municipal service delivery monitoring and evaluation unit with the required and skilled personnel mostly impacted the department's efforts to implement municipal monitoring and evaluation system.

And furthermore, the research results which bring more emphasis on training, are similar to the study by Jili & Mthethwa (2016) found out that much still needs to be done in terms of training, workshops, dialogue on monitoring and evaluation and how suitable systems can be implemented at the local government level to enhance service delivery. And further supported by Bafo (2016) whose study reveal that capacity of implementers to carry out the changes desired is very vital, and therefore the success of implementation is dependent on the availability of resources to carry it out. The results are also similar to Motsoeneng (2018) which found out that challenges presented by the participants were the lack of training around the tool used to collect information from the various branches.

In response to the availability of framework to guide with implementation and reporting, the research results are similar to the study by Bafo (2016) which reveals that employees acknowledged that there are structures and institutional framework in place for implementation of outcomes-based management policy. Implementation challenges mentioned such as budget constraints are similar to the study by Masuku & Ijeoma, (2015) who mention in their study that the current challenge experienced by many countries are budget constraints towards developing and institutionalizing their monitoring and evaluation system in Ministries. This mainly due to inadequate linking budget, planning with monitoring and evaluation where accounting officers do not commit to including these in the Ministerial budget plans.

However, the results are different from the study by Motsoeneng (2018) which concluded that one of the challenges in implementation is the lack of preparation in ensuring the success of a system. Systems thinking theory suggests that the third step in implementing a policy is that you should pilot the system, in the case of the national Department of Public Works the system was not piloted, the participant identified that (Motsoeneng, 2018).

4.3 Lessons on how to implement monitoring and evaluation system in government departments of ministries

This research aimed to establish the lessons from practice to date, and how this can better inform the implementation strategy of monitoring and evaluation system. The respondents were asked different interview questions to try and address the research question. As mentioned by Saunders (2005); Görgens & Kusek (2009) evaluation of the monitoring and evaluation system will articulate lessons learned and mitigation plans for the future and success of the intervention. Lessons on how to implement monitoring and evaluation system talk mainly to encouraging utilization of the system, as well as measures that are necessary to facilitate accountability and transparency when it comes to monitoring and evaluation system implementation.

4.3.1 Presentation of empirical research results

Below are the results on the organizational arrangements critical for MYSC have instituted to implement monitoring and evaluation system.

4.3.1.1 Discussion of key themes

4.3.1.1.1 The need for the monitoring and evaluation system

The aim of the theme was to highlight the importance of the work produced by monitoring and evaluation systems towards facilitating the ministry achieve its overall goals. These are the lessons that can be learnt and implemented moving forward.

On the question of addressing the importance of the work produced by monitoring and evaluation unit towards helping the ministry achieve its overall goals; all the respondents agreed that the work is very important. Respondent 1 states *"It is very central because everything that we do should be evidenced based so obviously we cannot claim to do anything without having the figures & without knowing what those figures show or mean. So it is very important because we at the ministry formulate interventions, our interventions should advised by concrete data"* (Interview, December 2021). Furthermore, respondent 3 states *"if you don't measure it, how will you know that is actually there and existing"* (Interview, December 2021).

Respondents highlight that it's key to note that the monitoring and evaluation system needs to be sustained. Respondent 8 also mentions that the work is important "*You know*

I will always give credit in terms of the MIS that is very important, it is a plus on your side. So I think that also is very important and it's helping to push the districts to really ensure that they deliver quality service to the customers" (Interview, February 2021).

4.3.1.1.2 Accountability and oversight to facilitate improved reporting

Under this theme on the efforts the Ministry needs to undertake to overcome implementation capacity issues in order to align with National reporting bodies, research highlights issues of accountability to pursue efficient monitoring and evaluation system implementation to ultimately improve reporting to allow for evidenced based policy decisions. Accounting officers who also serve as their organizations oversight report the targets set for implementation of intervention objectives at national levels (Sisa, 2014). Zall Kusek & Rist (2004) emphasise that it is key to note that the monitoring and evaluation system needs to be sustained in order to meet its targets and mandate, and for that to be achieved there are functions that need to be strengthened such as ownership and accountability by management who also ensure coordination and support to monitoring and evaluation processes.

On the second interview question under this theme on the efforts the Ministry needs to undertake to overcome implementation capacity issues in order to align with National reporting bodies; respondents mentioned *"…it's very important for us to develop a system that we will be able to feed the reports…. For me a system means standardization, not only at operations but also a report level. We need to standardize so that at the end whether the report goes to NSO we are able to report"* .And this was also supported by Respondent_8 who mentions "*Yahh.. I only think leadership has to be firm with regards to monitoring and evaluation, its one very critical unit within the ministry. But currently the way it is implemented I think there are a lot of flaws, it has to be elevated to a position that it deserves. Then in terms of capacity building, May there needs to be an overhaul of the structure within monitoring and evaluation unit, there should be role clarity"* (Interview, February 2021).

4.3.1.1.3 Transparency for advocacy towards monitoring and evaluation system utilization

Furthermore, the research made emphasis on aspect of transparency in order for MYSC to advocate for monitoring and evaluation activities. This talks to strategic plans to support improved monitoring and evaluation system utilization. This notion of transparency is supported by Ntoyanto (2016) who argue that effectiveness of monitoring

and evaluation systems is being deterred mostly by lack of transparency, this is in the aspects of advocacy of activities.

The last interview question under this theme assessed what needed to be done as advocacy for utilization of monitoring and evaluation systems and results; respondent 1 mentions *"The first thing that we should keep on doing is to make monitoring and evaluation more resourceful. We also need executive decisions & instructions in terms of enforcing the departments or units to cooperate more with monitoring and evaluation"* (Interview, December 2021). .Respondent_3 further mentions "*the directors and programs should actually be accountable, to actually give me a strategy, a plan of what is it that they are going to do. So I am going to follow that, so that they account so that they prove their worth and their existence*" (Interview, December 2021).

Respondent_5 highlights *"Err, I believe it starts from the management it should be part of their, the forum should include monitoring and evaluation again the planning, we should include monitoring and evaluation because there is no point to have a programme without how you going to monitor, how are you going to assess whether the programme, so the planning is key such that as oversight but should be part of our programme, part of our strategy"* (Interview, December 2021). Respondent_4 agreed with Respondent 5 in that management involvement is key *"I truly agree, like I said earlier on management is quite involved in these systems because that is the way to go in terms of gathering data and using it for the purpose of achieving the mandate of the ministry*" (Interview, December 2021).

Furthermore, respondents' mention that the ministry needs to create budget plans for monitoring and evaluation activities, Respondent 2 "*Clarity, budget, training, and the ministry must actually do that so that everybody now knows there monitoring and evaluation…. So you actually have to start to be visible, that is the monitoring and evaluation as an authority so that even before we do anything we go to them to consult*" .Another respondent, Respondent 4 mentioned, *"there is need for resources, there is need for capacity building there is need for coordinated reporting and reports so that at the end of day all these things they are improved… there is need for training, there is need for resources, there is need for coordinated roles, and there is need for informed decisions"*.

This question was specifically asked to HR respondents (Respondent 4, 6, and 7) whether there was a strategic plan to support improved monitoring and evaluation system implementation in MYSC; Respondent 4 mentioned *"It should come with automation, you have such projects in the ministry. The information management system, I think monitoring and evaluation deals with data collection and verification I think that the automation we can't do without because in this era technology plays a role in ensuring we do things correctly"* .While Respondent 7 mentions

"*Training is key, developing and outlining job descriptions is important so that necessary training can be offered and also issues of budgeting can be improved"* (Interview, February 2021).

And when quizzed on the efforts the Ministry is doing to ensure capacity building towards monitoring and evaluation system implementation; Respondent 4 mentioned *"I am aware that there is a memorandum of agreement between the ministry and the such institutions such as BIUST, BUAN, I am aware there is upcoming partnerships with the Botswana Open University to equip officers not only for monitoring and evaluation but also for the ministry"* (Interview, December 2020). Respondents were further asked about these partnerships in terms of their training schedules and courses offered, Respondent 6 highlighted *"these institutions provide us with their training schedules, and may be once every quarter. And when there are relevant courses we do take our officers to attend"* (Interview, February 2021).

4.3.1.2 Response to the research question

The third, which is the last research question "*What are the lessons from practice to date, and how can this better inform the implementation strategy of monitoring and evaluation system"?.* As previously discussed in subsection 2.2.2 of section 2, which details the research problem analysis unpacking the symptoms, root causes and consequences. The problem analysis is aligned to the three main challenges being accountability, transparency and oversight in the implementation of the monitoring and evaluation system. Moreover, the research answers this research question in line with the research attributes namely; inputs, activities, outputs and outcomes in relation to monitoring and evaluation system implementation.

In this study in terms of accountability, respondents cited that the Ministry needs to make efforts to overcome implementation capacity if there were developed systems that enabled standardization to feed the reporting system. Further respondents cited that for a more vocal enhanced accountability that fosters for budget allocation, the Ministry leadership has to be firm with regards to monitoring and evaluation. Transparency is key as and in this context, it is aligned to all attributes as discussed in the paper. Respondents cited that with more openness towards training, developing and outlining job descriptions can ensure that budgeting is improved.

Furthermore, proponent transparency, linking to the attribute 'outcomes' here refers to the utilization of monitoring and evaluation results for policy decision making. Respondents highlighted that towards advocacy for utilization of monitoring and evaluation systems and results the Ministry should make monitoring and evaluation more resourceful. This is by requiring that all departments & units as they report to rely on

verifiable data from monitoring and evaluation. A strategic plan to support improved monitoring and evaluation system implementation will uncover the needs to be addressed. Respondents believe that the need for resources, capacity building, coordinated reporting and reports, coordinated roles, and the need for informed decisions.

4.3.2 Comparison of research results to other similar studies

This section sought to compare the empirical results with those of similar studies reviewed in Section 2.3 of Chapter 2. This research further identified the research approaches, designs, procedures and methods that were employed by the past studies and evaluations. Therefore, section 4.3.2 compares the empirical research results similar studies and evaluations previously reviewed on the challenges with implementing the monitoring and evaluation systems.

Regarding the utilization of the Monitoring and Evaluation system to help improve programming, the results are similar to the study by Nhlabathi (2016) lack of implementation guidelines and procedures is one area that could be improved to ensure standardisation and alignment to implementation plans, and programme' original design. With regards to management involvement in ensuring effective and efficient implementation of the Monitoring and Evaluation system, Ojok (2016) showed similar findings in his study in that the greater value ascribed to monitoring and evaluation by decision-makers or managers, the greater the inclination for monitoring and evaluation to be used in the decision-making process, and ultimate potential for promoting good governance (Ojok, 2016).

None the less the findings reveal that weakness in this system of implementation included limited ownership of monitoring and evaluation-related duties within facilities and limited functionality of electronic data management systems (Ledikwe et al., 2014). The notion of accountability is similar to Ntoyanto (2016) research results which show that effectiveness of monitoring and evaluation systems is being deterred mostly by lack of accountability, this is in the aspects of advocacy of activities. More generally, this research results are similar to those of (Makhooa, 2018) which found out that the need of human capacity as a crucial component in the implementation of performance monitoring systems.

Mapitsa & Khumalo (2018) in their study found out that capacity will allow for an organization to produce data and interpret evidence for policy decisions. The research results are also similar to the research findings by Mpofu et.al (2016) study which reveals district monitoring and evaluation officers, program officers, and district managers, acknowledged the contribution of district monitoring and evaluation officers in helping improve data quality, management, and reporting. Improvements in data quality included accuracy, timeliness. Moreover, the research results are similar to those by (Mpofu et al., 2014a) which reveal that increased use of health data for disease surveillance, increased availability of time for nurses and other health workers to concentrate on core clinical duties was due to the monitoring and evaluation officers placed in the districts.

Key empirical results highlighted that health programmes generally had standardized data collection and reporting tools and defined personnel for monitoring and evaluation responsibilities at the national and district levels. Moreover, identified best practices unique to individual health programmes included making health data more accessible for evidence-based decision-making (Ledikwe et al., 2014). Ojok (2016) similar to this research, reveal that those in leadership position acknowledge the importance of credible data in order to make policy decisions.

4.4 Conclusion

In conclusion, this chapter aimed to present the empirical research results responding to the three research questions, outlined thematically. Implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development, Lessons on how to implement monitoring and evaluation system in government departments of ministries and Challenges of implementing the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development.

Research results conclude that the need for improved programming at the Ministry of Youth Empowerment, Sport and Culture Development facilitated by quality reporting which is produced by the monitoring and evaluation systems. The Human Resource unit should be able to facilitate the process of training and ensuring skills and competencies are harnessed, and human resource is at the core of the system without which nothing can happen mainly because desired target and mission achievements, vision realization

are driven by employees (Ashana, 2013). However, there are no clearly demarcated roles and responsibilities for the monitoring and evaluation unit staff. Lahey (2013) identifies the clarification of roles and responsibilities of monitoring and evaluation personnel as important for the effectiveness of monitoring and evaluation systems. The belief is this can limit the impact of a monitoring and evaluation system. The monitoring and evaluation unit in MYSC does not have a dedicated budget to implement its functions but sufficient finances account for effective monitoring and evaluation systems (Zhou & Zvoushe, 2013). Although the MYSC monitoring and evaluation unit has developed frameworks, and forms to implement its function there are no standardized and documented reporting procedures, processes, and systems used.

The lack of a data management manual contributes to the confused and unclear manner in which data flow from operations until data reach the monitoring and evaluation unit. Mate et al (2009) posits that effective monitoring and evaluation systems depend on complete, accurate, and timely flow of data between where data are generated and where they are analyzed and stored. The lack of harmonized monitoring and evaluation systems between key stakeholders impede the effectiveness of the monitoring and evaluation systems (Zhou & Zvoushe, 2013). Lastly, the research results highlighted the challenge of accessing and disseminating information as one of factors contributing to the low-performance target achievement by the ministry.

5 DISCUSSION OF RESEARCH FINDINGS

First, this study explained challenges towards monitoring and evaluation system implementation in the Ministry of Youth Empowerment, Sport and Culture Development. This chapter therefore interprets the research findings through the underpinnings of established frameworks outlined in Section 2.6. The research utilised Implementation framework, Theory of Change and Results Based framework. To interpret the research findings as thus; the results of implementation of the monitoring and evaluation system, the implementation challenges and lastly the lesson learnt for improved implementation. The research is qualitative in nature and expectation is that it gives meaning to the research findings. Krauss (2005) believe meanings are the cognitive categories that make up one's view of reality and with which actions are defined. This study conducted face to face interviews in order to understand not only their words but also the meanings attached as understood (Krauss, 2005).

This research therefore studied some of the processes within the monitoring and evaluation system implementation in MYSC, particularly looking at the functional attributes. These include inputs, planned activities, expected outputs and outcomes as interactive components of the system. The review shows that past research may not have identified and explicitly discussed main factors that pose challenge to implementation.

5.1 Implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development

This section discusses research findings to the first research question supporting them with the reviewed literature and interpretive frameworks. The discussions is presented under the following themes: Employees' knowledge and understanding of the monitoring and evaluation systems; Institutionalization of the monitoring and evaluation system.

5.1.1 Employees' knowledge and understanding of the monitoring and evaluation system

The need for monitoring and evaluation systems cannot be overemphasized and with this research it aimed to show the level of understanding and perceptions attached by

management in the Ministry of Youth Empowerment, Sport and Culture Development (MYSC). Consequently, Botswana government ministries are expected to have established and functional monitoring and evaluation systems (National Strategy Office, 2017). This is in line with the need to have a monitoring and evaluation system in MYSC as shown by the respondents. The purpose of monitoring and evaluation is to serve as a management function closely linked to auditing and oversight responsibilities in some departments and entities and also plays a governance role that is more linked to learning and planning in others (Mapitsa & Korth, 2017).

The research results show that MYSC management have knowledge and understand the need for monitoring and evaluation system, what goals it sets to achieve in the ministry. Chilisa et.al (2017) emphasize that monitoring and evaluation exist and most explicitly to regulate the implementation of programs, this as a result configures what evaluators should see, and how they should measure and ultimately report the realities as presented by implementation. According to the research findings as presented in 4.1.1, the believe is that monitoring and evaluation system will assist MYSC in collecting reliable data to inform reporting hence the establishment of the monitoring and evaluation unit which facilitates monitoring and evaluation systems.

Furthermore, to emphasize understanding of their role in facilitating and buy-in towards monitoring and evaluation system implementation, the research established that roles as an oversight are clear and in a more supportive environment they could easily lobby for. This is cannot be overemphasized where inputs need to be adequately supplied for outcomes to be achieved (Corchon, 2013). As argued, monitoring and evaluation function provides for accountability and transparency and strengthens governance in countries for better policy decisions, budget decision making and management which is driven by corrective and committed implementation (Wotela, 2017). The study results show that respondents from MYSC do have knowledge and understanding of the monitoring and evaluation system. That includes the role they play and should be playing as an oversight in coordinating the implementation of the system. However, the indication is that they are not carrying out this function effectively.

Implementation theory directs organizations to formalise how change needs to be executed in order for the implementation effort to be successful (Pfadenhauer et al., 2017). Implementation theory emphasize the factors such as bureaucratic requirements in an organization, methods of implementation to be utilized be addressed adequately to

ensure successful implementation (Hargrove, 1981). Result chain framework which act as a bridge between the monitoring and evaluation system further provides for indicators to track an intervention, the baseline values against which progress is measured, and the targets that an intervention aspires for (Moiloa and Wotela, 2016). This will guide MYSC as it formalises what needs to be change in order to have a successful implementation of the monitoring and evaluation system.

5.1.2 Institutionalization of monitoring & evaluation system

Efforts to make monitoring and evaluation system an integral and functional part of MYSC is determined by both the willingness of those in charge to facilitate and advocate for. Institutionalization ensures that delivery models and parameters are set to monitor and measure implementation of policies through utilization of the monitoring and evaluation system. However, these efforts for ensuring that the monitoring and evaluation system is institutionalized in MYSC is impeded by factors such as buy-in, ownership, and capacity building. NDP 11 further emphasis that is key for implementing bodies to ensure that there is utilization of monitoring and evaluation and the results (Mothusi, Lekorwe, & Pitso, 2016). As lamented by the respondents to this research, there is a framework in existence to guide with implementation, but the buy-in and push for demand and utilization of the monitoring and evaluation results is still a challenge. Other studies carried out, such by Jili & Mthethwa (2016) laments that as a result of lack of understanding of the importance of monitoring and evaluation importance there has been a failure to develop an institutional monitoring and evaluation system (including monitoring and evaluation plans, indicators and tools).

Adoption of the Theory of change will help keep the process of implementation and evaluation transparent, so everyone knows what is happening and why and improvement innovations can be utilised (Gaventa & McGee, 2013). Additionally, results chain framework which argues for installation of measures that allow a program to function; it details the how so that intervention gives out targeted results and allows for information systems to track not only project outcomes and impacts, but also ensures implementers are on track and prudent in achieving results (Gertler et al., 2016). Results chain guards against exponential risks such as failure to deliver, here it guides how organizations can set the right parameters to monitor and achieve goals by explaining how both short and long term performance could be assessed at each level (Kinyuira, 2019).

5.2 Challenges of implementing the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development

This section presents and describes research results to the first research question supporting them with the reviewed literature. The second research question intends to explore the challenges with implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development (MYSC). The discussions is presented under the following themes: Organizational structure, Role playing and clarity; Budgeting for monitoring and evaluation system implementation; Capacity building and training towards implementation; and lastly monitoring and evaluation system results utilization.

5.2.1 Organizational Structure towards advocacy and ownership of the monitoring and evaluation system

Institutionalization of a monitoring and evaluation system in MYSC can serve as an integral part of the development policy or program implementation to improve performance accountability and provide effective feedback for improved planning, budgeting and policy making (Zhou & Zvoushe, 2013). According to Khan (2014), an organization's decision making style plays an important role in organizational success and development.

This study found that there are various factors that affect the effectiveness of the monitoring and evaluation system. There is no buy-in of the implementation tool and the system proposed which are supposed to have a clear plan, communicated and be adopted by all and in most cases it is caused by lack of cascading of tools by managers to different levels of implementation in the Ministry. Organizational structure influences how adequately roles are supported by the organizations hierarchy and how other units within the organization are aligned to support the monitoring and evaluation functions within the organization (Rist, 2012). In this vein, it should be noted that organizational culture emerges in the context of improving knowledge management, which constitutes management buy- in and within it a culture of motivation that ensures effective established organizational systems and procedures (World Bank, 2015).

Another highlighted a key factor, which talks to prioritization of the monitoring and evaluation system. The point made by the research findings is that the Ministry does not currently view monitoring and evaluation as a priority. While authors such as Vincent & Phiri (2019) contend that priority development areas, impacts, outcomes and outputs expected, indicators as well as targets become essential elements of success to be clarified in monitoring and evaluation plans. The lack of clarity affects implementation and measurement of such mandates and goal of the Ministry. However, this does seem as reoccurring problem within the Ministry, in that the MYSC Strategic Plan (2017-2022) highlighted challenges experienced in policy implementation in the Ministry to achieve the set indicator targets. These include limited decentralization of decision making, budgetary constraints, inefficient distribution and management across priority areas (poor allocation of funds, under staffing, inadequate competencies and confidence of staff (district officers).

Implementation theory advocates for implementation agents to be viewed as key role players, these need to be considered even before drafting of policies or interventions to be implemented (Hill & Hupe, 2002a). This is talking to the need to view programme implementers in MYSC as critical and core agents to ensure that mandate of the Ministry is achieved. Herein, theory of change emphasizes did caution against lack of prioritization but however allows for a reorder of processes in order to effectively meet set targets and objectives in which MYSC can map out its change processes (Serrat, 2013).

5.2.2 Role playing and clarity

Key empirical results present that shortage of skills and lack of financial resources contribute to the ineffectiveness of monitoring and evaluation (Jili & Mthethwa, 2016). This research results reveal that role clarity ensures effective and facilitated implementation, and with key attention to whether the monitoring and evaluation unit is effectively and adequately carrying out its roles, it was important to understand if all parties in the implementation process are playing their role. And on the other hand, the research results show that monitoring and evaluation unit itself is effectively and adequately carrying out its roles, except that it needs additional and adequate support from MYSC management to guide as to what data is required for the unit to provide.

As argued by implementation theory, organizations ought to give its members the correct incentives to share information and act appropriately and advocates for inputs to be

adequately supplied for outcomes to be achieved (Corchon, 2013). Implementation theory allows for programme implementers to predict the consequences of the proposed program characteristics, thereby permitting for suggestions towards strategies aiming to enhance policy effectiveness. This is cognisant of the fact that management understand their role in facilitating monitoring and evaluation system implementation.

5.2.3 Budgeting for monitoring and evaluation system implementation

Other constraints to support monitoring and evaluation system implementation are inadequate budgets, seconded with no planning which is a reflection of no commitment of accounting officers to include such in Ministerial budget plans (Masuku & Ijeoma, 2015). As shown in the research results management is not privy to any budget dedicated to monitoring and evaluation activities. However, the research results show that there is there a need for a dedicated monitoring and evaluation budget in the Ministry. Not to only facilitate training for monitoring and evaluation capacity building but also to ensure that the Ministry does produce credible data that can inform policy decisions. Emphasis is that data collection costs money and for effective planning for activities, there needs to be a budget.

Mudeme (2018) states that organizations need to adopt the financial management systems which grant the public service the flexibility to formulate decisions on budgets and allocate resources. The research results show that a framework of implementation has been developed but failure to acknowledge and utilise it has led to some implementation challenges. The Ministry did not see the need for a dedicated budget towards monitoring and evaluation activities. The research results showed that MYSC allocation of funds is guided by the operational plans and budget approvals by the Ministry of Finance and Development Planning.

This study research results show that there is a misalignment in terms of what Human Resource carries out as their recruitment and training plan versus the capacity needs for MYSC. This disjoint is mainly caused by lack of planning and prioritization of functions within the ministry. Key findings from this study present that the lack of prioritising the capacitation towards monitoring and evaluation system utilization also means that the MYSC has not adequately driven Botswana Government's mission of improving its effectiveness and efficiency as advocated by implementation theory. Theory of change

supports different project cycle activities, such as implementation decision-making and adaptation; to clarify to the drivers in this case MYSC management, around an existing initiative; monitor its progress (Vogel, 2012).

5.2.4 Capacity building and training towards implementation

Findings of this research suggest that the monitoring and evaluation unit in MYSC is not adequately facilitated with capacitated staff and facilitators towards monitoring and evaluation system implementation. The lack of human resources in MYSC resulted in the ineffectiveness of the monitoring and evaluation system. Rossi et al. (2018) cautioned that if the monitoring and evaluation is not perceived as being capacitated, the credibility of monitoring and evaluation may not be entrenched in the organization and the credibility of produced results will be questioned.

Kusek and Rist (2014) posit that successful implementation of an intervention requires a commitment of resources to build skills and capacity prior to the monitoring and evaluation system implementation. In which according to the results there has been no training nor capacity building in MYSC. The research results as articulated by the respondents show the need for training and how it can assist monitoring and evaluation system implementation. Furthermore, research findings show that efforts are in place to try for capacity building towards monitoring and evaluation system implementation for both managers and program implementers. This is shown by the collaboration of MYSC with other training institutions, though they have not signed any memorandum of agreement, the training courses are offered by some donors. These include colleges like Botswana Public Service College that offers training for public servants.

However, this approach has exposed how training is still not predetermined by the ministry, this eludes the training needs of the ministry. It is necessary that HR develops an assessment tool that will measure the individual competencies to determine collective training needs which includes liaising with institutions for inclusive training modules (Fletcher et.al, 2014). World Bank (2010) emphasizes that training and development are required for both technical analysts as well as non-technical managers in government can help them in the management of their programs and policies.

This in line with implementation theory which allows for organizations to relay different kinds of policies and adequately address them to the level they deserve (Corchon, 2013). Hence emphasis should be made for policymakers and accounting officers to be capacitated for both demand and use monitoring and evaluation information (Zall Kusek & Rist, 2004). It is in this regard that the Theory of change can help organizations map out the change processes (Rogers, 2013).

5.2.5 Monitoring and evaluation results utilization towards policy decisions

Monitoring and evaluation systems are now used across the world by organizations to track progress, measure and evaluate outcomes (Zhou & Zvoushe, 2013). It is evidenced that policy decisions are mainly made on the assumption that the monitoring and evaluation system has succeeded in generating credible and reliable data for reporting.

The research results implied that MYSC needs an overhaul in terms of utilization of reports to make policy decisions. As monitoring and evaluation systems provide important feedback about the progress in programmes/ projects, it is imperative that the MYSC management utilise the system and trust the results produced by the system they facilitate. Failure to utilise this very system would imply that sufficient effort is not put on the system and cause solitude amongst other stakeholders or beneficiaries of the information. However, the research results show that MYSC did not happen make this assessment despite the existence of the monitoring and evaluation system.

Margoluis et al. (2009) argue that managers need to be aware of implementation processes to determine whether the process is being carried out as crafted. Results chain framework depicts that access to results information gives way for accountability, communication both internal and external and learning (OECD, 2017). And it further stipulates the importance prioritizing utilization of information systems to track implementation from financial inputs and resultant outputs up to project outcomes Margoluis et al. (2009). The Theory of change by as advocated by (Weiss, 1995; Blamey & Mackenzie, 2007) is premised on the IF and THEN logic, which implies if needed resources to operate an intervention are provided, then implementers can use them to accomplish planned activities. If activities are accomplished, then products and/or services planned or intended will be delivered.

5.3 Lessons on how to implement monitoring and evaluation system in government departments of ministries

This research aimed to establish the lessons from practice to date, and how these inform the implementation strategy of monitoring and evaluation system. As mentioned by Saunders (2005); Görgens & Kusek (2009) evaluation of the monitoring and evaluation system will articulate lessons learned and mitigation plans for the future and success of the intervention. Monitoring and Evaluation (monitoring and evaluation) reporting is an essential success factor as it promotes use of evidence found which ultimately explores what works or does not work during implementation (Jacobs, 2019).

5.3.1 Institutionalization of Monitoring and Evaluation systems

According to Vincent & Phiri (2019), a monitoring and evaluation system is a set of organizational or institutional arrangements comprising management plans, strategies, processes, information systems, indicators, reporting lines and accountability relationships that fosters institutions to perform their monitoring and evaluation functions successfully. The need for monitoring and evaluation systems in organizations cannot be denied, as dictated by history and political factors there is need for measurement and performance tracking. Nonyane (2019) emphasizes that monitoring and evaluation is a system envisioned to support the process of developing outcomes, this process guides managers towards attaining organizational goals.

The research results reveal that improved data quality is what many organizations aspire for, that includes correction of data disparities. Implementation process gives an opportunity for management and other key role players to be involved in the management of data that ultimately ensures coherent approach and production of data for programming in MYSC. Data quality is believed to be critical to successful implementation as it informs evidence-based decision-making in the programme, this is done by putting in place monitoring and evaluation standard operating procedures (Myburgh et al., 2015).

The research findings also revealed that there is a need for the Ministry to develop job-descriptions. This is in line with the premise that when the need has been established, effectively there has to measures and efforts articulating how the need is to be addressed.

Human capital has been argued as the main fosters of monitoring and evaluation systems (Maphunye, 2014).

In as much as the latter is emphasized, Mapitsa & Khumalo (2018) argue that previous measures of monitoring and evaluation system effectiveness have historically tended to focus more on technical issues of individual skills and data collection and management. And resulted in little emphasis being placed on political, organizational and cultural factors, as well as on purpose and context in designing of monitoring and evaluation systems (Blaser Mapitsa & Khumalo, 2018). As lamented by Kusek & Rist, (2004), there is need to devise different but suitable models for building these systems, but contextual complexities should not be missed in these models. This emphasises that MYSC develop the job descriptions for implementation but also ensure that organizational factors have clearly outlined the monitoring and evaluation system and facilitate support.

The main reason for which results chain exists is to help organizations find and define a causal logic from the intervention where strategies and plans can be formulated to allow for implementation (Margoluis et al., 2009). Other theories also play an important role in this aspect; Implementation theory advocates for implementation agents to be viewed as key role players, these need to be considered even before drafting of policies or interventions to be implemented (Hill & Hupe, 2002a). The proposed approach by implementation theory aims to ensure that management exert their power in institutionalizing monitoring and evaluation systems and view programme implementers in the Ministry of Youth Empowerment, Sport and Culture Development as critical and core agents to ensure that mandate of the of the Ministry is achieved.

5.3.2 Accountability and oversight to facilitate improved reporting

Vincent & Phiri (2019) argued that in the absence of a robust and functional monitoring and evaluation system across any government it will not be feasible to track performance and learn lessons in future. Accountability is partly a matter of institutional design: formal checks and balances can and should be built into any constitutional architecture. But accountability requires political energy too that is the people, interest groups, civil society (Segone, 2010).

Implementation theory advocates for implementation agents to be viewed as key role players, these need to be considered even before drafting of policies or interventions to be implemented (Hill & Hupe, 2002a). These findings are also in line with Weiss (1995)

argument who advocates for ToC to promote accountability and clarify trails in projects. A more accountable structure is more Specific Measurable Attainable Realistic and Time bound (SMART) as advocated by ToC is ideal approach for MYSC to ensure that the monitoring and evaluation system achieves its intended purpose. Herein, clarity on what needs to be evaluated and how is provided, hence evaluations questions should discussed prior to the evaluation (Mayne & Rist, 2006).

These research findings reveal that there are no assessments done to track implementation of the monitoring and evaluation system which in turn measures programming at MYSC. However, an application of the ToC and Results Chain framework are effective in setting up a process evaluation system which the Ministry can ascertain the impact of the system in place. Durlak & DuPre (2008) talk to the need for assessments of implementation to establish the internal and external validity of interventions. Reporting- programs should track performance and accurate interpretation of outcomes depends on knowing what aspects of the intervention were delivered and how well they were conducted (Durlak & DuPre, 2008).

5.3.3 Transparency for advocacy towards monitoring and evaluation system utilization

Important result of transparency is improved quality of decisions taken and increase circles of decision-making (Saremi & Mohammadi, 2015). Transparency measures performance as alluded by Respondent 5 *"how are we going to evaluate, how to assess*" (Interview, December 2020). Transparency also requires significant resources therefore budget transparency is key to strengthen the political interest towards budget support (Saremi & Mohammadi, 2015). The research findings show that it is not a stringent requirement in MYSC that functions or programmes report data that can be verified by the monitoring and evaluation system. Reporting and all other related processes happen in silo, leaving monitoring and evaluation system not utilised with no access to data.

None the less the findings reveal that weakness in this system of implementation included limited ownership of monitoring and evaluation-related duties. MYSC management are advocating for budget plans for monitoring and evaluation activities. The ministry needs to make efforts to overcome capacity issues to enable standardization to feed the reporting system. Ministry should make monitoring and evaluation more resourceful.

Harlife and Zhou (2013) mention that the data quality triangle in programmes and projects should be properly and consistently applied in the organization.

This implies data quality ensures that reliability of the data system is stable, validity of indicators clearly and directly measure the performance intended to be measured and lastly accessibility for data to support policy decisions. The results further reveal that absence of data collection and dissemination plan is a symptom of lack of transparency which need to be considered for effective implementation. The research findings reveal that a developed system needs to be present to feed the reporting structures, this implies standardization, not only at operations but also a report level. However, data quality and all factors for implementation requires that capacity and skills are fostered.

The research reveal that MYSC signed memorandum of agreement with other teaching institutions which do not necessarily offer monitoring and evaluation capacity building it offers program training. Where the ministry has access to trainings with or without agreements, as defined by respondents 'donor' training, the implication is that the ministry does not have influence to highlight their training needs. This implies with transparency, and utilization of monitoring and evaluation results the need for expanded monitoring and evaluation capacity across all (management, program implementers and key stakeholders) it would influence training institutions to see the need for monitoring and evaluation course trainings to support implementation.

Results chain framework exists for organizations to be able to describe these changes occurring and experienced at the different levels of performance. These levels of performance start from the planning phase to observing and recording long-term sustainable changes as critically outlined in the performance indicator framework. ToC can help MYSC to enhance its existing systems to determine what works and under what circumstances it works (Vogel, 2012: 16).

5.4 CONCLUSION

The study has shown that it is necessary to have a good understanding of monitoring and evaluation in programming, and foremost investing in monitoring and evaluation activities, such as capacitation of implementers, who will learn to produce credible data and meet the reporting timeliness (Rossi et al., 2018). This research interrogated exactly the lessons learned through the experience of the challenges in

implementing the monitoring and evaluation system and advocates for retrospective approaches to achieve set goals. Most studies reviewed conclude that leadership championing for monitoring and evaluation, dealing with information and data constraints, capacity building, ownership of the system, change management all are implications in implementing the monitoring and evaluation system (Mudeme, 2018), and this in effect has resulted in MYSC experiencing the same challenges.

The bone of the contention is that without emphasis on the three factors; accountability, transparency and existence of a functional oversight, the monitoring and evaluation system cannot be as effective and efficient to serve the policy mandate, it becomes a mundane ideology. Because the past and current studies did not touch base on the three factors, this gave this research leverage to link and interrogate the extent to which lack of accountability and transparency and a functional independent oversight affects the monitoring and evaluation system implementation in MYSC.

None the less Lendrum & Humphrey (2012) argue and show how the implementation variability is inevitable and this is because of contextual characteristics. In this case Ministry of Youth Empowerment, Sport and Culture Development, and its important to determine what works, and if it is addressing the needs of the target group and in what circumstances, hence system designers towards programming need to be fully aware of the contribution of different components that drives implementation to the achievement of outcomes and thus their relative significance. Organizational systems and processes can influence the way policymakers utilize evidence, particularly ministerial-level processes. Evidently, as shown by the research findings, it is evident that there is a need for advocacy towards the utilization of monitoring and evaluation results to better inform policy decisions. Implementation theory advocates for implementation agents to be viewed as key role players, these need to be considered even before drafting policies or interventions to be implemented (Hill & Hupe, 2002a).

6 SUMMARY, CONCLUSIONS, LIMITATIONS, AND RECOMMENDATIONS

This study's aim was to explain issues that pose challenges to implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development. This section will only engage in the summary highlights and key conclusions, and at the same time giving a clear picture of the research methods, findings, interpretation of data and conclusions that are arrived at. An overview of the research limitations is also discussed to show and acknowledge gaps identified at the end of the research that is the lessons learnt that could not have been realised during the design of the research. Lastly this section will highlight the recommendations that can be employed by the Ministry in order to fully meet its mandate and also guide future research for similar projects.

6.1 Summary

The aim of this research was to assess key challenges, further explain implementation and its processes towards M&E systems. It attempted to explain issues of accountability, transparency and oversight issues and how they pose challenge to implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development (MYSC). The ministry envisaged improved data quality management and evidence-based policy decisions with the implementation of the monitoring and evaluation system. Therefore, this research reviewed literature on the implementation of the monitoring and evaluation systems to derive a clear contextualized problem analysis. The research knowledge gap was established through the interrogation of research approaches, designs, procedures and methods applied as well as findings and conclusions realized by past and current studies (Wotela, 2016). Emphasis in research is the utilization of established interpretive frameworks help with the interpretation of the empirical findings. The research utilised implementation theory, Theory of Change and results chain framework to interpret its empirical findings. Furthermore, based on the literature reviewed, this research developed a conceptual framework on "Assessing monitoring and evaluation system implementation challenges: A case of a Botswana Government Ministry". The conceptual framework provided a guideline during collection, processing, analysing, and interpreting empirical results.

This study applied a qualitative research strategy and case study research design to undertake the empirical research. It employed a semi-structured interview schedule to guide during interviews with the research respondents. The target population for this research was seventeen (17) MYSC management in which they were purposively sampled. The sampling frame for this study is as thus; eight (8) MYSC employees from different levels, 1 former Executive Management, Senior Management and Management. Eight face-to-face interviews were conducted at MYSC and this took place from December 2020 to February 2021. The interviews were recorded using an audio recorder, and the recordings later transferred to a personal password-protected computer. This research analyzed data through thematic direct content analysis. Ethical procedures as stipulated by the ethics codes were adhered to in conducting the research. The limitation of the research is that the research could not be generalized to a larger population, which is the other Ministries in Botswana.

This research applied the implementation theory, theory of change and results chain framework to interpret the empirical findings of the research. In response to the first research question, the finding is that management in MYSC do have knowledge on the monitoring and evaluation system and do ascertain the need for it in the ministry. However, the whole management team had not attended the monitoring and evaluation system implementation training. This resulted in their limited or complete lack of knowledge on the monitoring and evaluation framework. Therefore, the research gathered information on the employees' perception and understanding regarding the implementation of the monitoring and evaluation system holistically leading to lessons learnt to improve implementation.

The research also responded to the research question; is the monitoring and evaluation system being implemented as envisaged in the Ministry of Youth Empowerment, Sport and Culture Development? The findings showed that the majority of the MYSC management do understand how monitoring and evaluation is to be implemented, but lack understanding in what as the management are supposed to do in facilitating its implementation; in that there is no implementation plan that can help achieve intention of the intervention.

Additionally, in the quest for gather information and acquire clear understanding around the phenomenon, this research also responded to the following question; What are the challenges faced by Ministry of Youth Empowerment, Sport and Culture Development

in implementing the monitoring and evaluation system; and What are the lessons on how government ministries should implement a monitoring and evaluation system? Budget allocations, availability of skilled and competent manpower due to lack of training or commitment to inclusive training plan, utilization of M&E results and lack of role clarity, ownership and buy –in have been highlighted as the main challenges to implementation. The results showed that lack of accountability translated in no budget allocation for monitoring and evaluation activities, whereas lack of transparency led to policy decisions without evidence. Lastly, oversight role did not facilitate assessments, advocacy and ownership of the system to support success in MYSC programming.

6.2 Conclusions

Monitoring and evaluation systems play a distinct role of ensuring quality data is collected and used for reporting and ultimately the reports will inform policy decisions. However, there are implementation challenges with regards to the M&E system. Data quality that provides for evidence-based policy decisions is seen as a serious concern across organizations. This emanates because of issues of accountability, transparency and oversight which a lack result in redundancy of interventions. A Botswana Government Ministry was interrogated to explain what these challenges are, and try and provide way forward for improved implementation. The purpose of this research was to explain issues of issues and how if not present they pose challenge to implementation of the monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development.

After considering issues concerning monitoring and evaluation systems and the context in which these system is implemented, this research shed new light on lack of understanding of the monitoring and evaluation system by the officials reporting on organizational performance. Within implementation studies in which this research is rooted, this study adopted the top-down perspective. The perspective reflects and validates how management is accountable to ensuring that the implementation of the system is part of the target achievements of the Ministry. In this conceptual discussion the use of M&E information for policy decisions necessitates the successful implementation of the M&E system. Monitoring and evaluation offers significant

indicators for successful review of strategies, interventions and provide suggestions for effective outcome.

The M&E system aimed to ultimately improve the Ministry's performance in addressing the outcry raised by the nation as well as meet the reporting targets set by the national reporting bodies such as at the executive level. Therefore, this research will look at all these facets holistically, and give a disposition why implementation as a field of study complements the whole research, which ultimately guides the rest of the approach going forth. Policy-makers and in this research termed 'management' through utilization of the M&E system are able to identifyy challenges that can hamper the process of achieving targeted outcomes.

From the findings related to the first research question; *Is the monitoring and evaluation system being implemented as envisaged in the Ministry of Youth Empowerment, Sport and Culture Development?*. The research concludes that employees MYSC perceive the monitoring and evaluation system to be performance improvement intervention that assist with quality data management to facilitate evidence-based policy decisions. In terms of the research question '*What are the challenges faced by MYSC in implementing the monitoring and evaluation system*?', the research concludes that the stringent misalignment of the ministry's priorities and performance indicators versus budgeting and utilization of the M&E results pose a great challenge in the implementation of the M&E system.

With regards to the research question *'What are the lessons from practice to date, and how can this better inform the implementation strategy of M&E system?',* the study concluded by indicating the need for commitment of resources, and efforts by the ministry. Adequate budgeting for effective implementation of the systems accounts for training needs and execution of M&E activities. The implementation of M&E systems requires thorough planning and a careful execution. Similarly, the monitoring and evaluation system envisages that the set output indicators will lead to the achievement of desired outcomes, this process emphasises that the employees should have the required skills and knowledge to implement the monitoring and evaluation system.

It remains important for programme owners to think beyond data collection and further focus on how the collected data will give sufficient information to assess the impact the programme/project. This simply aims to ensure that the placed programme implementers

performing monitoring and evaluation functions understand the value of their work and strive to ensure collected data meets all the principles and standards of data (Naidoo, 2012). Managers need to ensure control measures are put in place to improve organizational performance.

The research concludes that the extent to which lack of accountability and transparency and a functional independent oversight affects the monitoring and evaluation system implementation in MYSC is a common issue. This was in discussion of budget allocation distress, insufficient staff complement, lack of skilled manpower- trained personnel and lastly poor data management techniques resulting in collection of data that is not standardized to get quality data collection and reporting. It can be concluded that a wide range of strategies have not been used to try to develop different types of public sector M&E capacity in MYSC. This is shown by unavailable implementation plan and non-utilization of performance frameworks. Consequently, a significant amount of training is also required for both management and program implementers in MYSC. Training will improve individual knowledge and skills and subsequently organizational performance will improve.

Moreover, the study has illustrated that implementation theories, theory of change and results chain frameworks may be useful in understanding how the implementation of the monitoring and evaluation systems lead to targeted outcomes and impact in the ministry. These theories and frameworks assisted the study interpret the research findings and find a base in terms of argument. The theory of change makes emphasis on that monitoring and evaluation systems should contribute to improved public sector management by generating information to be used by public sector managers to improve policies, programs and operations.

6.3 Limitations

The study fills the gap in the literature by explaining the challenges with implementing monitoring and evaluation systems in specifically in the government public sector. The lessons learnt that can be applied to ensure successful implementation of the monitoring and evaluation systems are also discussed in this study. However, it worth noting that despite these successes, the study endured limitation this is in terms of expansion of the knowledge gap, methodological bias and limited interpretive theories to help unpack the

research findings. Empirically the study was limited in terms of the coverage of the research problem and purpose. The problem to be addressed could also highlighted what push for lack of accountability, transparency and oversight. The research questions could not divulge much of the information in relation to Botswana Government holistically. They were very narrow and specific to the context which makes the research findings sector specific.

These research findings cannot be generalised to other government ministries in Botswana, the study only engaged respondents from the Ministry of Youth Empowerment, Sport and Culture Development. The ministry has other partners that contribute to implementation and could serve a great deal assistance in unpacking the challenges. Rist (2016) emphasize the need to engage key stakeholders at every level implementation of the monitoring and evaluation systems. Therefore sample size may have limited views gathered for a conclusive analysis. Monitoring & evaluation systems are dynamic and evolving to meet the new policy demands, therefore the reliability in the research may be limited as it cannot be replicated.

Another limitation is that the study made assessment only on the attributes that were uncovered during the conceptualization of the research, these include activities. Activities in this study factor in training as a key activity. The research overlooked the fact that trainings offered by the ministry could be aligned to M&E implementation, the study did not go further to interrogate the trainings attended by management that can equally benefit the system. Lastly, the interpretive frameworks were not exhaustive and also they propelled the interpretation along their belief. Even-though these frameworks were integrated to augment and complement each other, there is room to utilize and establish theories that provide understanding on failure to successfully implement an intervention?

6.4 Recommendations

The introduction of the monitoring and evaluation systems by the Botswana Government was a move in the right direction. It mandated Ministries to also uphold the values enchanted by the government and also ensure that program beneficiaries do get the relevant services. The Ministry of Youth Empowerment, Sport and Culture Development demonstrated the resolve of the Government, but none the less challenges are still eminent with the successful implementation of the m&e system. Therefore in order for the ministry and any other government ministry in the quest of utilising and currently

implementing the monitoring and evaluation systems, recommendations are drawn based on the findings of this study.

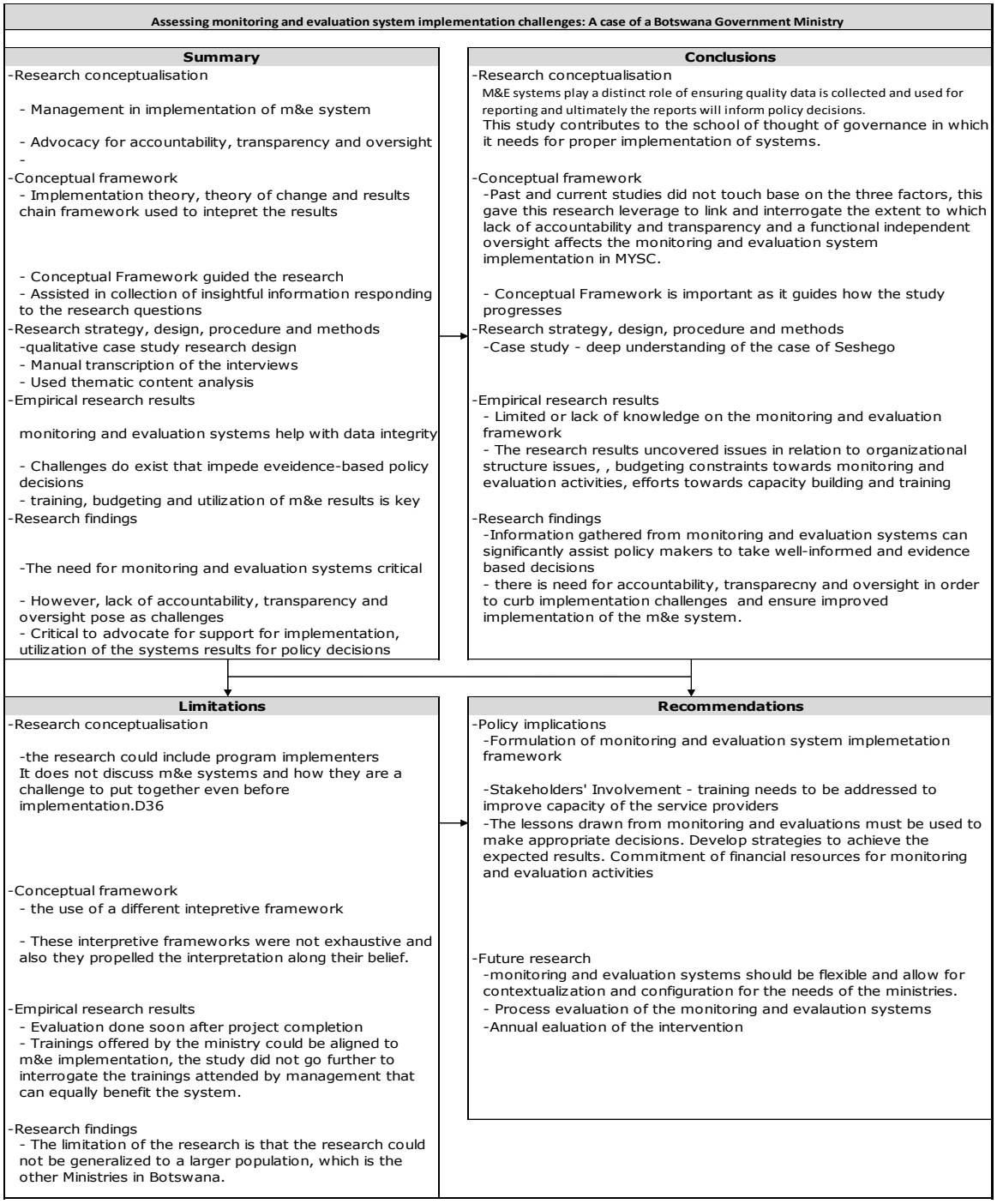
Accountability ensures lessons learned from the implementation of the monitoring and evaluation systems are taken as an opportunity for revision, to re-strategize and redesign. There is need for a thorough commitment of financial resources for monitoring and evaluation activities. This is to ensure that set deliverables and performance indicators are prioritised ensuring an optimum accountability.

Furthermore, effective implementations is dependent upon the capacity and skills of the implementer. Therefore it is mandatory that training is provided for monitoring and evaluation system implementation, this is in line with developing strategies to achieve the expected results through establishing budget and performance reporting arrangements. Moreover, this could also guide with assessing priority areas that are important to continue with. Drawing up of a Human Resources Development Plan is key.

Transparency ensures that gaps are closed between planned interventions and their actual incorporation into organisational budgets, hence the need for a credible plan to guide an organization in aligning the inadequate resources with the priority activities set. This study recommends that the monitoring and evaluation system results should be reported on against the planned targets on a quarterly basis to ensure transparency to ensure improved quality and timeliness of data. Notwithstanding, that monitoring and evaluation systems should be flexible, and respond to the learning needs implementers while acknowledging the cultural and organizational context, hence MYSC monitoring and evaluation systems should be implemented as thus.

Oversight ensures adequate role playing takes effect and stakeholder involvement mandates are fulfilled. A thriving monitoring and evaluation system implementation requires that management involved in the actual facilitation are well aware of their roles and offer adequate reinforcement. This is in order to meet training needs that an organization cannot provide for. Additionally, participatory budgeting tools need to be developed and refocused on the priority needs. External funding and support can only be achieved if stakeholder relations are upheld. This talk to the ability to influence the governance in public institutions to offer relevant training towards monitoring and evaluation system implementation.

Figure 13: Summary, Conclusions, Limitations, and Recommendations



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Appendix 1.1: Consent Form and Interview guide

Research Title: Assessing monitoring and evaluation system implementation challenges: A case of a Botswana Government Ministry

Name of the Researcher: Neo Naledi Metla
Position of the Researcher: Student at Wits School of Governance
Student No: 1939787
Contact number of the researcher: +267 71515787

Please tick the box if you agree with the statement before proceeding with the interview

1	I confirm that I have read and understand the information sheet for the above study. I have had the opportunity to consider the information and ask questions.	
2	I understand that my participation is voluntary and that I am free to withdraw at any time, without giving reasons.	
3	I agree to take part in this study.	
4	I agree that my participation will remain anonymous.	
5	I agree that the researcher may use anonymous quotes in the research report.	
6	I agree to the interview and for the interview session to be tape-recorded.	

_____ _____
Signature of the Participant Date

_____ _____
Signature of the Researcher Date

INTERVIEW SCHEDULE FOR MANAGEMENT

Demographics Information: The demographic details requested are for analytical purposes only and will not be used to identify any respondent. Your responses are anonymous. Please indicate the response category that best describes you.

1. Gender: F/M
2. Indicate your age cohort

30-34	35-39	40-45	46-50	51 -55	56+

3. What is your post-level/ designation in the Ministry?

Monitoring and evaluation system being implemented as envisaged in the Ministry of Youth Empowerment, Sport and Culture Development

1 What led to the establishment of M&E unit in MYSC? (Probe)
2 As an oversight (Management), how do you view your role in coordinating M&E system implementation in MYSC? (accountability)
3 What are the efforts in place to try and institutionalize MYSC M&E system? How successful are these efforts? (*Clarity: functionality, efficiency in addressing data issues across all programs)?*
4 Is there a framework for encouraging M&E practice within the Ministry; that is the demand for M&E and utilization of M&E results? (*M&E policies to guide the implementation of M&E functions)*
5 Does the Ministry view or ascertain the need for M&E system?

Challenges faced by MYSC in implementing the monitoring and evaluation system

1 What are the roles and responsibilities of the members of M&E unit, and are they clearly defined?
2 Do you think the current members of M&E unit are effectively and adequately carrying their roles?
3 Does the Ministry utilise the M&E results? (Probe), (a policy decision or any documentation, reports that utilizes M&E results)?
4 At what level is the Ministry or your department/function reporting M&E results *(National level, International bodies) (specific report and or names)*
5 What efforts is MYSC embarking upon to prioritize the capacitation building towards M&E system implementation (to fully benefit all programs)
6 Would you say there is a dedicated M&E budget? (Vote)
7 Is there a need for a dedicated M&E budget, what modules are key that need to be budgeted for?
8 What are the challenges faced by the Ministry in implementing the M&E system? ***(Accountability, transparency and oversight to enhance implementation)***

Lessons from practice to date, and how can this better inform the implementation strategy of M&E system

1 How important is the work produced by the M&E system towards the attainment of the overall goals of the MYSC?
2 What efforts does the Ministry need to undertake to overcome implementation capacity issues and to align with National reporting bodies *(NSO, GICO for alignment with the NMES and other key agencies)*

3 What can be done in the Ministry to advocate for utilization of M&E systems and results? (Your recommendations)?

Thank you for your participation.

INTERVIEW SCHEUDLE FOR HUMAN RESOUTCE MANAGEMENT

Demographics Information: The demographic details requested are for analytical purposes only and will not be used to identify any respondent. Your responses are anonymous. Please indicate the response category that best describes you.

Gender: F/M
Indicate your age cohort

30-34	35-39	40-45	46-50	51 -55	56+

4. What is your post-level/ designation in the Ministry?

Is the monitoring and evaluation system being implemented as envisaged in the Ministry of Youth Empowerment, Sport and Culture Development

1 What are the job descriptions of the Unit? (Are roles and responsibilities of the M&E staff clear?
2 How skilled are the members of the unit in carrying out their functions effectively, efficiently and sustainably?

What are the challenges faced by MYSC in implementing the monitoring and evaluation system

1 Would you say the M&E unit is adequately resourced?
2 Has all M&E staff attended M&E related training in the past 2 years?
3 What M&E training or capacity building courses did/do MYSC Management attend? (Frequency).
4 Has the ministry trained program officers on M&E and what was the purpose?
5 In our training plan do we get other functions/departments within the Ministry requesting for M&E modules?
6 Is there is a dedicated M&E budget? (Vote)
7 Is there a need for a dedicated M&E budget, what modules are key that need to be budgeted for?
8 What is the training budget for this financial year specific to skills and competencies efforts? (Probe: specific to M&E capacity building, what is the plan)?
9 Do we have signed training MOU'S/MOA'S to ensure that staff is capacitated? (probe; names of such partners/ institutions if any)
10 What is their training schedule on courses specific to M&E (Data management, program monitoring)?

What are the lessons from practice to date, and how can this better inform the implementation strategy of M&E system

1. What can be done for improved M&E system implementation in MYSC?
2. What efforts does the Ministry need to undertake to overcome implementation capacity issues and to align with National reporting bodies *(NSO, GICO for alignment with the NMES and other key agencies)*
3. What can be done in the Ministry to advocate for utilization of M&E systems and results? (Your recommendations)?

Thank you for your participation.

Appendix 1.2: Information sheet

Dear Participant

My name is Neo Naledi Metla; I am registered for the degree of Master of Management (in the field of Public and Development Sector Monitoring and Evaluation) under the Faculty of Commerce, Law, and Management at the University of Witwatersrand. I am conducting a research on assessing monitoring and evaluation implementation challenges in a Botswana Government Ministry. The purpose of this research is to explore the issues that pose as challenges surrounding implementation of monitoring and evaluation system in the Ministry of Youth Empowerment, Sport and Culture Development (MYSC), and these are issues of accountability, transparency and oversight. I am doing the research as part of the requirement to complete my degree. I am a currently an employee of the Ministry of Youth Empowerment, Sport and Culture Development (MYSC), have held this position of an Programs Officer – M&E from the 1st of August 2013 up to date.

I am kindly inviting you to participate in this research. Participation in the study is voluntary. Confidentiality will be preserved at all times. The identity of the participant will only be known by the researcher and will not be revealed to anyone. The name of the participants will not be used in this research; instead numbers will be assigned to participants' names. You are welcome to withdraw from this research anytime you feel like it. There are no actions that will lead towards the participant being harmed emotionally or physically. The reputation of the participant will not be damaged by taking part in the research. The participant will be treated with dignity and respect they deserve.

The interview will take 20 to 30 minutes. The interview will be audio recorded. Your permission is requested to record the interview. The recordings will be labelled with numbers, no real names will be used. The audio recordings will be kept safe and they will not be accessed by anyone other than the researcher. You have been approached to participate in this research, as an employee, because your opinion will contribute to bringing forth understanding of the challenges of implementing the monitoring and evaluation system in MYSC.

The results of the study will be reported in my thesis, which will be published in the University of Witwatersrand library. Feedback will be provided to individual participants upon request. Any queries regarding the interviews or other aspects of the research can be directed to me or my supervisor, Dr Kambidima Wotela, on the contact details listed below. If you are willing to participate in this, please sign this Informed Consent form.

Thank you

Neo Naledi Metla
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Dr Kambidima Wotela
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0712603260

Appendix 1.3 Transcript: Interview with Respondent 2

INTERVIEWER: According to your understanding, because I believe that when you are in a management position you have been given background of the Ministry. What led to the establishment of the M&E unit in MYSC?

Respondent: aaaah we, as MYSC we realised that we have a wide range of programmes and were implementing programmes however, we were not able to track our performance on how we were delivering err these projects particularly when it comes to looking at the objectives of our specific programmes as MYSC, we were not able to produce reports that would say programme A has got these objectives and over the past 2 -3 years we have been implementing and this is what we have been able to achieve or been able to deliver. So the M&E unit was established to assist us in actually been able to track our performance as far as our programmes are concerned.

INTERVIEWER: As an oversight, which is management in this case. How do you view your role in terms of co-ordinating system implementation in MYSC?

Respondent: okay... as an oversight my role would be to errr communicate the objectives my programmes and also assist in aaaah ways in which or with the kind of data that would actually be important and necessary to collect as I plan my programmes. I think its a important for also to be to part of any process e eleng gore you will be developing data collection tools, how data is going to be analysed and how data is going to be reported because as an oversight it is my interest to ensure that whatever comes out it is what talks to the my needs at the hand. Holistically, its basically the same even-though our programmes are different here and there I would expect anybody in management to know what data is going to be collected, how data Is going to be analysed, how data is going to be presented and even reporting. And errr, really where the data is going to be collected from where the data is resident to start with.

INTERVIEWER: What are the efforts put in place to try and make M&E successful? To make it a part of MYSC holistically in terms of how it functions & addressing the issues of data?

Respondent: I am not sure..wee.. I don't think we are making efforts to institutionalise it errrr in my view, institutionalising would mean all those who generate data know exactly what to do with it , what data to collect, how to deal with it how to analyse it maybe not how to report but we need people on the ground like programme officers who are the ones who are responsible for the generation of data to be able to know the quality of data they should be generating. Iii I think I have noticed that over the years because we have m&e unit resident at HQ we tend to think that is enough but for me its not. We need to go down the implementers capacitate them, not for them to have the ahhh kind of skill that everybody at M&E has but they need to understand that they are part of the system, that they whatever they do will affect the data and the quality of data that will come out of their implementation so that even their implementation is guided to the point where we can actually eer influence them to generate certain data that will give us the us or enable us to be able to track our programmes unlike where it is now where there is not even standardization of how our programmes are run. For example for an M&E system to be institutionalised, standardization of implementation of programmes is necessary from one area to another because at the end of the day the data should be standard. Standard in way that you can put it in one pot, analyse it and get one result out of it. But as it is I don't think we have done enough to that. I could be wrong but I wouldn't say data that comes to my table from this area being the same as or similar as the data coming from this. Data is always …when it comes to collating the data and analysing it poses a lot problems as much as at the end of the day we are

saying we are implementing the same Programme with same objectives but we don't have standardization. So for me, standardization of implementation is key for M&E system to be successful.

INTERVIEWER: uhm, is there a framework, from what you have already said it's not yet established, but is there a framework within MYSC that encourages M&E practices? Do you have any to guide in terms of Policy Implementation that you know of?

Respondent: there is a framework, however… (Laughs)...There is a framework that was developed many years ago, however over the years, somehow we tend to develop our own frameworks. The M&E framework...yeah... M&E frame is there that looks at all our functions, all of our programmes, the indicators for each of our programmes. The framework as far as I am concerned is perfect, however, we do not utilise it. Every time go for planning we come up with new indicators that are not aligned to the one in the framework. My view would have been sa to we go out to planning and develop our strategic plans, annual performance plans we look at the framework. And the framework guides us as to the indicators that we should be chasing but now it seems like we have a framework there, we have shelved it but every time we go to plan we come new things and that is why yes a framework is there however we are not utilising it so that at the end of the day like you were talking about a system, we are developing a system. The system is not a framework, the system is a framework, our operations, and how we use data coming out of the M&E system itself. So I think at the end of the day we have frameworks that are not really giving us err what we had intended from the beginning. They are there, they are not being implemented but they should be implemented, the easy way to be implemented is to actually use them as we are planning.my view seems not to be the view of the a lot of people is that you can't have a plan and implement a plan and you report on those plans unless you have a built in M&E system in that plan. For a plan to be complete an M&E system needs to be an integral part of that plan. And that is why during your planning you have your objectives, indicators, you have your targets…. these 3 to me the objectives, the indicators and the targets are a complete plan and these indicators and targets are now where M&E is. Whether is over a period of one year, three years, whether a period of five years or period of ten years. And that is why I was saying those frameworks are key to these because we already have the indicators that are aligned to the mandate of the Ministry and therefore we should not be every time be looking for a new indicators unless we want to review or revise the framework which is something we should not be doing unless our mandate changes.

INTERVIEWER: Does the Ministry according to your understanding or from your point of view ascertain the need for M&E system?

Respondent: I don't think the Ministry understands what M&E and M&E System is, for the reasons that I have given to say look if you develop a framework that is based on..aah.. That was guided by the mandate unless your mandate changes the framework doesn't change. Unless there are emerging issues, the framework doesn't change. But if you are saying you want to develop sport to a point where sport contributes to the economy and you have that as part of your framework, why should you be every year looking for something new. And then therefore planning should not be an issue, it's just to take those frameworks and say to what extent can we do it in 12 months and come with.. And in the long run they should be feeding to the framework, they should be aligned and they should actually deliberately be looking for the framework every time that we sit down in the planning session. The framework should be the bible….you read from there and it guides us… (Laughs- some don't even know it, I don't even know where my copy is)... we become very creative, but M&E is about standardization for a period of time and

you can be creative in this window, standardize and move forward. And that is why the word framework it becomes a standard.

INTERVIEWER: What are the roles of the M&E Unit? And do you think that they are clearly defined?

Respondent: They are not clearly defined. The roles from the way I look at it or from the way MYSC looks at it it's like a I said, there is a difference between what I think from MYSC thinks. There is a bit of disconnect…the roles of the M&E unit are clear, however I still think they could be improved. First, like I was saying the M&E unit or the officers in the m&e unit are not the ones that are implementing programmes and one of the things I believe they should be doing is to provide capacity building not in terms of producing manuals but going down to the implementers, getting them to understand as to why M&E is their part of everyday operations. The roles of m&e unit members are clear, but I still think they can be revised.

INTERVIEWER: This question might you may not be able to answer it adequately because I want to know if the M&E unit or current staff members are adequately & effectively carrying their roles?

Respondent: I think so, in so far as what they have been mandated to do but I still feel they could do more, their roles as written in the job descriptions in whatever documents should include capacity building of programme officers, those people that are on the ground implementing M&E programmes, for these people to understand why M&E, for these people to understand that you do not do your job, then you leave your job and then go do m&e. you can't do your job, then monitor and evaluate afterwards, you do your job and at the same time monitoring and evaluating what you are doing. And that is why I was saying, it's part of every plan. The M&E System should be an integral part of the plan, even with the performance plans of these officers. That is the programme officers…M&E should be an integral part of that performance plans. And therefore if I am a programmes officer implementing youth empowerment programmes, it's not just about to calling the youth and saying something to them, it's also about the effects of that intervention. And whether calling them. If the M&E system is an integral part of my plan before calling people I will ask myself whatever I am going to say to them, will it give me the intended results. But then we don't do that because we do not ask ourselves that question at the end of the day it just about ticking the boxes. Yes I have called these people, and tracking the numbers. And at the end of the day are youth really empowered, well!…I have trained so much! Have you seen any change in the way they behave? I can't answer that! But we should be in a position to if M&E system is an integral part of what we do every day because it is not about calling people, it's also about calling them and whatever we saying to them is making an impact, and if it's not…I am not saying it should all the time, but it should inform what are the interventions. So basically its the roles of the m&e team should include capacity building on the ground so that whatever data they get from us as program implementers should be pure, should be standardized to a point where when we now analyse data coming different parts of the country, it's the same data that we can put together and we can be able to analyse and produce reports, but I doubt if that is the case, I think based on the err request that I have made in the past you'd find that the other ones have this, the other ones have this. So there is need for standardization in terms of the data and the data collection.

INTERVIEWER: As you previously articulated that M&E exists to help in terms of Policy Implementation/Decisions, I want you to confirm or discuss further if the Ministry utilises the

M&E results and if you can say there has been a policy that you can ascertain that was really informed by the M&E results?

Respondent: not really, I don't think so, maybe to some extent…but I think because we know that the data that is being collected is not good enough. Yes the data we have been collected is not good enough to enable us to make informed decisions and like I was saying, M&E to me is not about getting it right all the time, M&E could demonstrate to me that this programme is not really giving me everything and with the results. Those are the results all the same for me, and that is the information that can be used in making decisions whether to continue with the programme, whether to review the programme so that it can be aligned to our mandate so that it can give us intended results or just to say, well we tried but this was not worthwhile. M&E has demonstrated to us that we are not getting the results that we had intended. So for me errr I don't think we are using m&e results to that extent, you find that a programme goes on and on and when we sit down and reflect you ask yourself really, and you get a lot of arguments some of us defending the programme with no basis for defending it, some of us saying no should not be going be forward with no basis for saying that. But like I am saying the absence of a robust M&E system none of the sites can actually prevail over the other or should prevail over the other because all of us are not informed by empirical data.

INTERVIEWER: At what level is your department or the Ministry reporting M&E results? Because we have bodies like NSO & UNDP, at what level?

Respondent: we are not reporting them. honestly we are not reporting them because if we were we would be using those frameworks that I was talking about, those would be the guiding tools to say this is what data to be collected, this is how we are going to analyse it, this is how we are going to report it and it doesn't matter who you are reporting to even if = its based on the framework that has been agreed, you can take it anywhere because the frameworks were alive to the fact that we have to report to report to UNESCO, we have to report to Social Upliftment, when it comes to really reporting to SU we all become very creative and very ..how can I put it…very qualitative rather than quantitative, for quantitative that we should be reporting we become qualitative and we tend to now move from the plan and take things outside our plan, and say this is what we have achieved. Not adequately reporting to national bodies, we could do better.

INTERVIEWER: Any efforts that the Ministry has embarked on to prioritise capacitating M&E service delivery holistically?

Respondent: There is no such effort to prioritise capacitation towards M&E system implementation, we do other things but you see key word here is System. Whatever we do should be based on a system, there has to be a system, there has to be what I teach people on the ground, there has to be what I teach people who supervise them who would analyse the data produced, they should be capacitating you as M&E unit to say once you have this you can be able not only to say this is good data, this is not good data and if it's not good data what do you do, you should be capacitated to know what you have to do and also as the policy maker I should be now capacitated to realise that now…I don't have to go down there because m&e unit is here that could do that. Why do I need to be calling the districts requesting for data while I have m&e unit here. So that's why I am saying we haven't prioritised capacity building on the m&e system because now that system of capacity. I go down there get the data, analyse it or determine ifs good or bad data and then later, but you are the ones who are supposed to be collecting the data, analysing and giving me the results, and as the policy maker I use that…I don't know whether its clear, so that is why I was saying the key word there is the System, there has to be an organized way of doing

these things. But we are all over the place, you probably do not know what is happening ka di programmes tsa the M&E manning all of them. Once in a we go when invited. I mean really I don't know whether it's clear, what my response is to this questions. We are doing very poorly, the M&E system should be actually be saying

INTERVIEWER: Would you say there is a dedicated M&E budget? Is there a budget for M&E? Maybe where you play a role in informing or encouraging for that budget to be allocated, specifically for M&E?

Respondent: I am not aware of any budget line specifically for M&E. uuumh...however, I do have budget lines for my programmes, and if I was doing things right they should be part of that budget of implementing my project that goes to ensuring that those programmes are well monitored and well evaluated rather than just implementing not being sure whether what I am doing is the right thing to do, whether what I am doing is going to in the long the run give me the results that would actually demonstrate that we are delivering the ministry's mandate. So the issue here is not mainly be necessary about the m&e unit having its own vote but our realisation as management to bring m&e in in whatever we do.

INTERVIEWER: Do you think that there is a need to have a dedicated budget for M&E?

Respondent: of course there is a need, eeerrh I am not sure I understand what modules are, capacity building, Change management, Production of data collection tools, I think these are key they might seem very basic but once they are not there its going to be very difficult to have a system we are always going to be having comments such as we have m&e unit, and the next thing you are going to be fighting us when we say you guys are useless. .but unless we get to that point where processes are there and we give them to you. Your roles are very clear and we start creating this system, deliberately when you go to our (thinking)...Training plan… If you look at our training plan how much of m&e is there not only for m&e unit but for us, the entire MYSC staff. Are we deliberately saying as part of training plan we are capacitating people on the ground, middle management who are facilitating a policy makers so there is an M&E system... I doubt...

INTERVIEWER: All in all what are the challenges faced by the Ministry in implementing the M&E system?

Respondent: I think the challenges is that we have never sat down and discussed exactly what m&e in the ministry is, what we want out of the m&e unit, I think like I was saying, even the whole management we now need to move towards reviewing them so that we can now start creating a system in the way that M&E is an integral part not only for our plans but also our operations. I think if we start to do that we can errr be more accountable for the resources that we spend on our programmes, implementing of programmes. We can be more transparent because the more you are able to account the more you are free or you are willing to share what you are doing with everybody and that's where transparency is and your oversight role becomes very clear.

INTERVIEWER: How important is the work produced by the service delivery of the M&E unit help MYSC towards the achieving of the overall goals?

Respondent: the work is very important, the reports that I receive, as I was saying earlier they look at programming, they look at the objectives of the programmes and give us a picture of how the programmes have been performing and the challenges that are faced by those who are implementing and what actually gives us an idea of what is it that we need to do, to improve on

our programming. So I think in my view the work is very important as it guides us to point where we need to go.

INTERVIEWER: Any efforts that you may think the Ministry is going to undertake or is currently undertaking to overcome the implementation capacity issues?

Respondent: I am not sure, I'd say yes. It's just that you know as I was saying the other time, we have so many bodies that we report to, so it's very important for us to develop a system that we will be able to feed the reports, our report be able to feed without necessarily having to go back to the drawing board everytime we are to report to NSO. Sit down and produce a report, there has to be a report that is more standardized. For me a system means standardization, not only at operations but also a report level. We need to standardize so that at the end whether the report goes to NSO we are able to report.

INTERVIEWER: What can be done in the Ministry now to advocate for the utilisation of M&E system and results?

Respondent: the ministry needs to understand what m&e is, the ministry needs to understand that and that the m&e office, the performance management office, the process standardization office should be working together maybe we got it wrong at restructuring, we should have had just one head supervising all these 3. Because the performance management office is responsible for producing plans, plans which I say should M&E should be integral part of. The process standardization is responsible for ensuring that when we implement our programmes is standardized which I say that we have not been able to achieve but we cannot achieve them until m&e becomes part of our operations.

Interviewer: Thank you so much for your time.

Appendix 2.1: Consistency matrix

Questions/ Proposition	**Attributes/variables**	**Data/information collection instrument**	**Data/information collection processing and analysis**
Is the monitoring and evaluation system being implemented as envisaged in the Ministry of Youth Empowerment, Sport and Culture Development?"	INPUTS - human capacity(skilled and competency) ACTIVITIES - data collection, training	Interview Schedules - key informant interviews	Data reduction Thematic Analysis Verification
What are the challenges faced by MYSC in implementing the monitoring and evaluation system?	Outcome: data collection, dissemination, m&e results utilization	Interview Schedules	Data reduction Thematic Analysis Verification
What are the lessons from practice to date, and how can this better inform the implementation strategy of M&E system?	Accountability, Transparency, Oversight vision and mission, goals and objectives, organizational culture – log frame	Interview Schedules	Data reduction Thematic Analysis