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DRIVERS FOR THE INSTITUTIONALISATION OF PUBLIC SECTOR MONITORING AND EVALUATION IN ZIMBABWE

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A research report submitted to the Faculty of Commerce, Law and Management, University of the Witwatersrand Johannesburg in partial fulfillment of the requirements for the degree of Master of Management in the field of Governance *(Public and Development Sector Monitoring and Evaluation).*

Wits School of Governance

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ABSTRACT

The continued failure to monitor and evaluate the performance of public sector programmes and projects over the years prompted the institutionalisation of public sector monitoring and evaluation in Zimbabwe. Owing to the scant attention paid to monitoring and evaluation (M&E), and the fact that its emergence as a practice is a nascent development in Zimbabwe, this study contributes to this under-researched area by assessing the factors that accounted for the institutionalisation of public sector M&E. Guided by the qualitative research methodological approach coupled with a case study research design, the study established that the institutionalisation of M&E in Zimbabwe was an internally-driven process underpinned by the need to continuously improve government performance, the enhanced quest for evidence-based public decision making, programme and policy development, and to ensure compliance with regulations from the donor world, the fulfilment of the requirements in the Constitution of Zimbabwe, 2013 and the need for improved transparency and accountability in the public sector.

DECLARATION

I, **Nodumo Moyo**, do hereby declare that this thesis report is my original and unaided work. The report contains sources that have been accurately acknowledged and has not been submitted for purposes of attaining an academic qualification or examination at any other university. It is submitted in partial fulfillment of the requirements for the degree of Master of Management in the field of Governance majoring in Public and Development Sector Monitoring and Evaluation at the University of the Witwatersrand, Johannesburg.



……...

Nodumo Moyo

29 March 2021

DEDICATION

To my loving parents, and caring siblings who always believed and inculcated in me the idea of self-growth and responsibility

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I express my appreciation to all those who contributed to the accomplishment of this study. Notwithstanding the names of helpful minds and hands that might require a voluminous list, I extend most thanks to my supervisor Mr. Marcel Korth who had the greatest influence on my academic pursuit. His criticism, meticulous and rigorous evaluation of this work, which sometimes I did not comprehend, compelled me to deal with salient pertinent issues which I would have otherwise neglected. Mr. Marcel's supervision and fortifying comments fuelled the pace and enthusiasm while shaping and refining the scope of this study. He helped me to fine-tune my over ambitious presumptions into meaningful strong academic statements of intent. Therefore, I vowed to work with Mr. Marcel in all I deemed promising academic projects since the beginning of my PDM studies in the WSG. To him, I remain forever existentially grateful.

I also acknowledge the support of officials in the public and private institutions in Zimbabwe. Their incomparable cooperation and efforts in facilitating the success of this research project is acknowledged. Special thanks also go to all my colleagues in the MM (M&E) class for exchanging and critiquing ideas. Their critical views and opinions during the compilation of this research project made it less of a burden. The utmost gratitude is also registered for the academic and administrative support rendered by the WSG staff.

My tribute is further extended to my supportive and caring family for their unending love and unwavering support. I am immeasurably indebted to my parents in particular who have probably suffered the most as a result of my academic pursuit.

Above all, I praise God for everything He has done for me from where I was yesterday, to where I am today and to where I still aspire to be tomorrow.

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LIST OF ABBREVIATIONS

APNODE	African Parliamentarians' Network on Development Evaluation
CLEAR-AA	Center for Learning on Evaluation and Results for Anglophone Africa
Covid-19	Corona Virus
CREST	Center for Research on Evaluation, Science and Technology
DIM&E	Department of Implementation, Monitoring and Evaluation
EvalYear	International Year of Evaluation
FDI	Foreign Direct Investment
GoZ	Government of Zimbabwe
INGOs	International Non-Governmental Organisations
M&E	Monitoring and Evaluation
MoHCC	Ministry of Health and Child Care
MoIC	Ministry of Industry and Commerce
MoTID	Ministry of Transport and Infrastructure Development
MoU	Memorandum of Understanding
NDS 1	National Development Strategy 1
NECD	National Evaluation Capacity Development
NECDP	National Evaluation Capacity Development Plan
NGOs	Non-Governmental Organisations
OPC	Office of the President and Cabinet
PCE	Parliamentary Caucus on Evaluation
PoZ	Parliament of Zimbabwe
PPCs	Parliamentary Portfolio Committees
RBM	Results-Based Management
SLT	Social Learning Theory
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UZ	University of Zimbabwe
ZEA	Zimbabwe Evaluation Association

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CHAPTER 1: INTRODUCTION

1.0 INTRODUCTION

It is common knowledge that the importance of M&E has gained great momentum in the 21st century. There is an apparent lack of a research agenda to fully investigate and contextualise the rationale for the setting up of M&E systems Africa hence different propositions and interpretations also continue to be made about the actual reasons for the creation of M&E systems in Africa. . Historically, there has been a great deal of literature centered on M&E issues from a Eurocentric perspective whilst within the context of Africa, the debate about donor-driven M&E efforts on the continent versus the need to regionalise M&E has intensified. Therefore, this study was prompted by the need to locate the institutionalisation of public sector M&E in Zimbabwe in the midst of this debate by seeking answers to the key question which is; **what were the key drivers for the institutionalisation of public sector M&E in Zimbabwe?**

M&E ensures the prudent use of the scarce public resources in a fiscally constrained African milieu (Mapitsa & Chirau, 2019). Through the implementation of public sector programmes, M&E also facilitates service delivery provision as one of the major mandates of the government. However, not much research has been directed to understanding the motivation(s) for institutionalising public sector M&E in the developing countries and Zimbabwe is no exception. This view is undergirded by the commonly held assumption that African governments establish M&E systems for purposes of complying with conditions associated with donor-initiatives. For instance, the need for tangible evidence for the achievement of demonstrable results and real change on the lives of the people as a basis for funding development interventions in Africa (Goldman, Taylor & Deliwe, 2019).

In October 2015, the Government of Zimbabwe (GoZ) promulgated the Monitoring and Evaluation policy (here-in-after referred to as the M&E policy) to inform planning, implementation, and M&E of public sector programmes, projects and policies. This was followed by the creation of the Department of Implementation, Monitoring, and Evaluation (DIM&E) in the Office of the President and Cabinet (OPC) to oversee planning, performance, M&E of public sector development initiatives following the military-assisted government transition in November 2017. However, despite these important milestones showing the

government's commitment to institutionalise M&E, there are key questions and doubts in the literature on whether or not the establishment of the M&E system was the Zimbabwean government's own initiative or it was as a result of the pressures exerted by the donor community.

In addition, notwithstanding the crucial role played by M&E in promoting good governance, one is struck by the scant attention directed to rationalising the process of institutionalising public sector M&E in Zimbabwe. As such, this study attempted to fill this literature gap by making a critical account of the key drivers and/ or motivations for the institutionalisation of public sector M&E within the context of Zimbabwe. Guided by interpretivism as its philosophical foundation, the study applied a qualitative methodological approach coupled with a case study research design of the DIM&E in the OPC.

1.1 BACKGROUND

The central focus of the study was to interrogate the drivers for the institutionalisation of public sector M&E in Zimbabwe. The research carried out by Mousse and Lewis (2005) showed that the absence of a sound and credible M&E system founded on the viable legislative framework has a bearing on the effectiveness of a government's ability to deliver its sovereign mandates. This highlights the need for more advocacy on the creation of M&E systems, which in fact have been the missing link in the development matrix of many developing countries. Cases of rampant public sector corruption, and lack of proper accountability and transparency mechanisms in the implementation of programmes and projects are some of the resultant effects in the absence of fully-fledged M&E systems in the developing world. Notwithstanding the above, it is pertinent to interrogate the different propositions that continue to be made by M&E theorists, scholars and practitioners regarding the implementation of M&E systems in Africa. This could enhance the understanding of M&E thinking and practice in Africa generally and Zimbabwe in particular.

In Africa, the lack of clear M&E systems has resulted in governments that are not responsive, non-transparent and unaccountable for their actions and to the needs of the people they serve (Solomon & Young, 2007). National M&E systems have been emerging to basically improve government performance and service delivery. Goldman, *et al.*, (2018) discussed the advent of M&E systems in African countries such as Benin (2007) and Uganda and South Africa in 2011.

What is common in these countries is that the need to enhance government performance through the implementation of appropriate and evidence-based public policies, programmes and projects to improve service delivery has provided the basis for the creation of M&E systems. Although different M&E systems have emerged in Africa, Mapitsa and Khumalo (2018, p.3) highlight the need to advance the "Made in Africa research agenda" which emphasises the need to be alive to the political, organisational and contextual factors that inform the institutionalisation of M&E systems in Africa.

Before October 2015, Zimbabwe did not have an institutionalised national M&E system let alone a clear policy roadmap to guide the implementation and the M&E of government funded initiatives. This also explains Zimbabwe's track record for the lack of evidence-based policies and programmes coupled with the lack of a grounded culture of public accountability. Thus, it makes it difficult to account for the failures of various government programmes and policies implemented in the past, further exacerbating a deeply embedded culture of impunity coupled with the lack of public sector accountability. Consequently, instances of poor service delivery and rampant public sector corruption characterise the *modus operandi* of the GoZ. This supports Mackay (2006, p.8), who advocates "the establishment of M&E systems to enhance public sector service delivery and inter-governmental fiscal control to minimise corrupt practices".

As enunciated in the M&E policy of Zimbabwe (Chapter 1, p.2), the rationale for the policy is "to promote the implementation of policies, programmes and projects to achieve efficient service delivery in the public sector". Following the military-assisted government transition in November 2017 in Zimbabwe, there was a greater demand for evidence-based policymaking and better public service delivery and the critical role of M&E was emphasised in this regard. The renewed M&E spirit in the supposedly "new" government bent on operating differently from the previous one led to the setting up a dedicated DIM&E in the OPC to oversee the planning, performance, M&E of public sector programmes and projects.

Against this background, the study was conducted to examine the drivers for the institutionalisation of public sector M&E in Zimbabwe. The objective was two-fold, firstly, to facilitate a nuanced and contextualised understanding of the current debate centered on whether or not M&E systems are institutionalised for donor-compliance purposes in Africa; secondly, to

contribute to the ongoing advocacy on the "Made in Africa" (Stewart, *et al.,* p.617) M&E approach which advocates the need to regionalise M&E. It is believed this could be made possible through the knowledgeable M&E local actors who should assist in developing the M&E systems and frameworks that are relevant to the local context.

1.2 PROBLEM STATEMENT

There is an ongoing debate about whether the Zimbabwean government institutionalised public sector M&E out of its own volition or whether it was due to the mounting pressure emanating from the donor community. It is argued that the funding organisations and development partners prescribed a set of conditionalities to be met by the government as a basis for funding development interventions. This debate is commensurate with an argument by Goldman, *et al.*, (2018, p.1) who point out that "M&E systems instigated by governments rather than by donors are not widespread in Africa".

Despite the wave of infant M&E systems in African countries such as Uganda, Benin and South Africa, it is still argued that the GoZ pursued the M&E institutionalisation process in the public sector to advance a deeply embedded culture of donor-compliance rather than pursuing the quest for transparency, accountability, continuous learning and improvement of government programmes and projects. As a result, this poses implementation challenges for a nationwide system of M&E and the lack of ownership thereof.

There is also dearth of literature with useful analytical structures tracing the roots of M&E systems in Africa. Instead, the available literature on M&E systems is "Western-authored" (Goldman, *et al.*, 2018, p.2). This creates a further challenge of comprehensively understanding the rationale and / or the factors that account for the emergence of M&E systems in the Third world. As such, there is an insatiable appetite in the literature to rationalise the debate about the historically donor-driven M&E efforts in Africa versus the quest for localising the field of M&E. In that vein, this study is an attempt to sniff out some evidence on the rationale for the establishment of the M&E system in Zimbabwe, a country that has not received much research attention on this exciting M&E discipline. This is be done by stocktaking and assessing the various aspects of the process of institutionalising public sector M&E while simultaneously gauging the architecture of this system as applied in the public sector of Zimbabwe. In doing so,

the research is bounded by a 5 years period (2015 to 2020) and confined to the DIM&E located in the OPC of Zimbabwe.

1.3 PURPOSE STATEMENT

The main purpose of the study was to analyse the key drivers for institutionalising public sector M&E in Zimbabwe using the DIM&E in the OPC from the period 2015 to 2020.

1.4 RESEARCH QUESTIONS

The main research question was the following;

> What were the main drivers for institutionalising public sector M&E in Zimbabwe from 2015 to 2020?

The sub-research questions were as follows;

1. How do the M&E building blocks impact on present-day institutional arrangements of public sector M&E in Zimbabwe?
2. What are the challenges hampering the effective institutionalisation of public sector M&E in Zimbabwe?
3. What plausible strategies can be employed to enhance the operationalisation of public sector M&E institutionalisation in Zimbabwe?

1.5 RESEARCH OBJECTIVES

The primary research objective was the following,

> To examine the drivers for the instutionalisation of public sector M&E in Zimbabwe from the year 2015 to 2020.

The sub-research questions were as follows,

> 1. To ascertain the impact of the M&E building blocks on the present day institutional arrangements of public sector M&E in Zimbabwe.
>
> 2. To analyse the challenges hampering the effective institutionalisation of public sector M&E in Zimbabwe.
>
> 3. To recommend strategies to enhance the institutionalisation of public sector M&E in Zimbabwe.

1.6 SIGNIFICANCE OF THE STUDY

The study was centered on the public sector M&E institutionalisation in Zimbabwe. The available literature on M&E in Africa is extremely limited. For instance, several surveys on M&E systems conducted by the Centre for Learning on Evaluation and Results for Anglophone Africa (CLEAR-AA) and the Centre for Research on Evaluation, Science and Technology (CREST) covered countries such as South Africa, Uganda, and Benin among others but Zimbabwe remains a hidden and largely isolated country. In this respect, this study was an attempt to fill this literature gap. This study also serves as an important secondary source of information and a catalyst to provoke further studies in this research area. It is also believed that the study could hopefully make an immense conceptual contribution to the body of knowledge related to the rationale for setting up national M&E systems in Africa, as this remains a grey area in the literature.

Elected and non-elected officials who are at the core of the institutionalisation of M&E in Zimbabwe could also benefit from this study as it highlights the core pillars of an ideal national M&E system. If taken cognisance of, these pillars could be enabling factors to facilitate the optimum implementation of systems and processes related to the institutionalisation of public sector M&E in Zimbabwe. This study could also be an important reference point to enhance the decisions and, the policy and institutional framework guiding the M&E agenda in Zimbabwe. To the M&E students and research fraternity, the study could also be a critical reference point as it provides a conceptual analysis of M&E not only from an African perspective but from a contextually relevant perspective grounded in Zimbabwean M&E experiences.

1.7 LIMITATIONS, FEASIBILITY AND POSITIONALITY

The study encountered challenges such as the failure to access information that was deemed classified and confidential in the DIM&E. This was partly due to the general sensitivity associated with the political nature of the OPC where the DIM&E is located. Some of the research participants could not show up for the scheduled interviews due to the anxiety and uncertainty that characterised the environment brought forth by the corona virus (Covid-19) pandemic. However, snowball sampling enabled references to be made to other readily available participants who availed themselves to share their valuable views and opinions that were critical for the success of this research.

As a risk mitigating measure, l also utilised the previous research experience I acquired during my undergraduate and postgraduate studies at the University of Zimbabwe to navigate the process of gaining access to research participants in strategic and top echelons of the target institutions. I also solicited the consent of the research participants by comprehensively explaining to them that the research findings were solely meant for academic purposes. This was be done by availing the consent form and the participant information sheet to the participants with a clear explanation of the rationale, scope, purpose and objectives of the study.

The principle of positionality, closely linked to reflexivity, also guided this research. Norman (2014, p. 145) states that "positionality relates to where one stands in relation to the other". Put simply, it is about how the researcher relates to the research and the researched. Neuman (2014) further posits that with positionality, the researcher ensures that their own personal values do not distort or compromise the actual findings to be reflected in the research report. In this regard, I applied the process of bracketing where-in my assumptions, biases, prejudices, and orientations, past experiences and my existent M&E knowledge in Zimbabwe did not mangle the interpretation and analysis of data.

Conducting structured face-to-face interviews could potentially jeopardise my health safety and that of the interviewees given this study was undertaken in the midst of the Covid-19 pandemic. As such, other scheduled face-to-face interviews were held online. The implementation of the nation-wide lockdown minimised movement by civilians, only those in the essential services category were required to report for duty in person. This posed the challenge of getting hold of the other research participants who were not part of the OPC, for instance, those in the third sector. However, to curtail the threat caused by the Covid-19 on the data collection process, I accessed the contact details of the targeted individuals from authorised relevant sources. The introduction of free Wi-Fi and price reduction for data and voice calls by private and government-owned network providers in Zimbabwe in certain spots in the capital also facilitated the utilisation of online methods of communications such as video, and voice calls as well as zoom sessions.

1.8 DELIMITATIONS OF THE STUDY

The study was confined to the OPC with a special focus on the DIM&E which was established in December 2017. This assessment was done in light of the major M&E changes that occurred in 2017 following the change of government in Zimbabwe. This analysis was done from the period of 2015 to 2020, the reason being that 2015 is the year when the M&E policy was enacted in Zimbabwe marking an end to the policy vacuum that had characterised the M&E discourse for more than three decades in the country.

1.9 STRUCTURE OF THE RESEARCH REPORT

Chapter 1 served as the introduction of the research report. It consisted of the background to the study and the statement of the problem. The research purpose, research questions, significance of the study, limitations and delimitations were also part and parcel of this chapter.

Chapter 2 presented the conceptual analytical framework for the study. It captured the current debates and emerging views by different authors within the M&E discourse in Africa. The conceptual framework was developed to inform the presentation, discussion and analysis of the research findings captured in Chapter 4.

Chapter 3 provided the justification for the chosen research paradigm, approach and research design.. The research methods, inclusive of the sampling procedures, and the methods of collecting, presenting and analysing data were also dealt with in this chapter.

Chapter 4 began with an introduction highlighting the purpose of the chapter. This was succeeded by a presentation of the demographic attributes of the research participants and the response rate. The presentation, discussion and analysis of the findings of the study were provided for in this chapter in the form of themes and bar graphs as guided by the research questions formulated in the introductory chapter.

Chapter 5 presented the conclusions and recommendations of the research. It also proposed areas for further research emanating from the emerging issues and discoveries made during the actual research process.

CHAPTER 2: CONCEPTUAL FRAMEWORK AND LITERATURE REVIEW

2.0 INTRODUCTION

The chapter covered the key conceptual issues around M&E so as to develop an analytical conceptual framework to inform the extraction, presentation and analysis of the research findings. Major M&E themes were developed as part of the conceptual framework to broaden the thinking around the practice of M&E in general and in Zimbabwe to be specific. These themes included the conceptualisation of M&E, the institutionalisation of public sector M&E and the debate on M&E for accountability versus M&E for learning. The literature was also reviewed as per the conceptual framework consistent with the research questions.

Literature was reviewed as per the developed themes that included the role and significance of M&E in the public sector, building blocks for the ideal public sector M&E system, an overview of the M&E policy and institutional landscape in Zimbabwe, the political embeddedness of the M&E institutionalisation process and the challenges faced in the setting up of national M&E systems in Africa. The intention for developing these themes was to unpack the M&E field as is understood and applied in the public sector. Also, of importance was to understand how M&E systems and processes have gradually evolved since the dawn of independence in Zimbabwe, notably following the coming in of the Mnangagwa administration in November 2017.

2.1 CONCEPTUAL FRAMEWORK

2.1.1 Conceptualising M&E

It is common to find M&E being treated and applied to mean the same while in fact these are two distinct terms by definition and application. According to Kusek and Rist (2004, p.26) "monitoring is a continuous and the systematic function which involves the gathering of data on specific indicators to furnish management and the stakeholders of an ongoing development intervention with signs of the extent of progress and achievement of objectives and progress in the use of allocated funds". Implicitly, monitoring emphasises efficiency and effectiveness through which governments seek to achieve defined priorities. Therefore, monitoring is also purposeful in nature in that it tracks progress as per the specified monitoring indicators.

Evaluation denotes "the periodic, systematic and unbiased assessment of usually an ongoing or completed programme inclusive of its design, implementation, and results" (Kusek & Risk, 2004, p.27). Thus, evaluation addresses broader governance decisions on achieving or failing to

achieve objectives, and if the context of the implemented programme enables the achievement of these objectives. Over the time, evaluation has evolved; thus, its definition varies from one author to another depending on the prevailing evaluation trend of a given period. Nevertheless, what can be gleaned from the above definitions is the time at which M&E are undertaken. Monitoring is a continuous process while evaluation is periodic in nature and seeks to make a rational judgement based on research evidence. This perhaps marks the general distinction between these two terms.

Therefore, in juxtaposing M&E, it is clear that the two differ but are complementary in nature. Ideally, monitoring should complement evaluation through a continuous supply of data into the evaluation process, and evaluation should depict what requires close monitoring in the event of a programme, project or policy being remodeled. As argued by Kusek and Rist (2004, p.13) "monitoring provides information on 'where' an intervention stands, and over time in relation to the anticipated targets and outcomes". Thus, monitoring has a descriptive orientation whilst evaluation provides evidence for achieving or failure to achieve results. As such, it addresses the issues of causality between given intervention(s) and the extent of impact on beneficiaries (Plaatjie & Porter, 2006, p.41). Therefore, it is paramount to correctly define M&E for the results to be valid and reliable. Wrongly construing the M&E definition begets the erroneous interpretation of the M&E results.

2.1.2 Institutionalising M&E in the Public Sector

Institutionalisation of M&E is defined by Mackay (2006, p.9) as the "setting up of the M&E system, which provides monitoring information and evaluation results to promote good governance, and where there is adequate demand for the M&E role to ensure sustainability for the foreseeable future". To Goldman and Mathe (2014, p.546) quoted by Boyle and Lemaire (1999, p.5-6), the institutionalisation of M&E denotes "the enactment of procedures, organizational arrangements and rules by which the M&E of programmes are set up within the government and formally incorporated into the decision-making process".

What is common from the above definitions is that the institutionalisation process has an establishment element. It entails the creation of formal structures and processes of government for purposes of embedding the M&E culture which becomes part of the public decision making

process. This view is commensurate with Sivagnanasothy (2007, p.23) who asserts that “the institutionalisation of M&E facilitates the establishment of a support system that produces monitoring information and evaluation of findings that are considered important by the main stakeholders. Thus, it is crystal clear that M&E plays a pivotal role in any government’s quest to attain the public good through the implementation of public programmes, projects, and policies.

Further to the above, Sivagnanasothy (2007, p.24) states that the process of institutionalising M&E is evident when, "it forms part of the development programme, it facilitates improved planning, policy making and achievement of objectives." Hlatshwayo and Govender (2015, p.9) point out that “the operationalisation of national M&E systems is also within the waves of neo-liberalism and neo-classic economics in the developing world”. These paradigms emphasise the need to reinvigorate government’s responsiveness and ability to effect meaningful change on the lives of the neglected target groups through effective service delivery systems that promote people-centered development.

However, although the M&E institutionalisation efforts have so far been undertaken in various African countries, it is observed that some M&E systems are not tailored to meet country specific contexts and priorities. This supports the need to regionalise M&E in Africa to avoid what Mackay (2006, p.12) terms, “over-engineering” which leads to implementation bottlenecks associated with the lack of country ownership of the M&E institutionalisation process.

2.1.3 M&E for Accountability versus M&E for Learning

The debate on the role of M&E on a continuum reaching from accountability to learning and improvement also inspired this study. Accountability implies openness and answerability, particularly by public office holders who have public funds at their disposal. However, in order to have a more nuanced understanding of the debate by those for M&E for accountability, the principle of social accountability, which is part of the Social Accountability System, should be unpacked.

Social accountability is defined by Nxele (2016, p.5) as “the monitoring of the management of public resources by using various initiatives to ensure that the state delivers services”. Since the state is the duty bearer accountable to its citizens, citizens have a right to social accountability, enforced by holding the duty bearers accountable. This is done through demanding explanations

and justification for the government's actions on how public resources meant to assist people in realising their rights are managed. As such, monitoring becomes an accountability mechanism to gauge and judiciously guard against the abuse of public resources by those responsible for the welfare of the people.

Leaning in on the debate with specific reference to national evaluation systems in Southern Africa, Mapitsa and Chirau (2019, p.40) maintain that "M&E should be used to improve performance and accountability, and not just as a compliancy exercise." Learning denotes "an important process within a program that draws on and enhances capacities for reflection, with the flexibility to change a program's focus based on the recommendations identified" (Mickiewicz & Patrick 2016, p.219). Wenger (1998) who developed the Social Learning Theory (SLT) expanded the debate for M&E for learning. The SLT asserts that "human beings are thinking individuals and they learn through interaction and observation" (Wenger, 1998 cited in Nxele, 2016, p.3). Thus, as the SLT suggests, interactions and discussions between the M&E staff and the political champions across different government departments and agencies around how specific government programmes and projects have fared should be at the core of sustaining an infant M&E system. Barber, Moffit and Kihn (2011, p.31) also highlight the importance of developing and inculcating a "results and delivery culture" and emphasises minimising blame and focusing on improvement and deepening a culture of continuous learning from M&E information.

Results from interventions can also be used for learning purposes, where-in areas of improvement meriting more attention on development interventions are highlighted. Evaluation approaches should be learning-oriented and "build a culture of evaluation in government departments and not promote resistance and malicious compliance" (Goldman, *et al*., 2019, p.371). In the same vein, Goldman and Mathe (2014, p.548) identify the development of the "feedback loops to inform this learning as critical, codifying the learnings, role modelling the delivery culture, and pushing responsibility and credit out". Given this debate covered in the literature, the fourth chapter of this study further contributed to this debate by engaging the research participants with a view to assessing their opinions and perceptions on the debate about M&E for accountability versus learning with respect to the institutionalisation of public sector M&E in Zimbabwe.

2.2 LITERATURE REVIEW

According to Onwuegbuzie, *et al.*, (2010) cited in Wagner, Kawulich and Garner (2012, p.29), the literature review is as "an interpretation of selected and relevant published and/ or unpublished information that is available on a specific topic from sources such as documents, talk, observations, and drawings/ photographs/ videos that involve summarisation, analysis, evaluation, and synthesis of the information". Gleaned from this definition is that reviewing the literature is a never ending process; it is rather an interactive, iterative, recursive, evolving and continuous. As such, the review of literature was done in line with the themes discussed below.

2.2.1 The Role and Significance of M&E in the Public Sector

Despite the lack of a "shared understanding on the purpose and the utility of public sector M&E across Sub-Saharan Africa" (Mapitsa & Korth, 2017, p.5), the crucial role played by M&E has received favourable coverage in the literature. According to Mackay and Keith (2007, p.9), "M&E provides crucial information on how government departments, agencies, managers and their staff and the respective programmes, policies and projects perform". Mackay (2007, p.10) states that "M&E promotes good governance and M&E supports policymaking, and decision making on especially performance budgeting and national planning". Therefore, the M&E of public programmes and projects is a powerful mechanism to measure their performance and track progress in the realisation of the anticipated results. It also serves to stress that proper systems have been placed to support development partners to support adaptive management and learn from experience.

M&E also plays a critical role in providing crucial information about the progress and performance of public development programmes, projects and policies (Dobrea & Ciocoiu, 2010). This information can ultimately be used to gauge the government's ability to meet its sovereign obligations through effective and efficient service delivery. In Zimbabwe for example, the promulgation of the M&E policy in October 2015 was with a view to address the challenge of policy implementation failures for various policies formulated since the dawn of independence. These failures were partly attributed to the lack of a clear M&E policy framework to inform and ground new policies and development plans initiated by government to meet its different development outcomes. Porter (2013) notes that M&E systems provide useful information on the difference one makes on the ground, and this can be through assessing and

demonstrating one's effectiveness in achieving given objectives in people's lives and also to ensure accountability. Overall, the M&E process helps policy makers to have an in-depth understanding of the policy management process there-by honing the government's ability to achieve the public good.

M&E ought to be evident throughout the government programme lifecycle, as well as after completion. Rist and Kusek (2004) assert that M&E is crucial as it provides continuous information for utilisation by internal stakeholders such as public managers, and external stakeholders particularly donors who anticipate results, demonstrable impacts, and require trustworthiness and public accountability. Governments are also accountable to different stakeholders and that calls for them to achieve the anticipated outcomes and be in a position to avail the evidence that demonstrates the said success.

As a result, there is increased advocacy on establishing M&E systems capable of providing reliable evidence to prove whether or not an identified development intervention has or actually works. As Mackay (2007, p.12) argues, "producing this nature of evidence can be challenging technically, costly and cannot be feasible for many development interventions". Nevertheless, M&E is seen as a vehicle to inform decisions on how to allocate scarce public resources to the public programmes and projects with the greatest benefits to the people on the ground. Therefore, the M&E of public programmes, projects and policies can be a useful and effective mechanism to measure the performance, trace progress in the achievement of the desired goals, and a critical governance mechanism to ensure transparency and accountability in the delivery of sovereign mandates by a legitimate government.

2.2.2 Understanding the Building Blocks for the Ideal Public Sector M&E System

In the available literature, it is not easy to find a useful framework that speaks to emerging M&E trends and the establishment of M&E systems in African contexts. However, the framework by Holvoet and Renard (2007) discussed by Goldman, *et al.*, (2018) provides a comprehensive and analytical roadmap with an illustration of the key factors or elements that should underpin the establishment of the M&E systems in Africa. At the nuclei of the argument underpinning this framework is that the M&E system ought to be grounded in a credible legislative framework (Holvoet & Renard, 2007).

The existence of the M&E policy to inform all the actions undertaken to give effect and credence to the national M&E system is the first element of this framework. Goldman, *et al.,* (20018, p.2) assert that at the core of the policy should be "the presence of an M&E plan". The plan should set out how M&E activities should be carried out in the public sector, how the issues of autonomy and impartiality particularly of the evaluators would be ensured and whether relevant structures have been put in place to allow for feedback from different department across government, essential for planning and budgeting". This highlights the importance of the M&E policy which ensures that all intentions result in actual action.

However, it should be borne in mind that developing the M&E policy is not the basis for establishing a national M&E system. Goldman and Mathe (2018) cite the cases of Mexico, Columbia, South Africa, Benin and Uganda with M&E efforts that preceded the promulgation of the actual legal mandates. However, this does not preclude the provision of some definitional framework on how the M&E system should function as both routes are feasible. This should be an important practical lesson for Zimbabwe which has a nascent public sector M&E system.

In their framework, Holvoet and Renard's (2007) also advocate a clear organisational structure. The organisational structure is crucial in championing, advocating, implementing and making use of M&E information to inform decision making. Ideally, there typically ought to be a central unit that promotes M&E practice and manages the M&E system at the initial phases of the institutionalisation process. Genesis (2016) argues for the centralisation of the M&E system to avoid system fragmentation compounded by lack of standardised systems. These are in fact essential for system coordination and integration across all the levels of government and linkage with government programmes and projects.

Mapitsa, *et al.,* (2019) provide examples of the international pioneers such as Mexico and Colombia with centrally-located units to manage the M&E system. In Uganda and South Africa, the M&E departments are steered from the Presidency and the Prime Minister's Office respectively while Benin now has a stand-alone ministry. The rationale for such centralisation is to guarantee a considerable degree of political will to push the M&E system forward with the required support from the political champions who possess "positional and expert power" (Goldman & Mathe, 2014, p.547) However, there may still be contestations with entrusting

politicians in such offices given the issues around accountability and transparency which are at the core of M&E.

Capacity is also identified as one of the ingredients for a sound M&E institutionalisation process. M&E is sensitive to contexts, and as such, one emerging way in the literature to redress the capacity inadequacies are peer learning networks to build and strengthen communities of M&E practice for sharing on 'how to' and 'what works'. To demonstrate the feasibility of this, South Africa, Benin and Uganda have successfully run annual and / or biannual evaluation weeks to share experiences and strengthen M&E capacity. Mapitsa (2018, p.4) also highlights the lack of capacity on part of the policy-makers who are not able to utilise evaluation reports". This has remained a challenge confronting legislatures in Africa where policy-makers do not necessarily possess the relevant skills and competencies required for the execution of their legislative mandates. As a result, rubber stamping becomes the order of day where members of the executive from the party in government are not robustly engaged and held accountable for their actions as revealed by evaluation reports.

Connected to the above, advocacy campaigns to encourage the use of M&E data are pertinent particularly for those at the strategic apex of key government structures where key decisions are made. Capacity needs should be identified through the acknowledgement of the existent problems to inform the appropriate capacity building plan to rectify M&E capacity gaps. Mapitsa and Khumalo (2018, p.2) also stress the importance of "institutional, technical and contextual factors" in the development of M&E systems in Africa.

In addition, actors outside the executive arm of government should also be engaged in the establishment of the M&E system. This engagement could cover legislators, evaluation associations and civil society. The important strategic partners, for instance, donors, could also avail the necessary support "either as contributors in the selection of the priorities of the M&E system or in availing funding needed for the M&E institutionalisation process" (Mapitsa, *et al.*, 2019, p. 9). Universities can also be part of the entire ecosystem of the stakeholders involved in the M&E institutionalisation process through capacity development on the theory and praxis of M&E targeting public officials.

In South Africa for instance, the South African Monitoring and Evaluation Association and the CLEAR-AA participated in the steering committee for the evaluation of the NES in South Africa. Thus, this "alchemy of relationships" (Barber, Moffit & Kihn, 2011, p.31) coupled with a multi-sectoral approach ensures inclusivity and accountability. And these are key enablers that facilitate the successful institutionalisation process of M&E, which simultaneously deepens the democratic process.

2.2.3 An Overview of the M&E Policy and Institutional Landscape in Zimbabwe

Since the dawn of independence, there was a policy vacuum in the M&E arena in Zimbabwe. However with the coming in of a new constitution in 2013, the government deemed it essential to formulate the M&E policy to promote the successful implementation of national development programmes and to ensure effective and efficient service delivery. Section 9 (1) of the Zimbabwean Constitution states that the State must adopt and implement policies and legislation to develop efficiency, competence, accountability, transparency, personal integrity and financial probity in all institutions and agencies of Government at every level and in every public institution.

Thus, the promulgation of the M&E policy was a vehicle meant to ensure the realisation of this cardinal constitutional requirement. The lack of a fully-fledged M&E policy to guide the implementation of programmes, projects and policies had a strong bearing on the development of a robust and sustainable public sector M&E system, there-by affecting the achievement of tangible results. Kambuwa and Wallis (2002, p.31) support the above view by arguing that "in most African states, there is a growing gap between government policies and project implementation".

Against this backdrop, the policy vacuum was addressed in October 2015 when the GoZ formulated the M&E policy. This was succeeded by the setting up of a dedicated DIM&E in the OPC in December 2017, following the military-assisted government transition of November 2017. The new administration was driven by the 'Zimbabwe is open for business" mantra, the intention being to attract the much needed FDI seen as crucial for reviving the country's ailing economy. Thus, the DIM&E was established in the OPC as the lead agency responsible for managing various public sector M&E issues and processes.

However, the DIM&E in the OPC does not execute all the M&E related tasks as a stand-alone institution; its efforts are complemented by the Parliamentary Portfolio Committees. The private and voluntary sectors, and academia are also expected to rally behind the government materially, financially and avail the required technical capacity. With that in mind, it could be a thrilling research experience to interrogate the M&E institutionalisation process, particularly how the system has operated since its establishment, and the politics of putting in place the M&E institutional framework and how this has been sustained and the challenges encountered thus far.

2.2.4 The Political Embeddedness of the M&E Institutionalisation Process

Politics permeates government, that is, how government institutions and structures are set up as well as the choice of who should preside over which structure(s) and/ or institutions of government. Weiss (1993, p.94) argues that setting up the national M&E system is a "rational enterprise that occurs within a political context". And, this requires all the stakeholders involved in the institutionalisation process to be fully conversant with all the different ways in which political considerations can intrude this process. To this end, Kusek and Rist (2004, p.20) call for the role of a "resilient and consistent political leadership" with the genuine will to harness the benefits of institutionalising the system of M&E at national level. This is further stressed by Crawley (2017, p.2) who asserts that the ability to set up the national M&E system is based on the "potential to identify and influence political champions within the political spaces to challenge vested interests and enable the introduction of the M&E systems".

Also, M&E emphasises the ethos of good governance such as transparency and accountability. In this vein, setting up the M&E system becomes important in building public trust for a government that strives to better the lives of the citizens it saves. Through M&E, citizens get to clearly ascertain the status of government programmes, policies and projects thereby enabling the assessment of government's commitment to meaningful change and development. For the external stakeholders too, particularly donors who want demonstrable impact from the action of government, the decision to set up the national M&E system is reflective of the government's quest for transparency and answerability.

However, it is crucial to point out that there are often institutional and political risks associated with institutionalising public sector M&E systems in Africa. M&E provides results-based

information to government and this may adjust "the dynamics of institutional relations, personal political agendas, allocation of resources and the public perception of government's effectiveness" (Crawley, 2017, p.3). As such, setting up a fully-fledged M&E system may face resistance from those against change within and outside government who perceive their interests to be under attack, given the transparency and accountability lingo which is at the nucleus of M&E. In addition, most African countries, Zimbabwe included, are still maturing democracies characterised by a number of democratic deficiencies such as effective public sector accountability, transparency and oversight measures.

Therefore, institutionalising public sector M&E systems may pose unique challenges for African regimes akin to centralism and political authoritarianism. In this regard, Kusek and Risk (2004, p.21) argue that "instituting M&E systems that will highlight both successes and failures of government programmes, and provide for increased transparency and accountability could be challenging if not alien to such regimes". This speaks to the need for a lengthy period for the ruling elite and citizenry to adapt and adjust to the change brought forth by the new M&E culture based on a clear institutionalised, credible and sustainable system of M&E. In that vein, the process of understanding the political embeddedness of the system of M&E in Zimbabwe from different perspectives of the research participants will be done, with the findings thereof presented and analysed in the fourth chapter of this thesis report.

2.2.5 Challenges Associated with Setting up M&E Systems in Africa

Institutionalising public sector M&E systems in Africa has faced various contextual and politico-economic hurdles over the years. The six-sphere structure developed by Crawley (2017) is arguably the most useful in assessing the readiness of first and third world countries in setting up M&E systems. Interestingly, this framework can also aid in unpacking the factors that hamper the institutionalisation of public sector M&E systems in Africa. These factors include the political environment characterised by ideological underpinnings of the political system in place, its values and principles, the nature of the political leadership and its vested interests, the trust or lack thereof between the key actors involved in the process and the lack of M&E technical capacity.

Crawley (2017, p.13) identified the shortage of adequate financial resources and time available to "generate M&E data to flow it along the demand and supply chain" as a major challenge in most African countries. There is no adequate resources availed for evaluators in government to generate quality data and feed it into the system. The time availed to decision makers to identify the relevant M&E data and utilise it in the decision and policy making processes is also limited. The shortage of the M&E technical expertise with the right M&E knowledge, and competences and the extent to which government departments actually "utilise M&E data to inform decision making, implement policy and hold public office bearers to account" (Mthethwa & Jili, 2016, p.109) have also been identified as some of the factors that stifle M&E efforts in African.

In South Africa for instance, Goldman and Mathe (2014, p.548) identify the challenge of "a lack of senior champions for M&E within departments, where M&E is often not placed deemed a strategic priority in the structure". However, it is pertinent to not be tempted to disregard the fact that most African states are also maturing democracies. As such, the extent to which there is demonstrable commitment to the values of good governance such as transparency and accountability is yet to be realised. Also, given that transparency and accountability are at the core of M&E, setting up the M&E system may be seen as an unfair, redundant and a punishing process by certain individuals. This is due to the fact that M&E may pose a threat to personal careers or the survival of certain institutions wherein there are vested interests.The integration of M&E to ensure easy coordination and structural linkages within and across government also remains a noticeable challenge in a number of African countries. M&E Units are set up across government departments but proper processes and systems are not put in place to ensure the integration of M&E issues using a universal approach that applies to all government departments. This can be attributed to the lack of the necessary legislative instruments. As an example, Zimbabwe promulgated the M&E policy in October 2015 to proffer policy guidelines on M&E but there has not been the enactment of the actual Act to clarify the implementation modalities of the M&E policy. As a result, the handling of M&E related issues across government department is relied upon on the so-called 'M&E experts' with planning, performance M&E knowledge at department level. Therefore, data shall be gathered from the field to assess these challenges with a view to proffer plausible strategies to minimise obstacles in the institutionalisation of M&E in Zimbabwe.

Within the context of Zimbabwe, the challenges encountered in the institutionalisation of public sector M&E should also be understood within the context of the governance landscape of the country. Zimbabwe has a track record of a remarkable governance deficit characterised by weak accountability and transparency mechanisms in the public sector, centralised decision making coupled with tight resource allocations earmarked for development programmes and projects to ministries and government departments. As a result, the strides made in the institutionalisation of public sector M&E are rather on policy development than practice levels. Therefore, it was the thrust of the study to also unpack how the institutionalisation of public sector M&E can improve the governance landscape in Zimbabwe to promote public sector accountability, transparency coupled with a rigorous uptake of M&E evidence to improve government performance in the delivery of services.

2.3 LITERATURE REVIEW SUMMARY

The review of the available literature reveals that M&E plays a crucial role in improving public sector service delivery. While the factors that account for the effectiveness of M&E systems are widely acknowledged in the literature reviewed, little research has been carried out on the factors that ought to act as the pillars for the design and subsequent implementation of the M&E system. Risk and Kusek (2004) emphasised technical issues as the key ingredient to facilitate the successful implementation of national M&E systems.

However, given the dynamic nature of the environment which requires new ways of thinking around issues, and the evolution of the M&E discourse, "the pendulum has swung the other way, with much emphasis now placed on the political, institutional and cultural factors, and purpose and context in the development of the M&E systems" (Mapitsa & Khumalo, 2018, p.2). Thus, this study intended to address the aforementioned issues by interrogating the motivations for setting up national M&E systems in Africa and the role played by institutional, cultural and political factors in the instutionalisation of M&E systems given the little coverage of this issue in the available literature.

CHAPTER 3: RESEARCH METHODOLOGY

3.0 INTRODUCTION

This section presented the qualitative methodological approach applied in this study. This approach was applied in answering the key research question, which was centered on analysing the key drivers for institutionalising public sector M&E in Zimbabwe. The approach was applied in line with "interpretivism" as the paradigm that informed the analytical lens used in the collection, presentation, discussion and the analysis of the study findings. The data collection and analysis tools, the target population and the sampling procedure used in selecting the appropriate participants of this study were also presented in this chapter. The ethical values of a qualitative research of this nature were also presented and their application discussed. Measures of validity, reliability and dependability were also discussed to ensure the robustness of the data gathering process and the ultimate analysis of the research findings.

3.1 RESEARCH PARADIGM

The study was informed by "constructivism", also referred to as the interpretivism paradigm. Despite the many ways in which this paradigm is conceptualised, the interpretation of reality is what underpins the essence of constructivism. According to Discroll (2000), Gredler (2005) and Siemens (2014) cited in Wotela (2017, p.224), constructivism paradigm "describes knowledge construction through experience as one engages with the environment", which in this case was the research process itself. Wagner, Kawulich and Garner (2012, p.55) see constructivism as "understanding the world as others experience it". McCandless (2007) notes that the constructivist paradigm seeks to understand and describe human nature.

Ontologically, this paradigm is underpinned by the assumption that reality is a social construct, that is, it is socially constructed, mind dependent and context specific. Values and norms permeate the entire process of perceiving that which is said to be the truth. This paradigm also assumes that there is no single reality, a direct criticism of the positivist Rather, it postulates that there are as many realities as there are people constructing them. This implies that reality is in a constant state of flux, subjective and that multiple realities exist (Welman, *et al.*, 2012, p.8-9). This paradigm guided the main research question that revolves around analysing the drivers for institutionalising public sector M&E in Zimbabwe, which despite a certain level of consensus

within the M&E discourse on how the system should be formalised and utilised, it is construed and interpreted differently.

3.2 RESEARCH APPROACH

A qualitative methodological approach was employed in this research. This approach allowed for the in-depth analysis of the factors that motivated public sector M&E institutionalisation in Zimbabwe. The ultimate rationale behind this research was to analyse the perceptions and attitudes towards the M&E institutionalisation in Zimbabwe. This was be done through closely analysing the perspective of government officials and that of the non-state actors such as the identified NGOs and M&E practitioners and consultants from the private and third sectors. In this regard, a qualitative methodological approach was deemed to be an appropriate vehicle in the realisation of the said research objective.

3.3 RESEARCH DESIGN

Morse and McEvoy (2014, p3) define a research design as "a tool by which the researcher uses to guide the research and answer the research questions". Therefore, the study applied a case study research design where the DIM&E was used as the nucleus of the study. This study was bounded by a five years period, from the year 2015 when the M&E policy was promulgated to 2020. The case study design allowed for the analyses to the confined to the DIM&E in the OPC of Zimbabwe, there-by allowing the analysis of the issue being investigated within the unique and specific Zimbabwean context.

3.4 TARGET POPULATION

The target population comprised officials in the DIM&E, M&E personnel stationed in the M&E departments within the MoHCC, MoIC and MoTID, Parliament of Zimbabwe, independent think tanks, M&E professional bodies such as the ZEA, M&E practitioners in identified consultancy organisations, opinion shapers and policy lobbyists. M&E academics in the Department of Social and Community Development at the University of Zimbabwe and the Centre for Evaluation Science (CES) at the Lupane State University were also part of the target population.

3.5 SAMPLING PROCEDURE

Sampling involves "the selection of research participants from the entire population" (Creswell, 2009, p.89). Thus, the non-probability sampling methods such as purposive and snowball

sampling were applied to select the research participants for the study. Babbie (2010, p.193) defines purposive sampling as "a non-probability sampling technique in which the samples are selected based on the researcher's judgment on which one could be most useful and representative". Through purposive sampling, the research participants were selected by virtue of their vast M&E related experience and knowledge in the public sector of Zimbabwe. The time of service in the respective M&E departments, for those in government, the reputability and history of M&E consultancy firms was used as the guiding criterion for selecting the research participants through purposive sampling. Thus, the analytical inferences were made from the views and opinions expressed by these participants.

Snowball sampling was also used to identify the research participants. Neuman (2014, p.273) also terms this sampling technique as "the network chain referral, respondent driven sampling or reputational sampling". Put simply, this sampling technique allows for the sample to be selected through a network. Through the snowball effect, a core strength of this sampling technique, I was referred to potential respondents with expert knowledge on the phenomena under study by the participants identified through purposive sampling. For instance, the research participants from ZEA made references to a number of participants both in the public and private sectors and these had valuable contributions to this study. Snowball sampling also allowed for access to the research participants who were not easy to reach there by enriching the findings of the study.

3.6 SUMMARY OF THE SAMPLE SIZE

A total of 25 research participants were scheduled for interviews and these included government officials in the M&E departments described on the section on the target population. Through the process of snowball sampling, I was referred to the Department of Policy Planning, M&E in the MoHCC after the interviews held in the OPC. The MoHCC was recommended as one of the three ministries with a functional department responsible for coordinating M&E programmes and projects within the purview of the health sector. It was through the engagements with the research participants that I was subsequently directed to the MoIC which also has an infant M&E department. In order to produce valid, credible and reliable research findings, the voice of the third sector was also included through the interviews with identified participants from the International Non-Governmental Organisations (INGOs) such as the UNDP, UNESCO, World Vision, Plan International, and local Civil Society Organisations such as ZEA. Academics in the

DCSD at the University of Zimbabwe and the CES also interviewed. These research participants were tabulated below;

Table 3. 1 Sample Size Summary and Justification

Category of Participants	**Justification for Inclusion in the Sample**	**Target sample size**	**Data collection tool**
OPC officials in the DIM&E	They are the people who are directly involved in the day to day M&E work for the GoZ at national level.	4	Interviews
Officials in the MoHCC, MoTID & the MoIC.	The MoHCC, MoTID and MoIC were identified as the three ministries with recognisable and functional, though infant M&E departments. The intention was to diversify government perspective on the institutionalisation of public sector M&E in the country.	6	Interviews and documentary search
Officials in the Parliament of Zimbabwe	The Parliament has a fully-fledged Programme Coordinating Unit responsible for managing M&E issues in Parliament. Parliament as also identified as one of the key M&E implementing agents nationally in Zimbabwe.	2	Interviews
Officials from the NGO sector (UNDP, UNESCO, World Vision, Plan International, ORAP,ZEA)	The NGOSs are the largest funders of government programmes and projects in Zimbabwe. They recognise the importance of M&E in improving service delivery by government. There is also the argument that they played a key role in the institutionalisation of public sector M&E in Zimbabwe. The opinions of these participants were key to the study	9	Interviews & documentary search
Academics from the University of Zimbabwe and Lupane State University	The identified academics teach M&E modules in their respective departments and do M&E consultancy work. Their expert knowledge on M&E thinking and practice was crucial to this study.	4	Interviews
Total		**25**	

3.7 RESEARCH TOOLS AND APPLICATION

Primary and secondary sources of data were used during the process of collecting data. The primary sources used included conducting structured face to face interviewees online with the

research participants. These participants were selected purposefully by virtue of the unique knowledge and M&E expertise they possessed. In line with Boyce and Neale (2006, p.2) structured interviews provided greater flexibility in soliciting and eliciting information and observed the participants as they responded to the asked questions. That way, I was also able to repeat, paraphrase and ask probing questions to ensure their full comprehension by the participants, and further asked for clarity on grey areas. The structured face-to-face interviews also allowed me to draw comparable data from each of the interviews, taking cognisance of the fact that the interviewees were drawn from the public, private and the third sectors, and related it to the rest of the collected data to enrich the vein of analysis.

However, the structured interviews are not without inherent weaknesses. They are prone to bias because the respondents are aware of being interviewed; hence, they may not behave naturally. Further, it was difficult to generalise the findings of the study to the larger population because not all the research participants were interviewed due to some of the reasons already presented under the limitations of the study section in Chapter 1. Nonetheless, some of these weaknesses were circumvented by way of cross-validating the data gathered using this method by other data collection methods.

Given the unprecedented outbreak of the Covid-19 virus, there were stringent regulations put in place by the GoZ to curtail the spread of this virus. These measures included social distancing, which required people to avoid unnecessary physical contact and also that people maintain a one meter distance. As such, these measures were strictly adhered to during the structured face-to-face interviews with the research participants from the DIM&E during the data collection process. All this was done in order to ensure my health safety and that of the said research participants.

Secondary data sources included conducting a documentary search. Mogalakwe (2006, p.221), defined a documentary search as “the analyses of documents with information about the phenomenon one intends to study”. To Scott (1990, p.123) a document is “an artefact which has as its central feature an inscribed text”. This secondary data source was crucial in enriching the analysis of my research findings, and this was done by making a comparison of my research findings with those found in other authorities. In that regard, this involved perusing through a

series of newspaper articles, academic journals, resolutions, policy documents and reports to do with the already existent literature on M&E in Zimbabwe. Documentary search was also applied in the data collection process. This method was particularly important as it provided "a rich vein of analysis by comparing the findings found in the fieldwork with those of other authorities" (Hammersleyi & Atkinson, (1995, p.173).

3.8 DATA STORAGE AND PROCESSING

To ensure that the processing of data from the different collection methods applied during the data collection process was done efficiently and appropriately, raw data was stored during and after collection. To prevent data loss, the up-to-date data was stored on different local storage devices such as clean data sticks, the external hard drive. Copies of the raw data were also made before the process of transcribing, interpretation, discussion and analysis of data. To ensure the utmost safety of the stored data, passwords for the data sticks and the external hard drive were created, and the availed to the thesis supervisor. This ensured that there was another person to rely on, in the event of forgetting the password and data loss.

3.9 DATA ANALYSIS PROCESS

Singh (2006, p.223) notes that "data analysis is concerned with studying material which is tabulated so as to determine inherent meanings or facts" Babbie (2010, p.112) on the other hand defines data analysis as the interpretation of data for the purposes of drawing conclusions to answer questions in the inquiry. Chambliss and Schutt (2010, p.250) also provides a more skeletal but precise definition of data analysis. They stress that data analysis "unravels the relationships from aural and pictorial data as well as texts to make conclusions". Succinctly, data analysis is concerned with the breaking down of existing complicated factors into understandable segments and joining together the segments into new groupings in a bit to facilitate interpretation.

Thus, data was analysed using qualitative data analysis methods such as textual analysis. Mogalakwe (2006, p.10) defines textual analysis as "the analysis of words, and these could be spoken or written, as well as documents and interviews responses". Options included thematic coding, narrative and content analyses. Through the use of thematic coding, the intention was to

identify the key themes or patterns that occurred consistently in the text in the form of field notes and from the data which was audio-recorded from the field research.

The themes and / or patterns were related to the research questions and aligned to those developed during the review of literature. These themes were related to M&E for donor-compliance versus M&E for learning and improvement, role and significance of M&E in the public sector, the policy and institutional landscape for public sector M&E in Zimbabwe, building blocks for the institutionalisation of public sector M&E, the political embeddedness of the M&E institutionalisation process, structural and systemic obstacles to M&E institutionalisation process among others.

Content analysis, on the other hand, deals with "the systematic investigation of current documents or records as sources of data" (Singh, 2006, p.150). It further denotes the subjective interpretation of information after it is systematically arranged according to themes or patterns of interest. As such, through this data analysis method, the emphasis was on the analysis of the content and or / contextual meaning of responses and or / meaning embedded on the research participant's responses captured on the developed themes as guided by the data collection process. However, it is germane to point out that the content appearing in secondary sources of data such as documentary appearing in print cannot be wholly trusted as other authors write in a biased manner to further their own preconceived agendas. As such, the evaluation of documentary sources was subjected to scrutiny to detect and subsequently circumvent the inclusion of biased information in the study.

3.10 ETHICS

During and after the actual data collection process leading up to the compilation of this thesis report, the ethical values of avoidance of deception, promotion of participants' privacy, voluntary participation and avoidance of all forms of harm were upheld. The ethical values of voluntary participation and informed consent were respected. This was achieved by explaining in clear and comprehensible terms the main purpose and objective(s) of the study and the roles of study participants which enabled them to make informed decisions on whether or not to participate in the research. The direct benefits of the research such as going through a learning curve and indirectly, by deepening the research participant's understanding of the drivers for the public

sector M&E institutionalisation process in Zimbabwe was also be explained to the research participants.

The ethical principle of voluntary participation was promoted by asking participants to partake in the study without any act of cohesion. The participants who consented to participate voluntarily were assured of their withdrawal from the study at any point of the research process when they felt so. The research participants were not deceived. Pseudonyms were used to carefully conceal the identity of the participants thereby ensuring their anonymity.

To promote the principle of confidentiality, the information considered private by the research participants was not published. This was also vividly explained in the participant information sheet which did not contain any spaces for filling in personal data that could expose the true identity of the participants much to the violation of the ethical principle of confidentiality. During the online interviews, particularly for the ones held on zoom, the interactions with the interviewees was based on mutual trust and respect. The psychological and physical safety of all participants was also prioritised throughout the research process.

3.11 RESEARCH VALIDITY, RELIABILITY AND DEPENDABILITY

Measures of validity, reliability and dependability were applied to ensure that the study findings are credible. Neuman (2014, p.116) notes that "bias cannot be completely eliminated in qualitative research but can be minimised". In light of these, the data collection methods such as documentary reviews and structured face-to-face interviews were triangulated to validate the findings of the study. The study was also influenced by the interpretive paradigm, which posits that reality is construed by what the respondents perceive it to be hence its subjectivity. Thus, to minimise this subjectivity and biased interpretations of the questions asked to the research participants, the research participants were urged to provide the information that authentically captured their opinions.

Primary data was also verified with official documents and reports availed by the target institutions and this ultimately enhanced the credibility of the research findings. Participant validation was also done by way of interviewing a heterogeneous pool of the research participants from the public, private and third sectors. The documentary search of numerous sources also allowed me further to unmask the discrepancies identified in the collected data. In

order to strengthen the overall research process and the quality of the research report, the findings of the study were submitted to peers in academia to apply their expert judgement on the validity of methods, meanings and interpretations employed in compiling the research findings, and to give their objective views and critique the study findings.

The research was also be guided by the principle of reflexivity. This principle is defined by Neuman, (2014, p.107) as "an attempt to reduce the likelihood of personal values creeping into one's research so that the actual findings will be reflected in the report". Therefore, despite the fact that I had some preconceived notions and ideas about the institutionalisation of public sector M&E in Zimbabwe, I purposively made a rational choice to suspend the already known issues. This was done to ensure that what I already knew did not circumvent the extraction of new data from the research participants. This was consistent with the objective of the process of bracketing, which Creswell (2009, p.79) argues, "ensures that the researcher's prejudices, past experiences, assumptions, biases and orientations did not distort the interpretation of data".

An audit trail also helped in ensuring the validity of data. The detailed and accurate records of the methodological inquiry procedures from the sampling of participants to data presentation and analysis procedures were also kept. This helped in ensuring that the final thesis report was made from a specific reference point reducing chances of the misrepresentation of facts.

3.12 CHAPTER SUMMARY

The chapter presented the methodology applied in this study. This was done by way of discussing the research paradigm that provided the lenses to inform the extraction, presentation and analysis of the study findings. The research approach and design, coupled with the data collection and analysis tools, and sampling procedure used in the study were also discussed and their strengths and weaknesses thereof. Measures to mitigate the weaknesses of each of the above were also discussed to ensure the credibility of the research findings. The following chapter dealt with the presentation, discussion and analysis of the research findings gathered using methods outlined in this chapter. The data presented, discussed and analysed in the next chapter were informed by the data analysis techniques discussed in this chapter.

CHAPTER 4: PRESENTATION AND ANALYSIS OF THE RESEARCH FINDINGS

4.0 INTRODUCTION

The chapter presented and discussed the major research findings. The data were derived from secondary and primary sources, and these included documentary search, face-to-face and online interviews. The purpose of the chapter was also to further determine not only what the research participants thought were the motivations for the institutionalisation of public sector M&E in Zimbabwe but also what they thought were the implications of implementation bottlenecks of the government-wide M&E in Zimbabwe on the current institutionalisation process. This chapter also served as the basis for the conclusions and recommendations presented in the next chapter. The following research questions guided the presentation and discussion of the research findings.

1. What were the main drivers for institutionalising public sector M&E in Zimbabwe from 2015 to 2020?
2. How do the M&E building blocks impact on present-day institutional arrangements of public sector M&E in Zimbabwe?
3. What are the present challenges to the effective institutionalisation process of public sector M&E in Zimbabwe?

4.1 RESPONSE RATE AND DEMOGRAPHIC CHARACTERISTICS OF THE RESEARCH PARTICIPANTS

This section aimed to show the nature of the research participants, the emphasis being paid to their diversity, which ultimately reflects the diverse perspectives on the issue under investigation. This diversity enriched the research findings there-by enhancing their credibility and trustworthiness. Identifiers such as names, titles and the actual job positions of the research participants were not provided in their background description, there-by ensuring their absolute anonymity in the research.

A total of 25 respondents were scheduled for both online and face-to-face interviews. Of these interviews, 16 interviews were held both face-to-face and online. The target of 25 interviews could not attained mainly due to the covid-19 lockdown restrictions which made moving around difficult. However, those who availed themselves constituted 64% of the interview response rate. This was considered large enough to reflect the views of the target population and ensure the credibility of the research findings as illustrated in the table below.

Table 4. 1: Response Rate

Sample Population	Scheduled Interviews	Interviews held	Response Rate (%)
Officials in the DIM&E	4	3	75
Officials in the MoIC, MoHCC & MoTID	6	3	50
Officials in the Parliament of Zimbabwe (Department of Programme Management)	2	2	100
Participants from the NGO sector (UNDP, UNESCO, World Vision, Plan International, ZeipNET, ORAP, ZEA)	9	7	78
Academics (University of Zimbabwe and Lupane State University)	4	1	25
TOTAL	**25**	**16**	**64**

4.2 DRIVERS FOR THE INSTITUTIONALISATION OF PUBLIC SECTOR M&E IN ZIMBABWE

The respondents were asked about the key drivers that accounted for the institutionalisation of M&E in Zimbabwe and their responses varied depending on where the respective interviewee emanated from, that is, public, private and or / third sectors. For clarity and coherence, these drivers were catergorised into five major themes. These included the need to enhance public accountability and transparency; M&E as a performance measurement mechanism for government-funded programmes, projects and policies, for compliance with regulations from the donor community and development partners; and the quest for evidence-based programme development and the fulfilment of section 9 (1) of the Zimbabwean constitution of 2013 as presented and discussed below.

4.2.1 Need to Enhance Public Accountability and Transparency

It is clear that the rise of M&E systems in Africa is in response to the growing calls by the donor community and development partners for developing countries to demonstrate tangible results in the donor-funded programmes and projects. An official at the UNESCO country office noted that the impetus for establishing M&E systems across the continent is necessitated by demands for

increased accountability and transparency from both programme and donor countries to demonstrate that objectives are being achieved efficiently and contributing to sustainable development outcomes.

The above notion is congruent with an observation by an official in the OPC who noted that the emphasis has shifted from accounting for inputs, activities and outputs. These are not sufficient to demonstrate tangible results to outputs, outcomes and impact of government programmes and policies. He further argued that there is little about the effectiveness of a programme, project or policy that can be derived using inputs and outputs. Hence the establishment of M&E systems is with a view to demonstrate how development outcomes and impact are achieved as per the National Development Strategy (NDS1) 1 of Zimbabwe.

Key to M&E is the focus on demonstrating the actual impact of the implemented programmes on the target beneficiaries, learning from the implementation of the program, and making improvements where necessary. Zvoushe and Zhou (2013, p.17) argue that "the growing need for M&E systems across the globe emerged from the underperformance of development programmes especially in the face of deteriorating living standards, persistent poverty, malnutrition, and ill health among other challenges". Therefore, M&E systems are an important vehicle in enabling the tracking of progress and performance of development interventions and managing outputs, outcomes and impact to inform either the success or failure thereof. Accordingly, the need to entrench the M&E culture in government is in line with the M&E global movement.

4.2.2 M&E as a Performance Management Mechanism

M&E systems are a governance mechanism that enables decision-makers to ascertain the progress and measure the impacts of implemented programmes, projects and policies. An official in the OPC attributed the failures of the previous government programmes and policies to the lack of a clear and comprehensive performance and results-oriented management system in government. Thus, the establishment of a national M&E system was a critical vehicle meant to cover this governance gap and enhance government's ability to measure the performance, demonstrate results and assess the effectiveness of government-wide programmes and policies.

A similar observation was revealed by an official in the Department of M&E in the MoIC who opined that M&E advocates people-centred policies. It requires policy makers to be cognisant of

the environment obtaining where policies have been implemented. The policy beneficiaries ought to provide important feedback about the actual impact of the policy and this feedback is considered one of the major determinants of whether a policy can be continued or discontinued. It is also germane to point out that Zimbabwe is guided by the vision of becoming an upper-middle-income country by 2030. Several development blueprints, for instance, the Transitional Stabilisation Programme (TSP) of 2018 to 2020 and the NDS1 of 2021 to 2025 have been developed to facilitate the realisation of this vision. Thus, the fully-fledged M&E system serves to enable the government to track progress in the realisation of the 2030 vision through the development blueprints developed thus far.

An official who was the M&E focal point in the DIM&E argued that learning from the previous mistakes to improve governance systems is the new culture guiding the public sector of Zimbabwe. She suggested that the institutionalisation of M&E provides the government with a unique capacity to enhance the knowledge and learning process. This is in line with the view by Kusek, *et al.*, (2004, p.140) that "by providing continuous feedback to managers, M&E systems promote organisational learning through a cycle involving reflecting on progress, learning, and adjusting the course of programmes or projects".

One official from the ORAP argued that M&E provides for the application of the Theory of Change (TOC), a model used to explain the logic behind a given intervention. And, this, The TOC provides key assumptions and strategy underpinning a particular programme or project and subsequently gives an early warning to the management about likely or actual problems there-by aiding in managing the implementation of programmes and projects.

4.2.3 Compliance with Regulations from Donors and Development Partners

Several M&E practitioners were of the view that the rationale for the establishment of M&E in the public sector of Zimbabwe is in line with regulations from the donor community. One M&E specialist at the UNESCO's country office in Harare noted that donors felt that governments in developing countries cannot be wholly trusted with donor funds that are specifically meant for the well-being of the people on the ground. She further stated that the GoZ no longer receives direct donor funds. Rather, it receives support in the form of services. Direct funding is channelled directly to the target beneficiaries. The government only endorses and facilitates a conducive environment for donor-funded programmes to be undertaken in the communities. As

such, the establishment of M&E systems is viewed as a way in which the performance of donor-funded government programmes can be monitored and their effectiveness evaluated.

The above observations are in line with the prevalent view that M&E systems are externally driven as donors continue to demand transparent and accountable management of development initiatives in the public sector. The pressure from the citizens and the donor community for sound governance mechanisms has increased the demand for governments to provide tangible results.

Historically, the implementation of development interventions was more on inputs and activities carried out. However, as Pazvakavambwa and Steyn (2014, p.37) note, "the advent of M&E systems brought about a shift with more emphasis on results instead of the activities implemented over time". Much emphasis is placed on more results-focused approaches by the donor funding organisations to enhance governance, effectiveness and accountability in the public sectors of the Third World countries. Thus, M&E is a modern governance approach used by organisations and governments in ensuring that their systems and processes are fully geared towards the realisation of tangible and positive results for the improvement of people's lives.

4.2.4 Quest for Evidence-Based Programme and Policy Development

Evidence-based programme and policy development provides that decisions on programme development should be based on a broad range of available evidence. It is also underpinned by the rational assumption that evidence does not only ensure that programmes and policies are responsive to public problems rather that they address those problems. Cairney (2017, p.3) further stresses that "evidence comes first and acts as the primary reference point for a public decision to be made by an authority". For this to occur, development actors ought to clearly understand the nexus between the research and, programme development sides.

However, the Zimbabwean history of programme management exhibits a different attitude towards evidence use. As argued by Marais and Matebesi (2012, p.35) the reality in Zimbabwe has often been characterised by "seldom institutionalisation of research and the failure to understand the link between programme management and research". Reasons for this observation stem from factors that include, politics, shortage of research capacity and funding. The lack of trust between government and research institutions has also remained a contested terrain resulting in needless concerns around research authenticity and legitimacy in Zimbabwe.

Therefore, Zimbabwe institutionalised the public sector M&E system which is critical in producing the necessary evidence on what has previously worked or failed to inform present and future programme and policy development. One legislator who is also a member of the PCE argued that "evidence use in Zimbabwe has been on a low note, programme development has rather been on a hunch, gut-feeling and common-sense basis than evidence-based". This can be attributed to the prevalence of politics which has permeated, set the tone and overridden the entire programme management process.

However, given the new administration's more emphasis on operating differently from the previous administration, it can be inferred that the quest for evidence use in the development and management of programmes and policies provided the basis for the institutionalisation of public sector M&E in Zimbabwe.

4.2.5 Fulfillment of Section 9 (1) of the Constitution of Zimbabwe

An official who was part of the M&E supporting staff in the DIM&E opined that the second Republic of Zimbabwe which came into existence in 2018 had a constitutional obligation to fulfil some of the outstanding provisions of the 2013 constitution that are crucial in the development trajectory of the country. One such provision is Section 9 (1) which states that *"*the State must adopt and implement policies and legislation to develop efficiency, competence, accountability, transparency, personal integrity and financial probity in all institutions and agencies of Government at every level and in every public institution…."

Thus, the promulgation of the M&E policy in 2015 was a vehicle meant to ensure the realisation of this cardinal constitutional requirement. The fulfilment of section 9 (1) of the constitution is important as it demonstrates Zimbabwe's commitment to the call for country-led M&E systems as espoused in the Sustainable Development Goals. To add on, the establishment of the M&E system in Zimbabwe is to ensure that the M&E system generates the necessary information on the implementation and impact of government programmes in line with the national goals as espoused in Zimbabwe's development blueprints.

4.3 BUILDING BLOCKS FOR THE INSTITUTIONALISATION OF PUBLIC SECTOR M&E IN ZIMBABWE

The study was underpinned by the key assumption that the establishment of the M&E system requires the presence of an enabling environment with the necessary prerequisites for the institutionalisation to be effective. The study identified the following factors as the enablers for the institutionalisation of public sector M&E in Zimbabwe.

4.3.1 Implementation of the Results-Based Management System

The research showed that the implementation of the Results-Based Management (RBM) system set the pace for the establishment of the M&E system in Zimbabwe. RBM was implemented in 2005 as a response to the growing calls for transparency and accountability through evidence-based results. An M&E consultant at ZEA dispelled the commonly held view that the promulgation of the M&E policy in October 2015 kick-started the institutionalisation of public sector M&E in Zimbabwe. He argued that the institutionalisation of M&E in Zimbabwe cannot be understood without appreciating the RBM approach. The implementation of the RBM system was against the background of the success story of RBM in developed countries that the developing countries were prodded to adopt results-based oriented management systems.

The above observation is important as it showed that the development of the M&E system does not necessarily need to be codified in legislation as was the case in countries such as Mexico and Columbia. And, basing the system on executive decisions and not necessarily on legislation allows for the system to be designed and tested before it is frozen in laws and regulations" (Goldman & Mathe, 2014 p.19). Thus, the RBME system is viewed as an indispensable governing tool to achieve more effective resource allocation by financial controllers. It is also crucial in meeting the growing demands by the donor community for people centered and service-oriented governments that promote the efficient and effective use of scarce public resources.

To note also is the fact that Zimbabwe implemented the integrated RBM system, which was at the epicentre of this reform process. However, given that most developing countries, Zimbabwe included, are still wallowing in debt and continue to seek financial aid from the developed world, scholars such as Hatton and Schroeder (2007) question the efficacy of RBM in Africa given varying opinions to it. Thus, it is argued that while there is urgent need to realise tangible results,

"the adoption of RBM could be a reaction to external pressures from the international donor community" (Mutambatuwisi, *et al.*, 2016, p.27) and a similar argument has emerged regarding the setting up of M&E systems in Africa.

4.3.2 Enactment of the National M&E Policy

The enactment of the national M&E policy in October 2015 was an important milestone in Zimbabwe's quest to improve public sector performance and the effectiveness of public sector programmes. There was a legislative vacuum in the M&E space since the dawn of independence in Zimbabwe. And, the lack of the fully-fledged M&E legislation to guide the implementation of programmes, projects and policies had a strong bearing on the performance of the public sector thereby affecting the achievement of tangible results through the implemented programmes.. However, following the advent of the new constitution in 2013, the GoZ deemed it essential to formulate the M&E policy "to enhance the successful implementation of national development policies, projects and programmes to ensure effective and efficient service delivery".

An M&E specialist and academic from the CES at Lupane State University revealed that the year 2015 was declared as the International Year of Evaluation (EvalYear), so it coincided with the global movement on evaluation. As such, the enactment of the national M&E policy in Zimbabwe was the culmination of the global movement which obliged governments to strengthen their M&E capacities. Although the enactment of the relevant M&E legislation is not a *sine-qua-non* for the creation of the M&E system, this propelled Zimbabwe to set up the necessary M&E structures, systems and processes in a bid to realise the outcomes of the M&E policy. As such, the enactment of the M&E policy provided for the legal framework for the M&E-related issues in government and enabled the subsequent institutionalisation of public sector M&E in Zimbabwe.

4.3.3 Establishment and Strengthening of M&E Institutional Frameworks

Following the promulgation of the national M&E policy in October 2015 and the subsequent approval of the National Evaluation Capacity Development Plan (NECDP) in 2018, the GoZ set up the DIM&E in the OPC. This also culminated in a complete restructuring process where government ministries were re-aligned, M&E Offices and or / departments established, hiring of the Directors and Deputy Directors of those M&E offices and the supporting staff. The re-

alignment was done to ensure the existence of clear institutional arrangements which are key for effective reporting purposes.

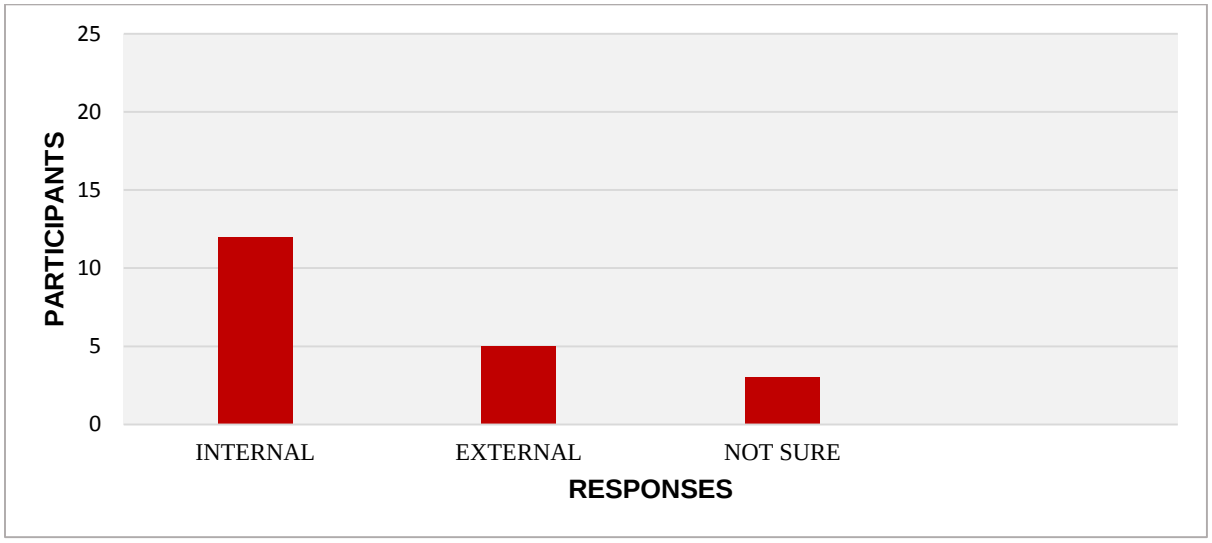
However, it is key to note that in the execution of all the M&E-related tasks, the DIM&E is complemented by Parliamentary Portfolio Committees (PPCs) that have been in existence for years. The PPCs play the monitoring, evaluation and accountability functions. The PoZ is also a member of the African Parliamentarians' Network on Development Evaluation (APNODE), which is a network of African parliamentarians and development partners established in March 2014. Its mandate is to advocate and promote the utilisation of evaluation in public decision making to complement the effectiveness of inclusive development growth.

In that regard, it can be inferred that Parliament is also at the forefront in promoting and entrenching the M&E agenda and culture nationally. In 2020, Zimbabwe saw the formation of the PCE and Parliament signed the Memorandum of Understanding (MOU) with several M&E firms to develop and strengthen the skills and capacities of the members of the PCE. Therefore, the establishment of these institutions provided the enabling environment for the institutionalisation of public sector M&E in Zimbabwe.

4.4 M&E INSTITUTIONALISATION BEING INTERNALLY OR EXTERNALLY DRIVEN

The study was problematised around the commonly held assumption that M&E systems in Africa are established as a condition to receive development aid from the donor world. As such, I was prompted to ask the research participants to express their opinions to that effect in order to assess whether or not the above assumption holds. Out of the 18 participants asked, 11 held that the establishment of the M&E system in Zimbabwe is purely driven by internal factors. These included the need to promote public sector accountability and transparency mechanisms and the quest for evidence-based programme and policy management in Zimbabwe as already discussed above. However, five differed as they believed that the process is externally driven. One official from the Plan International argued that about 80% of programmes in the health sector are donor-funded in Zimbabwe. As such, she strongly believed that the need to secure donor funds from the external world prodded Zimbabwe to establish the public sector M&E system. The remaining two were not sure, and the diagram below presented these findings.

Figure 4. 1: Responses on M&E institutionalisation being internally or externally-driven



Source: Field Work

The above findings dispelled the commonly held assumption that the establishment of M&E systems is due to Africa's insatiable appetite for donor aid. The study revealed that the need to improve the performance of the national government's sovereign mandates of delivering services to the citizens motivated the establishment of public sector M&E systems in Africa. Although the donor world may put in place stringent conditions to be met by African governments to receive aid, such conditions do not qualify as the actual motivations for the creation of M&E systems in Africa.

4.5 PRESENT CHALLENGES TO THE INSTITUTIONALISATION OF PUBLIC SECTOR M&E IN ZIMBABWE

4.5.1 M&E Technical Capacity Limitations

Six research participants interviewed for this study from the public and the third sectors unanimously concurred that there is limited M& technical capacity particularly at top management level in government. The shortage of M&E specialist is not a challenge peculiar to Zimbabwe only, rather it remains an observable challenge across the continent. Despite the growing calls for institutions of higher education to introduce and improve the existent course offerings on M&E, "the lack of coordination amongst institutions of higher education to standardise curriculum coupled with the absence of institutional mechanisms to regulate the M&E discipline" (Mapitsa, Tirivanhu & Pophiwa, 2019, p.8) further exacerbates this challenge.

A snap survey of those who disclosed their qualifications during the interviews revealed that M&E units across government are generally manned by people without the appropriate M&E credentials and experience.

One of the two M&E focal points in the Parliament of Zimbabwe disclosed that they have background in Economics and not M&E *per se.* The use of the borrowed and irrelevant personnel to perform the M&E function compromises the extent to which issues the data triangle (Kusek, *et al.,* 2004, p.108-9) can be achieved. The use of the terms 'borrowed' and 'irrelevant' serve to stress the fact that in most cases, those who are designated as the M&E specialists have their own clearly defined areas of expertise as confirmed by an official in the Parliament of Zimbabwe. An official at ZEA argued that such an observation can be attributed to the military-assisted government transition which occurred in November 2017. Those who were not perceived to be loyal to the incoming administration were dismissed and replaced by loyalists who in many cases did not possess the necessary qualifications and experience.

4.5.2 Selective Stakeholder Engagement

It was revealed that government applies a selective approach in engaging stakeholders in the institutionalisation process. An academic in the CES noted that universities are being left out and one may argue that this is deliberate given the long history of mistrust between government and universities. The researches conducted by the latter are often viewed with suspicion and are often accused of being Western-funded to conduct biased researches bent on discrediting the government. Therefore, it can be inferred that sidelining research institutions like universities is a deliberate ploy meant to curtail the ability of the universities to contribute In the M&E institutionalisation process.

A similar opinion was expressed by an M&E practitioner in the private sector who opined that government is very particular about which organisations to invite for round-table discussions. Those organisations that are critical of the government, are not wholly trusted and /or those whose work is not openly known are often sidelined. However, this selective approach results in the needs of the beneficiaries being understood ambiguously by the government in the M&E building process. This "may well fall short of capturing the local views, contextualised meanings and culturally relevant perspectives that are increasingly relevant today" (Chouinard, 2013, p.242, cited in Mapitsa, Tirivanhu & Pophiwa 2019, p.5).

4.5.3 Weak Integration of the M&E System

Several government officials confirmed during the interviews that there is weak coordination and integration of M&E activities across the different levels of government. There is poor horizontal coordination and harmonisation of the M&E system across government ministries and departments. An official in the Department of M&E within the MoTID argued that the approach to M&E by various ministries is not harmonised due to the varied levels of M&E institutional and structural capacities. As such, government ministries and departments exercise their discretion in applying the methodologies in the gathering, analysis and reporting of M&E information. This further jeopardises the extent to which the M&E system could be sustained and the quality of data it produces for different purposes.

4.5.4 Lack of the M&E Implementation Framework

There does not seem to be a clear framework to guide the M&E implementation of M&E-related processes and this is despite the M&E policy of October 2015, revised in April 2020. This was confirmed by an official designated in the Parliamentary Programme Coordinating Unit in PoZ. The official argued that the absence of a common implementation framework across all government departments makes it difficult to apply the uniform methodological approach to M&E. This further complicates the M&E institutionalisation process. The M&E policy of Zimbabwe merely expresses the intended policy outcomes, "establishes the structures and standards for tracking progress and evaluating all government initiatives" (M&E policy of 2015, as revised in April 2020) but does not provide the implementation roadmap and associated instruments on how such outcomes can be realised. The policy should be accompanied by an Act of Parliament or Statutory Instrument to provide the implementation guidelines. As Zvoushe and Zhou (2013, p.76) argue, "for any M&E system to work, design strengths should be coupled with implementation strengths", a slack in implementation festers the whole system's performance.

However, an official in the OPC noted that the National Evaluation Capacity Development (NECD) assessment was done in 2018. This assessment involved undertaking a situational analysis of the state of M&E in government ministries and it culminated in the development of the NECD plan of 2019 to 2020. The NECD plan included several recommendations. Notably, the revision of the NM&E policy coupled with the development of the NM&E implementation guidelines. Therefore, at present, government ministries and departments exercise their

discretion in the implementation of public sector M&E related functions. This implies that strategic planning, implementation, dissemination and uptake of M&E results for learning and evidence-based decision making and/or programme management is at stake and could subsequently stifle the M&E institutionalisation process in Zimbabwe.

4.5.5 Lack of Operational Autonomy for the DIM&E

Given the bureaucratic unwillingness to be accountable and transparent by the government, the positioning of the DIM&E has been viewed with mixed reactions. Despite that M&E systems in other countries are situated in the President or Prime Ministers' office the DIM&E is arguably too centralised and this makes the entire M&E system susceptible to political pressures of the day. This also causes a serious strain on the actual autonomy of the M&E system. The rationale for situating the DIM&E in the OPC is to allow some degree of control over M&E work, but the extent to which the department can operate autonomously can be foolhardy given that it is directly under the control of and report to the leadership of the day.

Chaplowe (2008, p.61) stresses the need for autonomous M&E departments with the ability to survive administrative and government changes and endure as a prominent feature of the approach used by the government to public sector management". In this vein, it is prudent for the M&E lead office to be made independent. This could be done creating a stand-alone ministry as is the case with South Africa where there is the DPME. This guarantees some degree of independence and promotes the system's perpetual existence during the change of governments. Other new administrations may not place the same emphasis on having the M&E system due to the perceived political risk factors associated thereof.

The highly centralised decision making process in Zimbabwe has also meant that M&E related issues cannot be determined by line ministries without the approval of the OPC. As a result, there is a glaring difference between the policy intents and the extent to which such intents are actually realised on the ground given the red-tapism where critical monitoring plans and government evaluation plans take longer to be approved by the OPC. This has an ultimate bearing on the actual institutionalisation of M&E whose fundamental purpose is to also mainstream evidence-based decision making where government ministries and departments have an absolute discretion in making M&E-related determinations meant to improve government performance.

4.5.6 Financial Resource Constraints

Resource constraints are cited as one of the major factors obstructing the effective institutionalisation of public sector M&E in Zimbabwe. A key informant in the OPC pointed out that despite the perceived benefits associated with implementing a national M&E system, the realisation of such benefits might be a pipedream given the shortage of adequate budgetary allocations to M&E units across government. The lack of financial resources also implies that the M&E skills development initiatives are not being done.

The limited training opportunities are limited to Directors in the M&E departments in selected government ministries. An official in the MoHCC revealed that the outbreak of the Covid-19 pandemic has also crippled the M&E institutionalisation efforts. The official claimed that a big chunk of the budget is being directed towards resuscitating the public health care infrastructure, the procurement of the essential Personal Protective Equipment for the frontline workers, and the general welfare and protection of the citizens from the Covid 19 pandemic.

The volatile economic environment in the country has also made it difficult to adequately address the implementation costs associated with the M&E institutionalisation process. The allocated funds earmarked for this process are quickly eroded by the rapidly rising inflation before they are even exhausted. Therefore, this raises questions on whether or not the GoZ is adequately capacitated to fully institutionalise public sector M&E. Improved human capital, technical, financial and institutional capacities undergird the institutionalisation of M&E systems in the developed world hence their success stories.

4.6 CHAPTER SUMMARY

The chapter presented, discussed and analysed the research findings on the drivers for the institutionalisation of public sector M&E in Zimbabwe from the period of 2015 to 2020. The study shows that the need for transparency and accountability, the fulfilment of Section 9 of the Zimbabwean constitution, the quest for evidence-based programme and development and the importance of M&E as a performance measurement mechanism acted as the major drivers for the institutionalisation of public sector M&E in Zimbabwe.

The study further showed that the adoption of the RBM system in 2005, the enactment of the national M&E policy in 2015 and the establishment and strengthening of the M&E institutional frameworks acted as some of the enablers for the establishment of the M&E system in

Zimbabwe. The following chapter focuses on availing conclusions drawn from these findings. It also suggested the recommendations to improve the institutionalisation of M&E in Zimbabwe for the betterment of service delivery and the development trajectory of the country.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.0 INTRODUCTION

The chapter outlined the summary of the research, including an overview of the rationale for this research, the research questions, methodology, the literature reviewed and the major findings. The key conclusions drawn from the study were also presented discussed and the plausible ways to improve the institutionalisation of public sector M&E in Zimbabwe were also proffered. The policy recommendations were put forward for utilisation by relevant stakeholders particularly policy makers and those responsible for implementing M&E-related legislative and institutional changes. If taken on board, these policy recommendations could hopefully go a long way in enhancing the GoZ's ability to realise the outcomes of the M&E institutionalisation process.

5.1 CONCLUSIONS

To realise the overall research purpose, the research was directed by the main research question namely, what were the key drivers for the institutionalisation of public sector M&E in Zimbabwe? The study was confined to the DIM&E in the OPC of Zimbabwe and bounded by a five years period, starting from 2015 to 2020. The sub-research questions were also developed and these included; how do the M&E building blocks impact on present-day institutional arrangements of public sector M&E in Zimbabwe?, what are the current challenges hampering the effective implementation of public sector M&E institutionalisation process in Zimbabwe? and, what plausible strategies can be employed to enhance the operationalisation of public sector M&E institutionalisation process in Zimbabwe? The following conclusions were drawn.

5.1.1 Drivers for the Institutionalisation of Public Sector M&E in Zimbabwe

The study concluded that the key drivers for institutionalising public sector M&E in Zimbabwe included the need to promote accountability and transparency in the public sector. This was against the backdrop of the political changes in the country which has seen the new administration that assumed the reins of power in 2018 placing a higher premium on the need for having the M&E system. M&E is also seen as a performance measurement tool that could aid the development and management of government-funded programmes, projects and policies.

The need to comply with regulations from the donor community and development partners was also identified as one of the key drivers. Thus, the study concluded that the establishment of the

M&E system in Zimbabwe was an internally-driven process. This dispelled the commonly held view that the creation of M&E systems in Africa is an externally-initiated process. The need to promote programme and policy development informed by appropriate evidence and the fulfilment of section 9 (1) of the 2013 Constitution of Zimbabwe were also concluded as part and parcel of the drivers of the institutionalisation of public sector M&E in Zimbabwe.

5.1.2 Impact of the M&E Building Blocks on the Institutionalisation Process

The implementation of the RBM system in 2005, enactment of the M&E policy and the establishment and strengthening of M&E institutional framework were identified as some of the key factors that acted as the building blocks for the process of institutionalising M&E in Zimbabwe. It was concluded that these building blocks had and continue to have a bearing on the actual institutionalisation of M&E in Zimbabwe. The RBM system set the tone for the establishment of the M&E system given that M&E was implemented as part of the broader drive to inculcate the result and evidence culture in the public sector.

Notwithstanding the view that the promulgation of the M&E policy is not the fundamental condition for establishing the M&E system, it was concluded that the enactment of the M&E policy was an important milestone in Zimbabwe's quest to establish the public sector M&E system. The policy gave credence to the actual process of establishing the public sector M&E system since 2018. The establishment of the DIM&E as the lead agency in the OPC to oversee M&E related activities in government also enabled the implementation of the national M&E system. These factors altogether acted as the requisite ingredients that facilitated the process of institutionalising public sector M&E in Zimbabwe.

5.1.3 Challenges on the Institutionalisation of Public Sector M&E in Zimbabwe

The study concluded that the institutionalisation of public sector M&E is saddled with various factors hampering its effective implementation. These factors included the lack of public sector M&E technical capacity, selective stakeholder engagement, weak integration of the M&E system, lack of the M&E implementation framework, lack of operational autonomy for the DIM&E and lack of financial resources. The governance deficit characterised by centralised decision making and the lack of accountability and transparency has also stifled the effective institutionalisation process. Therefore, it is believed that if the following recommendations are

acted upon, they could hopefully go a long way in enhancing the institutionalisation of public sector M&E in Zimbabwe so as to realise the desired outcomes.

5.1.4 Recommendations to Improve the Institutionalisation of Public Sector M&E in Zimbabwe

In light of the challenges discussed, the study concluded that various strategies should be implemented to enhance the institutionalisation of public sector M&E in Zimbabwe. These strategies included that adequate budgetary allocations earmarked for M&E are made available across government ministries and departments, government should provide incentives to promote the supply and demand sides of M&E information in the public sector, adoption a multi-stakeholder approach in the M&E institutionalisation process, undertaking capacity building initiatives to develop, train, retain and develop public sector M&E expertise, the promulgation of an annual evaluation plan, integration and decentralisation of the M&E system and the effective utilisation of M&E information across various spheres of government. These recommendations were presented and discussed in detail in the following sections.

5.3 RECOMMENDATIONS TO IMPROVE THE INSTITUTIONALISATION OF PUBLIC SECTOR M&E IN ZIMBABWE

The recommendations were presented in light of the fourth research question which was centred on proffering recommendations for improving the process of institutionalising public sector M&E in Zimbabwe. These recommendations emanated from the findings emerging from the reviewed literature on the subject under investigation as well as data gathered from the field and experiences learnt from other jurisdictions. Therefore, the study recommended the following.

5.3.1 Budgetary Allocations Earmarked for M&E

The analysis of the 2021 national budget showed that M&E is one of the three sub-programmes of the Policy and Governance programme of the OPC. The programme seeks to promote accountability and transparency for quality service delivery. And, M&E is seen as one of the key sub-programmes that promotes the realisation of this strategic objective of the OPC. Chapter 4 of the M&E policy of Zimbabwe states that "a ten per cent (10%) of each programme or project shall be targeted to be set aside for M&E activities for the respective programme or project" further exhibiting the crucial role of M&E. A programme without adequate funding is a nullity. However, the OPC received a paltry ZWL$14, 260 million instead of the proposed ZWL$ 17,

846 million in the 2021 national budget. There also did not appear to be line items specifically for M&E related activities in the OPC budget estimates. This made it difficult to ascertain the criterion applied by the OPC to allocate funds earmarked for M&E and that downplays its critical role in the achievement of the strategic objective of the OPC.

An official who identified as one of the M&E focal persons in the DIM&E highlighted the need to have M&E related programmes receiving specific funds from the Treasury in each financial year. She further argued that this could guarantee the financial autonomy of the DIM&E. To this end, the study recommended the formulation of clear and specific M&E budget line items by the OPC when formulating the budget estimates for consolidation by the Treasury in every financial year. This could enable the Treasury to allocate adequate financial resources meant to meet the M&E operational costs within the DIM&E.

5.3.2 Incentives and Multi-Stakeholder Buy-In

A pool of research participants largely from the private and NGO sectors revealed that of the selective approach to engagement results in a situation where the M&E institutionalisation process is being championed to serve particular interests in government. An official in the M&E department within the MoHCC noted that their department often got reports on workshops already done requiring them to merely action certain recommendations. As a result, a considerable number of the M&E staff show a lack of interest in implementing the M&E system as they do not perceive tangible benefits attached to it.

To that end, the study recommended that government applies a "participatory approach that emphasises the need for participation by different actors during the planning and implementation of the M&E systemto fully realise the benefits of the M&E system. The involvement of different stakeholders from the public, private and third sectors in the instutionalisation process could allow for inclusivity and buy-in that is necessary to guarantee the success of this process.

There is also the need to provide incentives for the change process in the form of M&E institutionalisation to occur. Without the use of relevant incentives, “there could be no desire or encouragement for performance improvement” (Mundondo, *et al*., 2019, p.17) and this has remained a challenge with most organisations and institutions. Giving incentives is key to influencing the change of behaviour and culture towards the new system. However, the process of incentivising should be done in a manner that will not slow down the change process as

people may become preoccupied with what they stand to gain over the actual operationalisation of the M&E institutionalisation process.

5.3.3 Capacity Building Initiatives

Whilst there is substantial appreciation of the M&E system in government, there is an urgent need to train government officials on the concept of M&E. This could aid in the understanding the national M&E agenda. Therefore, the study recommended investment in capacity building initiatives meant to train, develop and retain the right M&E personnel in terms of quality and quantity. These initiatives could be in the form of exchanges, study tours and workshops. As clearly encapsulated in Chapter 5 of the M&E policy of Zimbabwe, the OPC and the Public Service Commission are designated as the lead institutions in equipping M&E practitioners in the public sector. However, it is rather tomfoolery to expect these two institutions to be solely responsible for skills development in the public sector without being complemented by the vast M&E expertise readily available in the private sector and research institutions such as universities.

Therefore, regardless of which institution facilitates the training, the result of such skills development efforts should be geared towards producing skilled personnel capable of designing, implementing and managing effective M&E systems across the different sectors of government. The availability of skilled personnel could put to an end to the culture of making use of personnel without the appropriate M&E background to perform M&E-related functions.

In line with the need to entrench professionalism in the recruitment of personnel in government departments, the study further recommended limiting political appointments. Rather, the principle of meritocracy should be set forth in filling up existent technical posts and in staffing newly established M&E units in government departments and agencies. Political appointments have proven to be associated with the sense of entitlement. As a result, people do not perform optimally. Hence, the process of recruiting skilled people with the right qualifications and experience should be coupled with the formulation of performance targets between the employer and the new recruits in order to have a basis for measuring performance in the allocated M&E-related roles.

5.3.4 Promulgation of the Annual Evaluation Plan

The development of annual evaluation plan helps in making government departments and public institutions own their evaluation results. Thus, the study recommended that the GoZ should devise the evaluation plan with a national scope to oblige the different spheres of government to submit their evaluation proposals every financial year. These evaluation plans should encapsulate how the departments intend to evaluate the programmes, projects and policies in their jurisdictions. This could hopefully encourage the different tiers of government to own their evaluations. This could further ensure the actual utilisation of evaluation results across government departments.

The study also reveals that more emphasis is placed on monitoring without giving much regard to the critical role of evaluation. M&E are different yet complementary concepts and the institutionalisation process should ensure more investment on evaluations as well. This could help create and maintain an equilibrium between M&E and ensure the harmonisation and streamlining of M&E structures in the public sector.

5.3.5 Integration and Decentralisation of the M&E System

The location of the DIM&E in the OPC renders it susceptible to unwarranted political interference which could limit its operational autonomy. This could further limit the independence of the available M&E personnel to undertake politically unbiased and objective evaluations. In this vein, the study recommended the decentralisation of the M&E system. This could be done by establishing M&E units particularly in the local municipalities where corruption is rampant. Clear structural arrangements should be designed to ensure the objectivity and efficient coordination of the system from the center to the periphery. The integration process should also be supported by clear M&E reporting arrangements from the lower tiers of government to the DIM&E. This could allow for the feedback mechanism that could ensure that the centrally-determined programmes, policies and projects that are cascaded to the subsidiary levels of government are sensitive to the contextual conditions prevailing at the local level.

To add on, M&E is still perceived as an ‘add-on’ task and its inclusion in the mainstream programme management cycle is yet to be realised in Zimbabwe. Given the lack of a clear M&E methodology used across government, discretion is still exercised by government departments for 'when' and 'how' to monitor and evaluate public sector programmes. Therefore, is the study

recommended that the institutionalisation of M&E should not only involve the creation of structures and systems in government, but a clear methodology and/ or plan should be devised. This methodology should be fully integrated into the mainstream cycle of public sector programme management to guide the actual M&E of programmes, policies and projects across the board.

5.3.6 Effective Utilisation of M&E Information

The credibility of any M&E system is strongly hinged on the utilisation of the information it provides. This view can be augmented by Lopez-Acevedo, Krause and Mackay (2012, p.5), who argue that what defines a well-utilised M&E system is the extent to which "quality monitoring information and evaluation findings are produced and utilised extensively at the different phases of the programme cycle". For this occur, "it requires the presence of key drivers coupled with substantive demand from steering government departments" (Mackay, 2006, p.10). However, the utilisation of the M&E information to guide policy-making and public decisions remains an observable challenge in Zimbabwe.

The above challenge could be partly attributed to two factors. Firstly, the lack of entrenched M&E culture in government, coupled with the lack of M&E specialists. Secondly, there are various institutional and systemic determinants of government decision making, and M&E information is one of the many inputs to actual public decision making process. To this end, it is recommended that funds be availed to train and develop the few M&E personnel in government. This could be done through embarking on capacity building initiatives such as workshops and seminars where M&E personnel from the three sectors could share experiences and entrench learning culture in their respective institutions. Thus, the GoZ should create sufficient demand for M&E coupled with harnessing and taping into the private and voluntary sectors awash with M&E expertise.

In line with the above, it is recommended that organisational learning be cultivated and entrenched in public institutions. This could involve following up on the findings and recommendations of previous M&E reports. Such reports provide lessons drawn from the completed interventions and should form part of the baseline for the development of new government programmes and projects. The present M&E agenda globally advocates a learning

approach to M&E. That is, M&E should be treated as a governance mechanism whose ultimate end is to promote learning from previous initiatives in the formulation of new ones.

5.4 SUGGESTED AREAS FOR FURTHER STUDY

The study revealed that M&E is a recent phenomenon in Africa and the nature of its implementation should be alive to the existent conditions and demands of the local environment. Thus, research efforts should be directed to understanding the contextual factors that influence the approach to the setting up of M&E systems in Africa. This should be done with a view to discourage the straight jacket approaches to the implementation of national M&E systems so as to produce systems that are locally-driven and context-sensitive.

The lack of M&E capacity development remains a major obstacle hampering effective M&E practice in the Third world. This has been largely attributed to the paucity of institutions of higher learning offering M&E studies. This is further compounded by "a lack of coordination amongst universities to standardise curriculum and the absence of institutional mechanisms to regulate M&E education" (Mapitsa, Tirivanhu & Pophiwa, 2019, p.8). Therefore, it is pertinent to investigate the role of higher education institutions in institutionalising M&E education and standardizing M&E curriculum in the continent. This could improve local capacity and reduce the continued dependency on the donor-funded M&E consultancies from the Western world.

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APPENDICES

Appendix 1: Interview Guide

Focus Area	Question(s) to be asked	Aspects to cover and prompts	Possible Respondents
Background Information	1. May you briefly describe your current role in the institution and how it relates to M&E? 2. For how long have you served in this particular role? 3. What role have you played in the setting up of M&E structures and process in government/your department, if any?	- Relevance of the job to M&E - Practical knowledge of public sector M&E.	All
Drivers for institutionalising public sector M&E in Zimbabwe	4. In your view, what do you think were the drivers for institutionalising public sector M&E in Zimbabwe?	- Political and Economic considerations - Internal and External factors - Role of NGOs, M&E consultants	All
System readiness to establish a Public Sector M&E system	5. Ideally, the process of establishing the M&E system at government level requires the whole government system to be ready to have such a system. May you take me through the foundational factors/ building blocks that enabled the M&E system to be set up?	- existence of the M&E policy - human and financial resources availability. - engagement of stakeholders outside government -capacity of the system to generate and supply information. - clear organisational structure to ensure linkages of the system to key decision making processes.	All

Integration of M&E across government departments and in government planning and budgeting.	6. In your opinion and experience, how has M&E been integrated within and across different levels of government? 7. How does M&E inform government planning and budgeting each financial year?	-hierarchies within departments -positioning of M&E Units with government institutions. -institutional linkages for operational relationships and M&E coordination. - Budgetary allocations to the M&E Unit in the OPC -M&E structures at Provincial and local government levels	All
Use of M&E findings across government ministries and departments	8. In your experience, how are the M&E findings/ results shared and utilised across government ministries and departments? 9. Do you think these M&E findings and recommendations are effectively used? If not, what's hampering? 10. Can you give a specific example?	-Evidence use in policy making, programmes and projects improvement. - Receptive culture in which demand for and effective use of M&E findings can grow	All
Technical Capacity for M&E in the Public Sector in Zimbabwe	11. How would you describe the current M&E capacity in the public sector? 12. How do you suggest the current M&E capacity could be strengthened?	-M&E demand and supply matrix. - Relevant M&E practitioners in key government ministries and departments. -M&E capacity development programmes	All
Perspectives on the current state of M&E institutionalisation process	13. What is your view is the current state of the implementation of national M&E system in the country? 14. In your opinion and experience, what do you think are factors currently hampering the effective implementation	-Institutional, structural, contextual and systemic factors. -The "Them" and "Us" mentality, (M&E system being viewed as an externally driven initiative) -political gatekeepers.	All

	of the public sector M&E institutionalisation in Zimbabwe?	-utilisation of M&E in decision and policy making processes. -technical capacity issues.	
Recommendations	15. In light of the highlighted challenges, what do you suggest should be done to ensure the effective implementation of the public sector M&E institutionalisation process?	- Political will - Stakeholder engagement (across the political spectrum and civil society).	All
Conclusion	16. Have we missed anything you think is important regarding the institutionalisation of M&E?	- Any other areas of emphasis	All

Appendix 2: Research Approvals



All communications should be addressed to
CLERK OF PARLIAMENT

Fax: 252935

Ref: 12

PARLIAMENT OF ZIMBABWE
P.O. Box CY 298
Causeway
Zimbabwe
Telephone: 700181-8, 252931
252936/7, 252940/2
252945/6, 700923

Wednesday, 23 September 2020

817 Adylinn Township
Marlborough
HARARE

Dear Nodumo Moyo

RE: REQUEST FOR AUTHORITY TO CONDUCT RESEARCH

Reference is made to your letter dated 03 September 2020, wherein you requested for permission to conduct research, in partial fulfilment of the requirements for the degree programme you are currently doing.

Please be advised that the Clerk of Parliament has granted you authority to conduct the said research. You are requested to report to the Human Resources Department before you proceed with the research work.

We wish you all the best in your research.

Yours faithfully

Chingoma H. (Mr.)
Director - Human Resources
For: CLERK OF PARLIAMENT

CC: Mrs. L. Nyawo

E-mail: clerk@parlzim.gov.zw Website: www.parlzim.gov.zw

"A SAZISO 9001: 2015 certified organisation"

All correspondence should be addressed to

"THE SECRETARY"

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E-mail: mitt@indandcom.co.zw
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Private Bag CY 7708, Causeway,
Zimbabwe

ZIMBABWE

Reference: AP/33/565

MINISTRY OF INDUSTRY AND COMMERCE
Mukwati Building
4th Street/Livingstone Avenue
Harare
Zimbabwe

MINISTRY OF INDUSTRY AND COMMERCE
RECORDS
09 OCT 2020
P BAG 7708, CAUSEWAY
HARARE

07 October 2020

Mr Nodumo Moyo
817 Adylinn township
Marlborough
Harare

REQUEST FOR PERMISSION TO CONDUCT A RESEARCH STUDY IN THE MINISTRY OF INDUSTRY AND COMMERCE

Reference is made to your application letter dated 31 August 2020 requesting permission to conduct research on "**Drivers for the implementation of Public Sector Monitoring and Evaluation in Zimbabwe from period of 2015 - 2020.**"

Please be advised that your request to conduct the research within the Ministry has been approved. Please note that you **must** submit a copy of your final dissertation to this Ministry for record keeping.

W. R. Kaerezi (Mr)
For: SECRETARY FOR INDUSTRY AND COMMERCE

288 Herbert Chitepo Ave
P.O. Box CY911, Causeway
Harare
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19 October 2020

Wits School of Governance

2 St David's Place, Johannesburg

2050, Parktown

South Africa

Dear Sir/ Madam

Re: CONFIRMATION OF ACADEMIC RESEARCH

This letter serves to confirm that Mr. Nodumo Moyo (Student Number: 1928119) who is enrolled for a Master of Management in the field of Governance with a specialization in Monitoring and Evaluation programme in the Wits School of Governance at the University of the Witwatersrand carried out research interviews on the 16th of October 2020 at our organisation as part of his data collection process for his research entitled: ***Drivers for the Institutionalisation of Public Sector Monitoring and Evaluation in Zimbabwe***. As the Zimbabwe Evidence Informed Policy Network (ZeipNET), we wish Nodumo well in his academic endeavours.
Should you require further information, do not hesitate to contact the undersigned.

Yours faithfully

Mr. Gilchriste Ndongwe
Director
Email: gilchriste@zeipnet.co.zw/ gilndongwe@gmail.com

ZeipNET

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Zimbabwe Evaluation Association

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10 November 2020

Dear MR. NODUMO, MOYO

Re: APPROVAL TO CONDUCT ACADEMIC RESEARCH INTERVIEWS

I write to inform you that your request to conduct academic research interviews at the Zimbabwe Evaluation Association (ZEA) has been approved. You are further advised that the interview(s) will be held online and this is due to the lockdown measures put in place by the government to prevent the spread of the Corona virus pandemic. Therefore, it is your responsibility to facilitate the process of the online interviews using the contact details already availed to you via email.

Do not hesitate to contact us if you require clarity on any of the issues contained on this letter.

Yours sincerely

Shylock Muyengwa, PhD
ZEA President
Email: president@zea.org.zw
Cell: +263779970322