

Assessing challenges in the implementation of
performance monitoring systems in Department of Public
Works

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Witwatersrand

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DECLARATION

I declare that this thesis/dissertation titled ‘Assessing challenges in the implementation of performance management systems in department of Public Works’ is my own, unaided work. I have acknowledged and referenced all sources that I have used and quoted. I hereby submit it in partial fulfilment of the requirements of the degree of Master of Management (Public sector monitoring and evaluation) in the University of the Witwatersrand, Johannesburg. I have not submitted this report before for any other degree or examination to any other institution.

Dineo Motsoeneng

Johannesburg, March 2018

ABSTRACT

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Thesis title: Assessing challenges in the implementation of performance monitoring systems in department of Public Works

The 1990s saw a shift in public service organisations that required that there be more accountability and a service delivery orientated public sector, this brought about the new public management theory. This meant that the challenges faced by organisations would not only be limited to budget spending but would increase accountability and the efficient use of allocated resources (Umashev and Willett, 2008). Performance monitoring systems gained prominence in South African government in 2006 after the launch of the Government-wide Monitoring and Evaluation System. This meant that should the implementation of this programme go well it would assist government in achieving its policy outcomes and overall impact.

However, Cloete and Coning (2011) point out that the presence of a policy does not necessarily mean there will be effective implementation. The department of Public Works has received findings over the quality of performance information and the ineffective performance monitoring system. Therefore, the research intends to assess the challenges in the implementation of performance monitoring system in the national department of Public Works. The paper seeks to detail the problem and identify the knowledge gap; we further establish a conceptual framework that will assist in the interpretation of the research findings. The research proposes to carry out this research using a qualitative research strategy, using a case study design administered through an interview schedule, which will assist in gathering data to assess the challenges within the department.

Key words: Policy Implementation, performance-monitoring systems, management, performance management, monitoring and evaluation, theoretical framework, conceptual framework

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1.1 Background

Prior to delving into the research problem statement (Section 1.2.1), followed by the research purpose statement (Section 1.2.2) and also the research questions (Section 1.2.3) this chapter seeks to introduce the terms and concepts employed to conceptualise the research. Furthermore, Section 1.1.1 introduces the implementation of performance monitoring systems whilst Section 1.3 discuss the delimitations of the research. Furthermore, Section 1.4 provides justification of the research whilst Section 1.5 provides a preface to the research report.

1.1.1 Performance monitoring systems in South Africa

Gorgens and Kusek (2009) have conducted research on the importance of the public sector using credible monitoring and evaluation systems to track service delivery and organisational performance. The need for these monitoring systems emanates from the pressure received from citizens that expect accountability for the state resources used. Brown, Kerry and Waterhouse (2003), stress that the importance and success of these systems lies in the ability to structure the systems according to the institutional arrangements of the organisation. Until the 1980s programme evaluation research was unknown in the South African sphere, only in the 1990s was there interest in the subject (Abrahams, 2015). Furthermore, in the early stages of monitoring and evaluation in South Africa the use of performance monitoring systems was limited to NGO's in order to motivate to get further funding from donors (Abrahams, 2015).

In 2007, the Government Wide Monitoring System Policy Framework was introduced in South Africa and later, augmented by the Framework for Managing Programme Performance Information. This was then followed by the establishment of the National Department of Public Works in January 2010 (Mouton, 2010). It is for this reason that the national Department of Performance Monitoring and Evaluation introduced performance-monitoring systems in South Africa to ensure that government would be held accountable. Subsequently, all government departments in South Africa were expected to have designated Monitoring and Evaluation units which would specifically deal with the measurement of performance (Abrahams, 2015). The country has a

number of statutory bodies that are tasked with the responsibility of the overall monitoring and evaluation of all government departments being the Public Service Commission and the Department for Planning, Monitoring and Evaluation (Abrahams, 2015). The utilisation of monitoring and evaluation in South Africa was spurred on by the introduction of Millennium Development Goals which necessitated the need to be constantly monitored to ensure that those goals would be met (Mouton, 2010). Furthermore, the South African government introduced the twelve outcomes that need to be monitored and evaluated.

The introduction of New Public Management redefined the nature of governance in the public sector which then led to Monitoring and Evaluation emerging as an important tool in governance, mostly to derive public value and to ensure accountability (Kersbergen and Waarden, 2004). Additionally the introduction of New Public Management meant that aspects such as human capacity and politics involved in running the public service were brought together, this is likened to the performance monitoring system (Gruening, 2001). The performance monitoring systems are crucial in government as they have the ability to ask the what and how questions which are crucial in assisting organisations to reach their set targets through effective implementation (Ferreira and Otley, 2009).

In summation, South Africa has established performance monitoring systems that are governed by the National Treasury, Public Service Commission and the National Department of Planning and Evaluation.

1.1.2 History and Description of the National Department of Public Works

The National Department of Public Works thereafter referred to as (NDPW) is the custodian of all state-owned assets. NDPW provides accommodation to all government departments and is also spear heading the Expanded Public Works Programme in the country, whilst ensuring that there is transformation in the construction and property industry. The NDPW was mandated to perform the above responsibilities through Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996), the annual Appropriation Act, and The State Land Disposal Act (Act No 48 of 1961).

The department is tasked with providing accessible and dignified infrastructure to the public (Department of Public Works Strategic Plan, 2015). The department implements this vision through its mission statement, which aims to ensure that the built environment has strategic leadership whilst establishing legislative prescripts (Department of Public Works Strategic Plan, 2015). Furthermore, the department is aligned to three national outcomes to create employment and building a developmental state (Department of Public Works Annual Report, 2016). To this end, the department champions the Expanded Public Works Programme which aims to create sustainable job opportunities to circumvent the scourge of unemployment by creating six million opportunities. The legislative mandates that underpin and govern the national Department of Public Works are the white paper from 1997 and 1999 that set out the policy objectives of the construction sector.

The department is broken down into two different sections namely: Department of Public Works (DPW) and the Property Management Trading Entity (PMTE). The decision to separate the department into a trading entity was taken in 1999 in cabinet, yet the establishment of PMTE took much longer. However, in 2006 National Treasury finally approved the establishment of the entity which would serve as the department that would manage funds recuperated from client user departments (Department of Public Works Strategic Plan, 2015).

1.2 Challenges in the implementation of performance monitoring systems in the National Department of Public Works

1.2.1 The research problem statement

The scrutiny of the public sector and its use of state resources intensified in the 1980s due to the lack of accountability and ineffectiveness in addressing service delivery (Van der Waldt, 2014). This led to the realisation that performance information ought to inform management decisions to ensure that there is organisational improvement in the public sector. According to Van der Waldt (2014), it is no longer enough for government to concern themselves with inputs and activities on service delivery, rather emphasis should be placed on outcomes and impact made in the community. The Public Finance Management Act (PFMA) of 1999 (Act No. 1 of 1999) (as amended by Act No. 29 of 1999) together with the Public Service Act of 1999 until 2005 were the only frameworks historically used to ensure that Accounting Officers are held accountable on performance matters of their departments.

Policy implementation is part of the policy cycle process yet it does not receive enough attention as most assume once a policy is drafted and approved, implementation is automatic. However, Erasmus and Gilson (2008) indicate that policy makers are unaware of the discretionary power that is yielded by implementers, as implementation is not as straight forward as expected. This would seem to be the case in the national Department of Public Works, which has a performance monitoring system policy in place yet the implementation thereof, appears not to be effective and efficient in assisting performance in the department. The development of the government wide monitoring and evaluation system framework in South Africa did not guarantee that departments would have effective internal monitoring and evaluation systems to monitor spending on programme allocated funds linked to performance outcomes.

Heinrich (2002), points out that the design and implementation of performance monitoring systems is crucial as its effectiveness lies in its ability to promote government accountability. Cloete (2009) further argues that the presence of a government wide monitoring and evaluation system does not guarantee that service

delivery will improve, as the presence of a system does not equal seamless implementation and use thereof. Yetano (2013) further suggests that government needs to instil a performance driven culture through performance monitoring systems, which promote the effective and efficient utilisation of state resources. In order to achieve this desired outcome, the institutionalisation and implementation of monitoring systems is crucial.

The National Department of Public Works Annual Report of 2015/16 financial year mentions that one of the weaknesses in the management of the department is the lack of integration between performance information and management decisions taken in the department to improve organisational performance. This finding confirms the argument by Halachmi (2002) that the effective use of performance information leads to improved organisational performance whilst fostering greater accountability. Even though the department has a strategic management unit and a monitoring and evaluation unit under the governance, risk and compliance branch, responsible for ensuring that the departments' strategic goals are captured clearly in order to ensure the implementation thereof. To date, the department continues to face implementation challenges that hamper the seamless introduction and running of the performance monitoring system. In this regard, the research seeks to assess the challenges in implementation of performance monitoring systems in the Department of Public Works.

1.2.2 The research purpose statement

The purpose of this research is to assess the challenges in the implementation of performance monitoring systems. For monitoring systems to run efficiently there needs to be an ongoing feedback cycle between assessment, evaluations, monitoring and implementation. This research aims to investigate the challenges faced by the national Department of Public Works in the maintenance of this feedback cycle. First, literature reviewed on implementation of performance monitoring systems will be conducted to fully grasp the challenges encountered both nationally and internationally. Second, the research seeks to develop a theory of change and other documented frameworks, which will assist in identifying causal links between formulation, decision-making and implementation. In addition, to assist in assessing whether the department of Public

Works follows the process that will yield desired outcome. Third, the knowledge gap identified through reviewed literature, assisted in developing a conceptual framework to guide how the research progressed beyond literature review. Fourth, we selected an appropriate research strategy, research design, procedures and methods to assess the challenges in the implementation of performance monitoring systems in national Department of Public Works. Fifth, we collect and analyse data to ascertain whether processes followed in the implementation of performance monitoring systems in national Department of Public Works are in line with theoretical frameworks. Lastly, based on the research findings and analysis thereof, we conclude on features crucial to Department of Public Works achieving the successful implementation of a performance monitoring system

1.2.3 The research questions

In light of the above considerations, the following questions attempt to assist in addressing the research problem:

- 1.2.3.1 What processes are in place in the national Department of Public Works to ensure effective implementation of performance monitoring system?
- 1.2.3.2 What challenges are faced in the implementation of performance monitoring systems in the national Department of Public Works?

1.3 Delimitations of the research

Delimitations of the research are components that the researcher decides to either include or exclude which provides the confines of the research (Flick, 2014).

Literature review conducted pointed to the research being based within the public policy broad field of study; after further interrogation, the literature revealed that the research should focus on one of the policy cycle frameworks. The policy cycle framework has five components, namely agenda setting, design formulation, decision making, implementation and evaluation (Cloete and Coning, 2011). All components are equally important however; this study will only focus only on implementation as the missing link after decision making and formulation is mostly ignored (Fischer, Miller and Sidney, 2007). Furthermore, literature points to the need for a policy to be tested to ensure its success yet that is not the case with a number of policies. Cloete and Coning (2011) posits that government commissions a number of policies that encounter challenges come implementation time due to the expectation that implementation stage is automatic. Therefore, this postures a challenge to effective and seamless implementation of performance monitoring systems that assist government in measuring the impact of policies and to further improve service delivery (Moore, 1995). Furthermore, for the purposes of this study, the two components of implementation being management and monitoring are assessed through the research questions to determine how the two are often ignored when implementing policies.

1.4 Justification of the research

Preliminary analysis suggests that although there are studies on implementation of policies, there are limited research studies that assessed the challenges in implementation of performance monitoring systems. Goggin (1986) posits that the challenge in implementation of performance monitoring systems stems from the temptation by scholars to research multiple variables. This has led to the inaccurate belief that because other components in the policy cycle are efficient that would automatically translate to effective implementation (Fischer, Miller and Sidney, 2007). Furthermore, it is important to highlight that implementation is part of the policy cycle process yet it does not receive enough attention as most assume once a policy is drafted and approved, implementation is automatic. This is however, not the case as literature suggests that

theorists from both the bottom and top down approach have a different view on how implementation should take place (Goggin, 1986). It is for this reason that this research assesses challenges encountered in the implementation of a performance monitoring system in the national Department of Public Works. Furthermore, this research study therefore identified a knowledge gap that can be used in other studies that have challenges in the implementation of performance monitoring systems. Gorgens and Kusek (2009), highlight a very important step in their results based management system called readiness assessment; any organisation that plans to implement a successful system should undertake such an assessment using the theory of change. Therefore, this research seeks to discuss performance monitoring implementation in the department whilst, using the policy process cycle.

1.5 Preface to the research report

To this end, the report has six chapters. The first chapter is an introductory chapter, which highlights the description of Public Works, the research problem statement, research purpose statement, research questions, and the delimitations of the research and the justification of the research.

Chapter 2 provides a literature review that delves into the theory of policy implementation, performance monitoring frameworks, theory of change and systems thinking theory that provide insight to the research problem. Past studies were also explored in a quest to examine factors that address challenges and successes in the implementation of performance monitoring systems. This chapter further provides the explanatory framework and the conceptual framework of the research.

Chapter 3 discusses the research strategy employed by the researcher, the design, procedures, reliability and validity measures as well as research biases and limitations. Furthermore, data collection methods employed to collect and analyse data are discussed. The chapter also further provides insight and clearly outlines the justifications for the chosen approaches, whilst also highlighting previous studies that have also employed the research strategies chosen for this research.

Chapter 4 concentrates on the research findings and the themes that emanated from the application of the research strategy employed to answer the research questions.

Furthermore, Chapter 4 presents the research findings which are guided by attributes outlined in Chapter 2.

Chapter 5 presents and discusses the findings, using the theory of change and systems thinking theory respectively, developed in Chapter 2 to interrogate our research results while Chapter 6 summarises and concludes the research whilst providing the limitations encountered during the research and offering recommendations to be considered.

2 REVIEWING LITERATURE TO DERIVE THE CONCEPTUAL FRAMEWORK

This chapter has four broad objectives; namely to understand the research problem (Sections 2.1). In Section 2.2, we review literature that assisted in providing historical information of the intervention under the study. Furthermore, to identify the knowledge gap (Section 2.3), to develop a theoretical framework for interpreting the findings (Sections 2.5, and 2.6), and to conceptualise the research approach (Section 2.7). Specifically, in Section 2.1, the study briefly describes the research context in preparation for Section 2.2 in which we detail the research problem. In Section 2.3, we review literature on studies that have attempted to decipher challenges that are faced by organisations in the implementation of performance monitoring systems. With this knowledge, the research is situated within policy implementation and its key components and attributes in Section 2.5. Having identified implementation theory, systems thinking theory as well as theory of change as the most relevant explanatory frameworks for the research, the discussion of this theory is in Section 2.6. The last Section 2.7 provides a road map of how this research intends to assess challenges in the implementation of performance monitoring systems in the National Department of Public Works.

2.1 The National Department of Public Works in context

The following section (Section 2.1.1) seeks to briefly discuss the National Department of Public Works focusing on the governance, risk and compliance branch, which is tasked with the monitoring, reporting and evaluation of implementation of policies, programmes and projects.

2.1.1 The National Department of Public Works in context

The National Department of Public Works thereafter referred to as (NDPW) is the custodian of all state-owned assets in the Republic of South Africa. NDPW provides accommodation to all government departments, whilst also creating job opportunities through the Expanded Public Works Programme and ensuring that there is

transformation in the construction and property industry (NDPW annual report 2014 – 2015). The NDPW was mandated to perform the above responsibilities through Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996), the annual Appropriation Act, and The State Land Disposal Act (Act No 48 of 1961). The department is governed by legislative and various other mandates, such as: constitutional mandate; Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996). The department performs its mandate governed by the following Acts: the Government Immovable Asset Management Act, 2007 (Act No. 19 of 2007), this act is in place to ensure that the country has a competent immovable asset management mechanism (National Department of Public Works Strategic Plan, 2015). Construction Industry Development Board Act, 2000 (Act No. 38 of 2000) and the Public Finance Management Act, 1999 (Act No 1 of 1999).

The department is divided into an administrative component, which is named Public Works and Property Management Trading Entity (PMTE). The division came after many years of consultation where cabinet approved the State Property Agency (SPA), which would concentrate on managing the state's immovable assets in 1999. However, the cabinet approval did not necessarily mean that the establishment of SPA would lead to its implementation. In 2002, National Treasury and Department of Public Service and Administration Technical Committee recommended that a trading entity be established, this would be the first step towards the separation of DPW and PMTE (Strategic Plan, 2015).

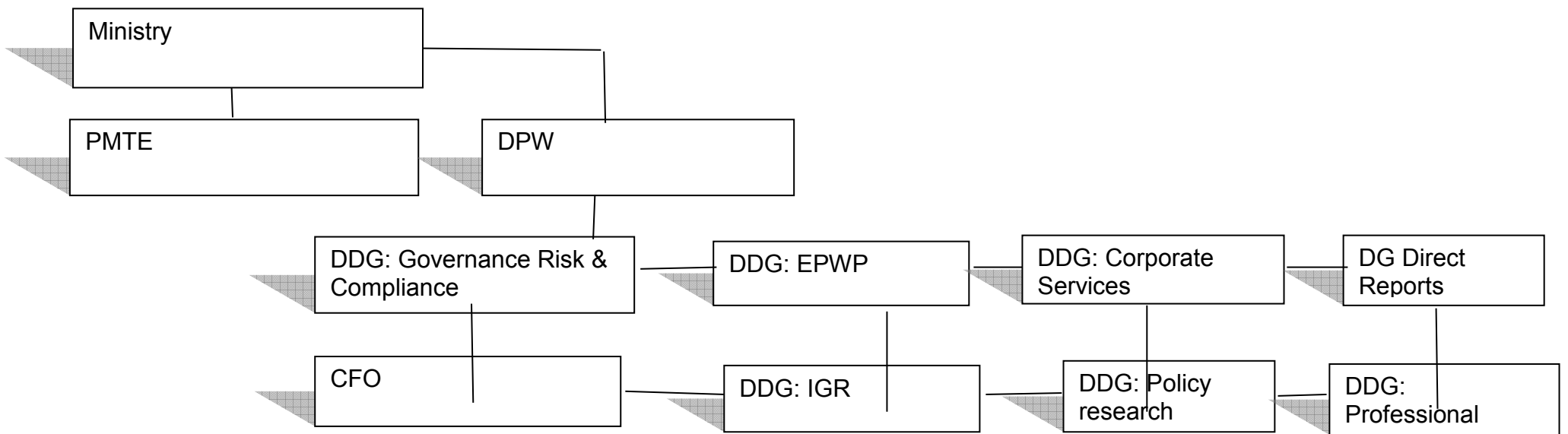


Figure 1: Organisational Structure 1

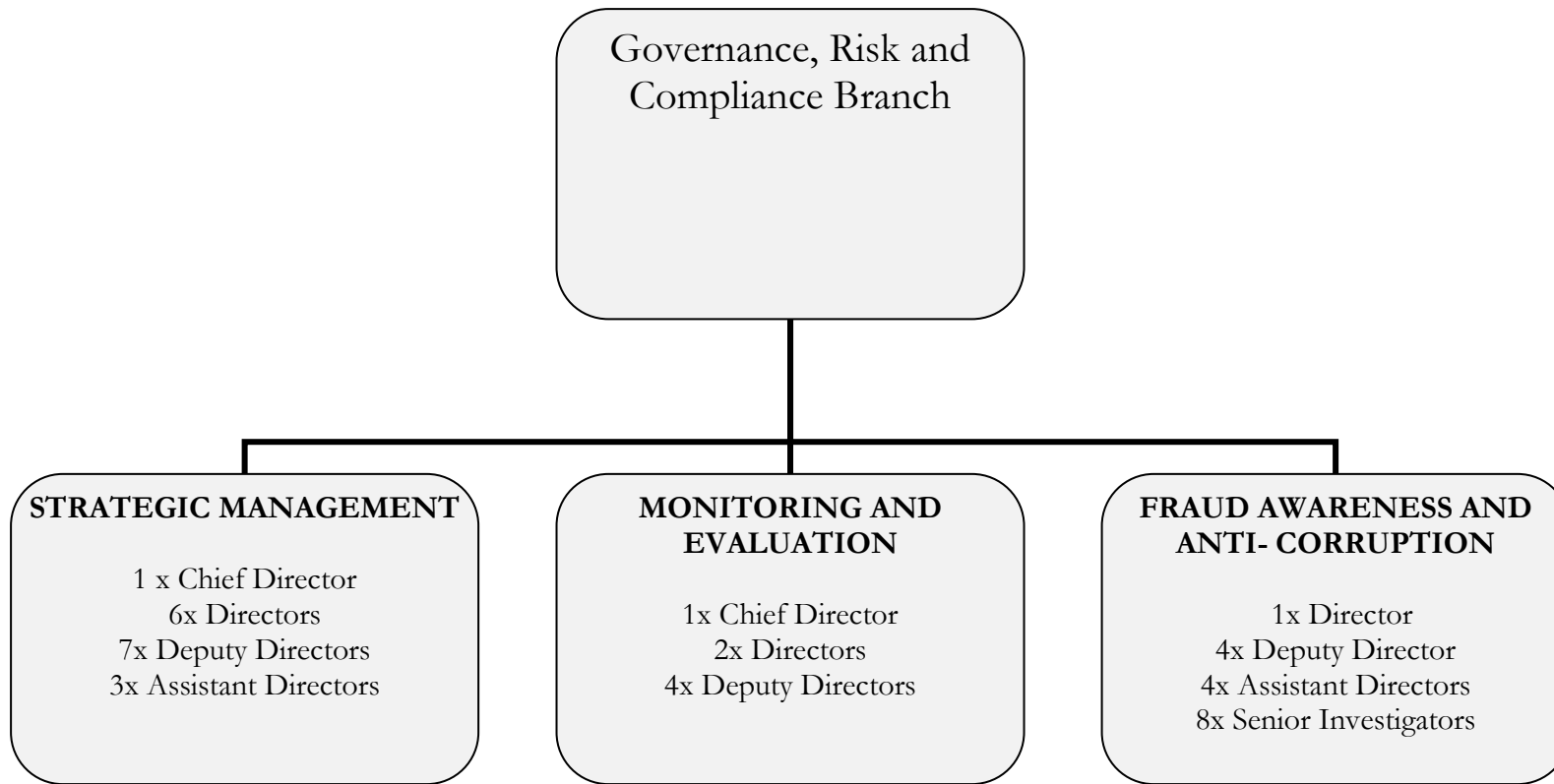


Figure 2: GRC Branch Structure

2.2 Implementation challenges in the National Department of Public Works

In this section, the research analyses the implementation challenges in the national department of Public Works. Section 2.2.1 discusses the strategies and interventions designed to ensure service delivery in public sector organisations. Section 2.2.2 discusses the root causes, symptoms and consequences of the implementation challenges in the department. Section 2.3 discusses previous studies that have focused on similar research highlighting the purpose, methods, analysis, theory, results and conclusions

2.2.1 Implementation strategies and interventions in performance monitoring systems

The 1990s saw a shift in public service organisations that required that there be more accountability and a service delivery orientated public sector, the new public management theory meant that the challenges that faced organisations would not only be limited to budget spending but would increase accountability and the efficient use of allocated resources (Umashev and Willett, 2008). It is for this reason that performance-monitoring systems have become important in the public sector, the challenge lies in the implementation of these systems. Newcomer (2003), mentions communication, technical skills, political influence as some of the challenges that organisations face when implementing performance-monitoring systems. Taylor and Taylor (2013) however, explore the six factors that contribute to the effective implementation of a performance monitoring system and whether these six factors are tailored per public sector organisation. These factors are part of the policy cycle process, which are formulation process, implementation process, information systems support, organisational learning, management culture and leadership (Taylor and Taylor, 2013).

The National Department of Public Works (NDPW) has been experiencing challenges due to underperformance and not achieving its targets for the period during 2006 – 2014 (Strategic Plan, 2015). These challenges resulted in the department receiving audit findings during two consecutive years between 2010/2011 and 2011/2012 financial

years, this was largely due to lack of implementation of the PMTE (Strategic plan, 2014). Newcomer (2003) further suggests that the ability to define and measure performance by external stakeholders in the public sector is an arduous task. An action plan termed turnaround strategy launched in 2012 to assist the department in placing measures to ensure that the department combats poor management culture that was in place. The turnaround strategy sought to address the efficiency, effectiveness and economic aspect of the department, is divided into three phases being the stabilisation phase through the through the establishment of the business improvement unit which was tasked to manage all business interventions. The move by the department to establish a strategy is supported by (Pollanen, 2014) that senior management ought to maintain and establish internal controls that will assist in monitoring the effectiveness of interventions.

The department reported that the stabilisation phase ended on 31 March 2014 achieved the implementation of PMTE, populating 98% of the asset register. Pollanen (2014) suggests that performance-monitoring interventions should include appropriate processes that are in alignment with the organisations strategy and goals. Using the strategy the department was able to move from a disclaimer to a qualification and an unqualified audit in years 2011/12 and 2012/13 respectively (Strategic Plan, 2015). The second phase started 01 April 2014 where the department identified mechanisms and projects to improve the efficiency of the department (Strategic Plan, 2012). Some of the projects identified were; the development of the Service Delivery Improvement plan in accordance with government regulations, combating fraud and corruption in the department (Strategic Plan, 2012).

2.2.2 Root causes and consequences of implementation challenges of performance monitoring systems in the National Department of Public Works

The National department of Public works has a fully functioning Monitoring and Evaluation (M&E) unit, which is tasked with ensuring that the department implements its strategic goals and objectives effectively and efficiently. The M&E unit is governed by an internal M&E policy and the Framework for Managing Programme Performance Information issued by National Treasury. The department is required to have strategic and annual performance plans to ensure that policy objectives are implemented.

The internal audit report of 2015/16 auditing performance information cited the following findings that affect performance information: the lack of implementation of corrective actions results in the organisation not being able to achieve its strategic goals and achieve its mandate (Department of Public Works audit report, 2015). The department does not have a business model, integrated value chain, functional and effective Enterprise Risk Performance system, which compromises the quality of performance information. Non-compliance to performance reporting requirements have compromised the quality of the reports, as branches/units report on information late.

2.3 Methods, data, findings, and conclusions of studies on evaluations of implementation challenges

In this section, the research seeks to review methods, findings and conclusions of qualitative studies conducted in South Africa and other countries on the evaluation of implementation challenges faced in the public sector. The section concentrates on both qualitative studies and quantitative studies to illustrate the different methods one can employ to evaluate the research. However, qualitative studies is preferred for this research as it has rich data collected through structured and semi-structured interviews. This section further discusses the limitations of the studies in a quest to identify the knowledge gap for the research.

Research studies carried out in an attempt to understand implementation challenges have assisted in adding to the body of knowledge neglected in the past. Goggin, (1986) suggests that the studies to assess effective implementation by various scholars over the years sought to research too little cases but wanted to research multiple variables contained. This led to these case studies not being able to answer important questions such as the factors that affect implementation, the types of implementation and how these case studies would assist in building implementation research (Goggin, 1986).

Research methods used vary from case to case; it is for this reason that both qualitative and quantitative research studies are discussed to firstly show different methods used to conduct a study and to further present findings of both studies. Some conclusions

garnered from the data suggest that decisions and policy implementation plans drafted happen in management without thorough consultation from implementing agents. Policy making process needs to be an inclusive process, which involves the community and the implementing agents. In the section below qualitative research undertaken to assist in the findings

2.3.1 Qualitative research studies on implementation challenges of performance measurement systems

Umashev and Willett (2008) employed a qualitative study and used a case study on the challenges faced when implementing a performance measurement system. The Australian local government authority sought to implement the balance scored as the performance measurement system. The case study was spurred on by the introduction of the new public management theory that sought to increase accountability in government departments whilst also ensuring that the effectiveness and efficiency of these departments improved. The case study took into consideration the numerous factors that influence the success or failure of implementation of performance measurement systems.

Semi-structured interviews with senior managers in the local government authority were conducted to garner evidence on the effectiveness of the balance scorecard whilst also using document analysis to gain further information. Coding used to identify themes from the interviews enabled the researchers to unearth unexpected themes that provided further insight into the challenges that faced in implementation. The study found that the effectiveness of the implementation of the balance scorecard is determined by how well the balance scorecard is cascaded down. The research findings pointed out that the ability to cascade information effectively was not present, key performance indicators were not correctly reflected in the business units' strategies.

Which led to the inability to implement the departments overall goals which in turn posed a challenge in the implementation of the balance scorecard. The organisation had employed a top down approach, which proved to be inflexible resulting in the challenges encountered. In conclusion, the research found that communication and the

ability to cascade down information proves to be an effective way of implementing performance measurement systems.

Mills and Neely (2002) applied a qualitative research strategy and a case study research design to measure the success and failure of performance measurement initiatives. Prior to this research, action research case studies conducted in six manufacturing companies assisted in the follow up research discussed here. A group of senior managers from ten different companies formed part of the target group that would assist in the effective execution of this research. Semi-structured interviews with the twenty-five identified senior managers assisted in answering questions and confusion that arose from the cross-case analysis that took place prior. The semi-structured interviews took place over six workshops due to the size of the target group and the size of the establishment.

An analysis of the semi-structured interviews highlighted six key factors that have an impact on whether the implementation of performance measurement systems are a success or failure. Themes derived from the interviews assisted in narrowing the six factors derived from the interviews with the senior managers. The limitation of the study is that the implementation measures researched were limited to the executive measures and excluded supporting measures. In conclusion, the research discovered four findings that could assist other organisations in implementing their performance measurement systems. The findings are that the manner in which the performance measurement system is introduced in the organisation is important, secondly the strategic vision of the organisation has to be designed in a way that will be easily implemented. Other factors such as information being readily available for use is highlighted together with consideration of the consequences the generated information will produce (Mills and Neely, 2002).

Another study by Bourne, Hudson and Smart (2001) employed a qualitative research study and a case study research design to measure theory and practice in small and medium sized enterprises performance measurement systems. The research study used both structured and semi-structured interviews with eight managers and used participant observation to gather further information. The researchers used thematic coding to evaluate the interviews conducted, in order to differentiate between practice and existing theory. Data triangulation was one of the methods used to ensure reliability using

multiple data sources, methods and the use of multiple researchers. Research conducted yielded results that point towards the importance of strategic goals crafted in a manner that is clear and point to a specific purpose to ensure that alignment with operations is present. The study concluded that the challenges faced in the implementation of performance measurement system in small and medium sized enterprises can be attributed to strategic goals not being geared towards utilisation of current resources.

Van der Waldt (2014) embarked on a qualitative research study using a case study design to assess implementation challenges that face performance management systems in South African municipalities. Semi-structured interviews were employed to collect data from municipal managers, human resources managers, integrated development plans managers and section 57 managers; the questions posed were presented in a structured way but enabled further allowance to ask follow-up questions. The interview schedule used was piloted prior to being used to ensure that the questions posed were not ambiguous. The research used purposive sampling to identify the cases that they intended on working with due to the geographical proximity. In conclusion, the following challenges were derived from the research exercise; political meddling, the absence of implementation guidelines, changing of managers prior to completion of the implementation also play a role in hindering implementation of performance measurement systems (Van der Waldt, 2014). Performance measures are not adequately aligned to strategic goals resulting in implementation failure, the inability to use performance reports to guide and inform management are just some of the challenges faced in implementation.

2.3.2 Quantitative research studies on challenges in implementation of performance measurement systems

Taylor and Taylor (2013) conducted a quantitative study to test the factors that influence implementation of performance measurement systems in small and medium-sized enterprises and large firms. The research conducted employed contingency theory to assist in the proposed study into small and medium-sized enterprises and large firms. Six factors that enable the implementation process such as strategy formulation, organisational learning, executive leadership, implementation process, information

systems and quality management culture were used to assist the research (Taylor and Taylor, 2013). Research sampled 1117 United Kingdom manufacturing organisations questions administered through a questionnaire with forty two items yielded 349 responses, the responses were gathered utilising a five-point Likert scale. The hypothesis presented proved that small and medium sized enterprises are less likely to achieve their objectives, which would make implementation less effective.

Another study by Pollanen (2014) applied a quantitative research study on the use of performance measurement and control systems from Canadian organisations especially for compliance with regulatory requirements. The study seeks to highlight the link between performance measurement systems that have adequate measures, which are linked to the organisations strategy and objectives and the ability to assist in the alignment of both individual and organisational goals. A survey questionnaire served as the instrument to gather data from the selected sample of senior financial executives; the questionnaire was emailed to one thousand five hundred and sixty eight executives. Of that number a total of one hundred and three questionnaires were responded to having being correctly filled out. The study identified a number of factors that are faced when implementing performance measurement systems in an organisation; financial and human resources, technical expertise, management and organisational culture challenges amongst others. In conclusion, the study highlights how performance measurement systems play an integral role in the success of majority of organisations.

The literature studies reviewed which employed both qualitative and quantitative strategies reveal some crucial steps that are often overlooked when implementing performance systems. Furthermore, the use of communication as a tool to ensure effective implementation is not explicitly researched which creates a knowledge gap which the research seeks to address. The past studies further assist this research in employing methods such as semi-structured interviews to gather data as it will assist in gaining rich data using an interview schedule. This research further noted that past studies used a sample size of ten to twelve participants who were directly involved in the implementation of performance systems, this assisted the researcher in employing the same methods.

2.4 An introduction to Public Policy

The research seeks to assess challenges in the implementation of performance measurement systems; through the review of literature, public policy has been identified as the broad field of study. In section 2.4.1 the description of public policy is discussed, the purpose of public policy is discussed in (Section 2.4.2) whilst the major components are discussed in (Section 2.4.3). Section 2.4.4 describes the major processes of public policy, whilst section 2.4.5 and 2.4.6 discuss the established facts and key issues in public policy. The research further discusses policy implementation from (Section 2.4.7) up until (Section 2.4.13) at length.

2.4.1 Describing public policy

Public Policy points to the ability of a detailed framework to ask questions such as what, where and what difference does the intended intervention make to the community (Dye, 1976). Sabatier (1986) argues that policy analysis in the 1980s emanated from American studies and concluded that government organisations were incapable of implementing proposed policies. Further studies and scholars from Canada, Netherlands, Britain and Europe research policy analysis thus creating a body of knowledge where none really existed (Fischer, Miller and Sidney 2007). This has created a body of knowledge that has evolved and revived interest in public policy, notwithstanding the debates around the definition of public policy.

Cloete and Coning (2011) mention that there is no one clear definition for policy but a summation of a number of definitions is equally as effective. The definition that will be useful for this research paper is; a clear statement of intent by government coupled with a framework that clearly outlines the activities undertaken to improve or resolve developmental issues. This definition shows the link between the formulation and implementation of the proposed policy/policies. Public policy follows a cycle that seeks to assist policy implementers in achieving the set targets and objectives.

2.4.2 The purpose of public policy

In this section, the research seeks to identify and briefly explain the purpose of public policy and its importance in society.

Societal problems whether real or perceived demand attention from elected government in order to find means to address these problems. Politicians and policy makers ought to prioritise public policy analysis to assist them in making policy decisions; this is however not the case as policy analysts still argue that their recommendations are not taken into account (Fischer, Miller and Sidney, 2007). Public policy attempts to assist policy makers in formulating policies grounded in evidence by ensuring that research highlights interventions and programmes that have worked (Parsons, 2002). This approach points to evidence based policy-making; implemented strategies that have measurability in order to enhance the body of knowledge around public policy. Lasswell had envisioned public policy as an enabler to assist politicians to govern democratically through enablement of policy considerations instead of public policy merely used as part of managerial practices (Fischer, Miller and Sidney, 2007). Ultimately, the purpose of public policy is to enable participatory policy analysis that asks questions that seek to address societal problems by providing sustainable solutions.

2.4.3 Major components of public policy

In this section, the major components of public policy are discussed although not fully exhausted as the research focuses on policy implementation.

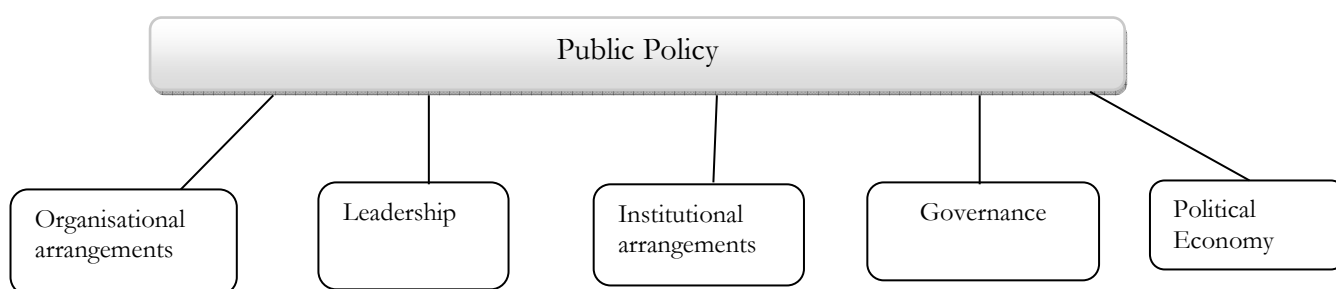


Figure 3: Components of public policy

2.4.3.1 Leadership

Smit, Cronje, Brevis and Vrba (2011) describe leadership as the ability of a group of people or individual to influence the behaviour of employees to achieve the goals of the organisation. Furthermore, leaders are identifiable by their ability to effectively communicate the organisations strategy but also creating an enabling environment that

allows employees to discuss and challenge those views (Parry and Thomson, 2003). This trait is particularly important as the ability communicate activities required to implement performance-monitoring systems to ensure its success.

2.4.3.2 Governance

Governance in the public sector is characterised by accountability, transparency, ethics and values. The need for the public sector to use state funds efficiently and effectively for service delivery is important. New Public Management (NPM) introduced by Hood in 1991, sought to redefine the way governance would be viewed in the public sector. This led to the evolved state of governance in the public sector over the years, through this evolution key words that underpin public sector governance are transparency and accountability (Kersbergen and Waarden, 2004).

Amos, Graham and Plumptre (2003:3) outline five principles from the UNDP used to test good governance namely 1) Legitimacy and Voice 2) Direction 3) Performance 4) Accountability 5) Fairness. Furthermore, (Van de Walle, 2005) further outlines six of the governance indicators used by the World Bank to measure the term good governance in a country namely the voice together with accountability, stability in the political sphere. The third process that government takes to ensure that it is effective, regulatory quality, whether the rule of law, and the extent that the organisation is able to ensure that corruption is minimised. The principles presented by the authors may use different words but are similar in the approach that good governance is measured.

2.4.3.3 Organisational arrangements

Efficiency and effectiveness are words synonymous with Monitoring and Evaluation, this analysis according to Bryce and Crawford, (2003) stems from the management stream of Organisational Performance Measurement within Organisational Effectiveness. Organisational culture is an important factor in how performance information will be viewed, this would mean that the alignment between the organisations strategy emanating from its vision and mission are aligned with the structure of the organisation (Smit, Cronje, Brevis & Vrba 2011). Organisations both in the public and private sector have a way of running their day to day business. Those

systems are characterised by individuals in an organisation that believe in the same assumptions and values (Nica, 2013).

Siew, (2004) highlights that not enough research has been undertaken to assess the link between organisational culture and performance culture. This notion is supported by (Yetano, 2013) when he mentions that the task of finding a way of how to effectively implement a performance management system whilst instilling a culture of improved performance in the organisation has proven to be difficult.

2.4.4 Major processes of public policy

In this section the research discusses processes employed in public policy; one of the forefathers of public policy Laswell identifies seven stages of the policy cycle. The stages are intelligence, promotion, prescription, invocation, application, termination and appraisal (Fischer, Miller and Sidney, 2007). These stages focus on the meaningful contribution and participation of the various actors in the policy process. It is however prudent to note the evolution of the policy cycle through the years as more scholars have researched the inputs and outputs required to attempt to solve societal problems. This cycle has five stages where societal problems are tabled first, followed by the formulation of the policy that will assist in addressing the problem, then the adoption/decision making stage which is preceded by the implementation of the intervention and the evaluation of the intervention to determine whether it was effective or not (Fischer, Miller and Sidney, 2007). Below is a schematic representation of a policy cycle and the discussion of its different stages, furthermore, policy implementation is discussed at length as the research focuses on implementation.

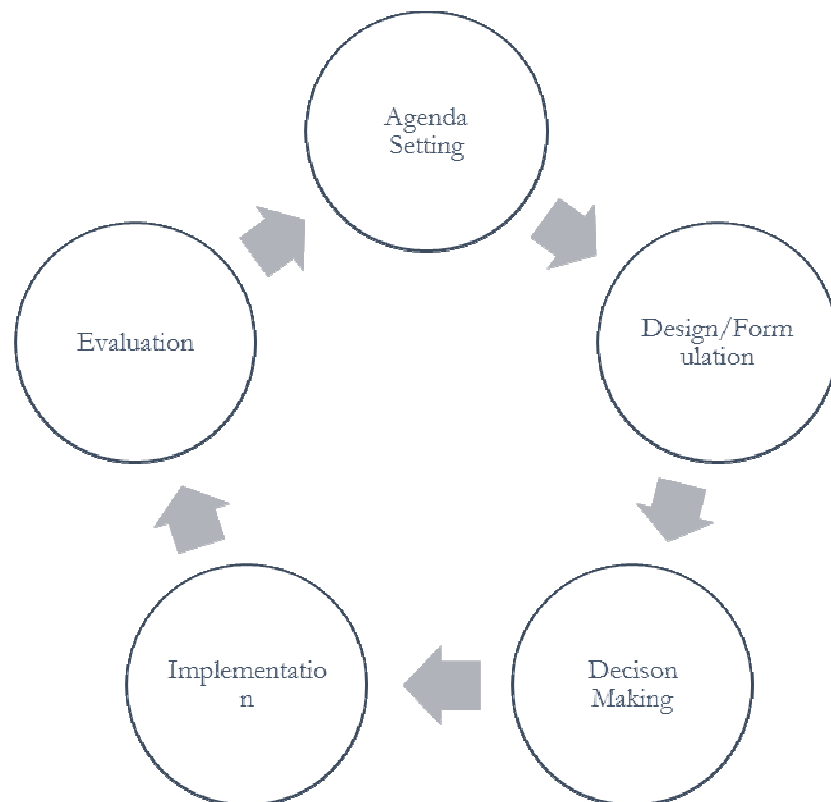


Figure 4: Policy cycle framework

2.4.4.1 Policy Agenda Setting

Societal problems are brought to the attention of politicians in the hope that the identified problem will be included in the policy agenda. Fischer, Miller and Sidney (2007), explain how the agenda is merely a list of societal problems that take precedence over other issues at a given time. The seriousness of these problems and how they are categorised is often determined by policy makers who are influenced by their environment, this can range from societal problems to political agendas; these influences are then channelled to form part of the policy cycle.

Cloete and Coning (2011), describe agenda setting as a measured way to ensure that public concerns are addressed in a way that clearly outline the problem, the solution and that key decision makers are lobbied in order for appropriate action to take place. Furthermore, Fischer, Miller and Sidney (2007), suggest that relevant actors both inside and outside of government influence the political agenda selecting issues that they deem to be important. Scholars such as Howlett, Perl and Ramesh, (2009) also refer to

agenda setting as problem recognition, due to the identification and realisation of the problems that affect citizens. This is the stage where questions such as what is the problem, who will address the problem and how the problem will be addressed are asked as they set the tone of which perceived problem should be tackled first (Cloete and Coning, 2011). It is however, important to note that not all problems receive the same attention as policy makers decide on which problems affect the public the most (Cloete and Coning, 2011).

2.4.4.2 Policy Design/Formulation

Policy design is the step in which the content of the policy is planned and developed to address the perceived issue, by identifying the goals and objectives (Cloete and Coning, 2011). Government programs emanate from this stage of the policy cycle; actions towards solving the problems are articulated formally into a policy document (Fischer, Miller and Sidney 2007). This stage in the policy cycle stresses the importance of identifying the difference between goals and objectives that are usually misinterpreted. There are a number of limitations that policy makers should endeavour to avoid namely: 1) Budget constraints 2) Political constraints 3) Organisational and technical constraints 4) Inadequate information 5) Legal constraints 6) Information overload 7) Fear of change 8) Over quantification 9) subjectiveness and 10) Inadequate satisfaction of divergent needs (Cloete and Coning, 2011).

2.4.4.3 Policy Decision Making

The decision making process is linked to the value that is derived from the intervention, it not only comprises of gathering the information and analysis; it further involves the main actors being government departments and private actors (Fischer, Miller and Sidney, 2007). The value of the intervention is determined by the community, which will benefit from the proposed intervention and what impact it has on their life. In this case, decisions that taken by government should ensure that they articulate and contribute towards change that is good for the community (Cloete and Croning, 2011). Decision makers form part of the community that formulates policies, creating strong

relationships called policy networks; these policy networks enable informal processes of policy formulation (Fischer, Miller and Sidney, 2007). Furthermore, informal interactions tend to have a strong influence on the end result that ultimately shapes public policy.

2.4.4.4 Policy Implementation

The expectation that after the decision making and formulation stage has been concluded, the policy has to be implemented is ideal yet reality says otherwise. Actions taken to implement proposed policies that are designed according to aims and objectives are not always implemented by the public sector (Fischer, Miller and Sidney, 2007). Policy makers not only realised that, once a policy has been formulated there needs to be a stage where the policy is tested by means of implementation thereafter an evaluation will be conducted. (Fischer, Miller and Sidney, 2007). An implementation plan needs to ensure that it has three attributes, which are; the plan has to be of public value, it has to be legitimate and politically sustainable and it has to be operationally and administratively feasible (Cloete and Coning, 2011). The research further discusses policy implementation in detail in section 2.4.1.

2.4.4.5 Policy Evaluation

Policy evaluation is a systematic assessment of whether an intervention has provided a solution to the community's problem and the impact thereof. Policy evaluation also assists government in assessing whether a program/project intervention has yielded the intended results. Furthermore, evaluation is not confined to a particular stage as evaluation is undertaken to a) learn from implemented policies, b) accountability c) measure progress d) test the feasibility of a suggested intervention (Cloete and Coning 2011). Evaluation can assist government to learn from implemented programmes by reinforcing good practices or discontinuing programmes that haven't worked (Fischer, Miller and Sidney, 2007).

2.4.5 Established facts in public policy

Laswell (1951) brought public policy to the fore with the intent of ensuring that policy sciences were given attention. Public policy scholars contend that their work is not used to inform management decision and whether policy sciences are used to determine the process and results that emanate from implementation of performance measurement systems (Fischer, Miller and Sidney, 2007). Public policy is inherently problem-orientated as they seek to address societal problems whether real or perceived and finding interventions that will solve those problems. The so-what question has always been an integral part of public policy as public sector policies should be geared towards the outcome and impact of the intervention (Fischer, Miller and Sidney, 2007). Policy sciences are geared towards meetings government goals and the improvement of government policies. This creates a situation where policy failures are directly linked to politics which is not always the case yet they cannot be divorced due to the inherent nature of elected government driving policy plans (Fischer, Miller and Sidney, 2007).

2.4.6 Key Issues in public policy

Public policy is multi-disciplinary which creates some confusion as it is not rooted in one theory. According to Fischer, Miller and Sidney (2007), public policy is not always viewed in a good light due to the failures in the implementation of interventions or interventions that do not yield desired results. Furthermore, because public policy decision making is done by bureaucrats public inclusion is not considered as this approach is viewed as too laboured resulting in limited public participation (Fischer, Miller and Sidney, 2007).

2.4.7 An Introduction to Policy Implementation

The word implementation is a doing word that infers that action needs to be taken to ensure the success of a policy. Hill and Hupe (2014), suggest that implementation is placed at output and outcome level which assists in the evaluation of a proposed policy. Policy implementation has gone through the process of being no importance in the policy cycle to taking prominence again (Toole, 2000). This obsession or lack of obsession where implementation is concerned has resulted in the resurgence of

implementation studies (Toole, 2000). In a quest to understand the challenges that one might encounter whilst implementing performance management systems, it is important to understand where these systems derive from. Cloete and Coning (2011) talk about Policy Management as the institutional as well as governance arrangements of government and society that influence how public policies are formulated and implemented.

A number of studies conducted on implementation emphasise on program implementation which leads to factors such as macro-level and political variables lost in the details (Mazmanian and Sabatier, 1979). Policy design and formulation is driven by societal needs, which in turn are implemented by government for the people (Hill, 2013). Research into implementation over the past 20 years has evolved, by going through three stages. The first being; that scholars thought that implementation would be an automatic step after policy decision making. The second generation of scholars disputed that assumption by arguing that implementation is more of a political process that tends to be equally as challenging as policy formulation (Cloete and Coning, 2011). The third generation sought to find a way that both theories could be used to ensure effective implementation; this birthed the hybrid theory (Hill, 2013). The debate between the three theories assists in bridging the gap amongst politicians that tend to think that policy implementation is merely a compliance issue (Hill and Hupe, 2014). The theories highlighted above will be unpacked further in section 2.4.13

2.4.8 Describing policy implementation

Policy implementation is seen one of the ways to test whether a policy is successful or not, this is done through using the policy to guide the steps necessary to achieve the strategic goal (Cloete and Coning, 2011). Moore (1995) purports that one of the most important factors of implementation is to ensure that service delivery rendered by government translates to public value by including a strategy on how implementation will take place. There are however, a number of disconnects between the intention and results where implementation is concerned (Cloete and Coning, 2011). Most often than not, policies are set out without having clear implementation guidelines to ensure the success of the project or programme (Howlett, Ramesh and Perl, 2009). This is further

highlighted by (Cloete and Coning, 2011) when they suggest that implementation is a mix of strategy planning, programme and project management.

Policy implementation should however, not be confused with policy formulation as it is a distinct and separate step in the policy cycle (Hill, 2013). Fischer, Miller and Sidney, (2007), support the separation of the two steps but concentrates on how the characteristics of formulation process have an impact on policy implementation. There is however, a tendency to evaluate policies in isolation and not take into consideration, the success or failure of the implementation of the policy (Hill, 2013). This notion also suggests that the various actors in the policy implementation process that are required to action this policy should be considered (O'Toole, 2000). In the same vein, political support and other external factors should be taken into consideration when implementing policy (O'Toole, 2000).

Policy implementation has two major components being management and monitoring, these components are further broken down into sub components that will be discussed in 2.4.4. The implementation process has received many debates as a clear distinction between policy formulation and policy implementation was not clearly outlined (Hill, 2013). This brought about a school of scholars who sought to make a clear distinction by providing research that would substantiate the importance of policy implementation. These scholars are categorised in three generations according to the research that they brought to the fore. The first generation of scholars believed in the top-down approach of policy implementation, the second generation disputed that approach and came up with the bottom-up approach. The third generation sought to merge these two approaches as they thought that both approaches had their benefits, this ultimately led to the hybrid approach (Hill, 2013).

2.4.9 The purpose of policy implementation

Policy implementation seeks to bridge the gap between policy expectations and the perceived policy outcomes (Hill, 2013). Policy implementation is the next step after policy formulation in the policy cycle, thus making implementation an important part of the cycle as it assist policy makers in determining whether the policy is viable (Hill, 2013). Over the years, policy implementation was no longer at the core of public

management and public policy (O'Toole, 2000). Policy makers however, recognised the importance of implementation and a number of designs and variables were brought to the fore (O'Toole, 2000). The recognition by scholars that policy implementation is a crucial step in the policy cycle was highlighted by numerous policy failures (O'Toole, 2000). The link between formulation and implementation can be loosely described as the intent of the policy and the action/s taken to implement the policy (O'Toole, 2000).

Research highlighted the confusion of policy makers as the assumption is that well formulated policies automatically translated to successful implementation (Hill, 2013). This assumption was unfortunately not correct as most policies never get to implementation phase or they fail at implementation phase (Cloete and Coning, 2011). With that in mind it is important to fully understand the implementation part in the public policy cycle. Implementation is the key to converting both financial and physical resources into tangible outputs that contribute to service delivery (Cloete and Coning, 2011).

Policy implementation is key, as one is able to amend and enhance the policy during or after implementation to ensure its success (Sabatier, 1986). The purpose of policy implementation then becomes crucial in testing of the objectives and goals set out by policy makers in alleviating or solving a perceived problem (Sabatier, 1986). Policy implementation also allows one to evaluate program effectiveness that allows for a thorough and holistic view of government performance (Sabatier, 1986). Implementation assists policy makers in developing institutional knowledge that assists policy makers in analysing actions that follow seeking to deal with a problem (O'Toole, 2000).

2.4.10 Major components of Public Policy Implementation

This section discusses the major components of public policy implementation

2.4.10.1 New Public Management

New Public Management (NPM) emerged in the 1970's shortly after the U.K experienced the economic recession, countries such as New Zealand and Australia adopted this new reform (Gruening, 2001). The new administration in the public service

named NPM can be described as a number of systems integrated together but they do not necessarily align (Bevir, Rhodes and Weller, 2003). The intention some might say was for NPM to combine the human relations factor and the politics of running the public service together (Gruening, 2001). NPM sought to change the way public sector conducted their business. The focus was more on management of the public sector instead of policy, with particular interest in performance management (Bevir, Rhodes and Weller 2003).

In this regard, private sector business processes were adopted and tailored to the public sector to be implemented in attaining good governance (Kersbergen and Waarden, 2004). NPM has however, been criticised for adopting private sector techniques that are no longer relevant to public administration sphere (Osborne, 2006). Andrews and Walle, (2012) further argue that the formation of NPM was driven by the notion that having one public bureaucracy was no longer efficient. In this regard more emphasis was placed on customer service and an introduction of Performance Management System. Diefenbach, (2009) mentions that NPM is characterised by components that talk to: 1) the strategy 2) how the organisational structure is 3) performance management systems 4) the management of the organisation and the managers 5) the employees and the culture that is inherited. These characteristics are similar to (Gruening, 2001) where he talks about 6 components namely: 1) The need for competition 2) ability to separate the organisation from politics 3) allowing managers to be responsible 4) increased accountability 5) budget monitoring 6) privatisation. These characteristics meant that government had to employ new tactics that would ensure that its systems run smoothly. In light of the above, (Therkildsen, 2001) suggests that the assumption is that when organisations increase transparency that automatically increases accountability is flawed, as some managers tend to hide behind autonomy. However, (Flynn, 2007) suggests that Public Value needs to be incorporated to NPM to ensure that a holistic approach to increase accountability and transparency is reached.

2.4.10.2 Change Management

There is no greater certainty than the ever changing dynamic of life and the world we live in, it is therefore prudent that people in organisations are able to adapt to the continuous changes (By, 2005). It is important for organisations to know that they are

not immune to the influences of change such as globalisation and economic crisis this realisation assists organisations to plan better for change (Cameron and Green, 2009). The need for organisations to plan for both external and internal factors that might influence them, and equip themselves to respond to change is one aspect that is often understated (Smit et al 2011). By (2005), further argues that change management then becomes a crucial part of any organisation as public service organisations needs to continuously assess whether its strategy, structure and capacity is suited to effect organisational needs of both internal and external clients. This then means that in order to implement effective performance management systems in a public service organisation, change management has to be incorporated to ensure a seamless process. Below change management is briefly discussed to highlight its relevance in policy implementation.

According to By (2005) the definition of change management is the organisations ability to continuously review and renew its strategic vision and structure to respond to the needs of its internal and external environment. This definition suggests that organisations need to always be aware of the changing environment however, organisations tend to be reactionary rather than proactive when it comes to issues like change management (Sohal and Waddell 1998). Change is often been perceived as a linear process, which is not always the case, as there are some factors that might cause change to take a haphazard cause (Fernandez and Rainey, 2006). Sohal and Waddell (1998), mention resistance as one of the factors that hamper change in an organisation resulting in the delay of strategic change. By (2005) furthermore, refers to those delays as discontinuous, incremental, smooth and bumpy incremental change as processes that can take place in an organisation. It is however, important to note that organisations tend not to have the capability to identify the types of change taking place as any delays in the change management process are viewed in a negative light (Sohal and Waddell 1998). Change management happens in different ways and differ from organisation to organisation and that is dependent on organisational culture from one public service organisation to another, notwithstanding the current change climate.

It is for this reason that managers and leaders ought to play a very critical role in bringing about organisational change, as one of the determinants of change

management success rely on the attitude and approach leaders take (Fernandez and Rainey, 2006). A public service organisation should ensure that managers and leaders are equipped with the skill of undertaking a task such as change management based on the inherent responsibility placed on them. Kavanagh and Ashkanasy (2006) highlight four direct links that can either hamper or propel effective change management in an organisation caused by leadership and the ability of an organisation to change. These links are the way in which the leaders of an organisation behave their ability to select and implement the objectives of management. Their ability to comprehend the structure, systems and culture of an organisation an understanding of the organisations and steps that management takes towards the change process that affect the way change in an organisation will be accepted.

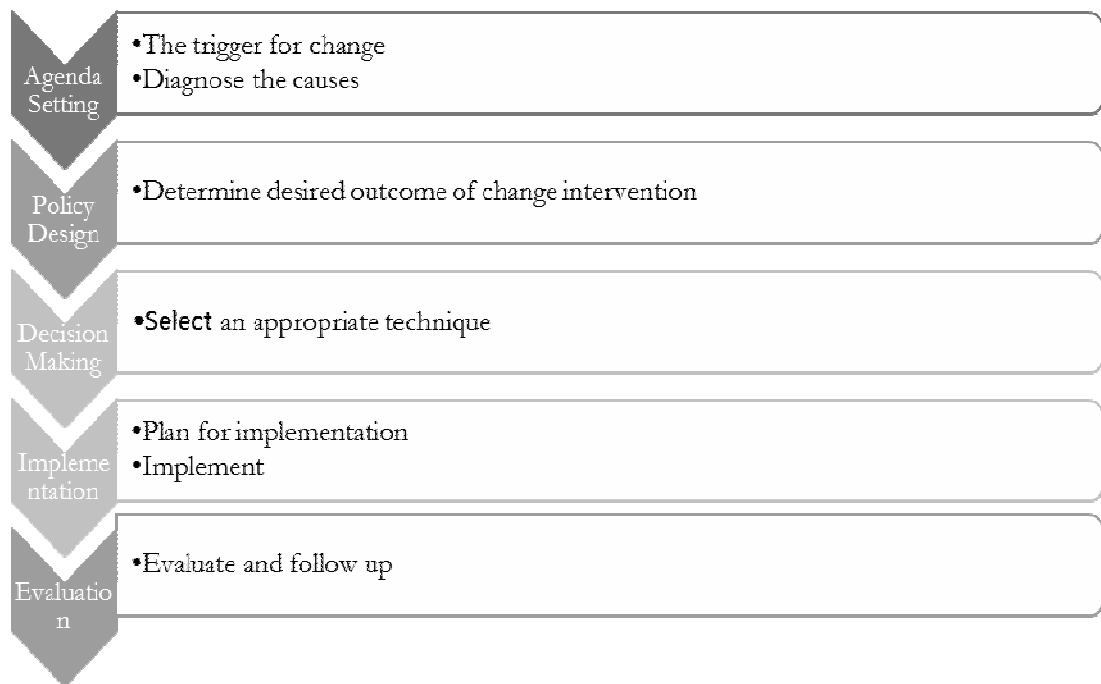


Figure 5: Schematic representation of a policy cycle and change management process

The above figure serves to show the alignment between a policy cycle and a change management process, the implementation of a performance monitoring system does not take place in isolation. Fernandez and Rainey (2006) echoes the importance of ensuring that the public service organisation together with its staff is well prepared for the

implementation of a new performance monitoring system and also outlines eight factors that are often overlooked during change management process. The need for public sector organisation to take lessons from the private sector is further reinforced as to promote flexibility that will allow the public sector to think of new ideas and being able to adapt to change (Parry and Thomson, 2003). Brown, Flynn and Waterhouse (2003) suggest that instead of only employing private sector change management processes a hybrid change model might be ideal to effect organisational change in the public sector.

2.4.10.3 Performance Management

Systems usually fail not because the system is bad, but because the implementation of the systems has failed. Propper and Wilson, (2003) suggests that this can be attributed to a number of factors such as leadership where managers find themselves reporting to more than one boss and performance management organisational culture which has an influence on how performance information is used in an organisation. A system failure can also be attributed to a lack of accountability and blatant disregard for rule of law and public value. It is for this reason that performance management systems and citizen based participation have been identified as one of the few ways to ensure increased accountability in the public sector (Therkildsen, 2001).

Flapper, Fortuin and Stoop (1995), infer that through performance monitoring an organisation is able to track their organisational progress. This explanation ties in with (Waal, 2003) definition of performance management systems as performance information routines that management use to check trends in an organisation. Ferreira and Otley, (2009); Propper and Wilson, (2003) acknowledge that the introduction of performance monitoring systems is not a new concept as they have always been used in the private sector through frameworks such as the Balanced Scorecard.

Performance Management frameworks were designed to address both the strategic and financial performance of an organisation. Otley (1999) proposes five areas to be considered when designing performance managements systems namely 1) Objectives, 2) Strategies and plans for their attainment, 3) Setting of Targets, 4) Recognition structures and 5) Sessions where feedback is given. It is important for organisations to clearly outline their goals and objectives and how they will be achieved to ensure that there is no ambiguity (Bjorkman and Stahl, 2006). The need to ensure that organisations

explicitly articulate their performance targets and objectives is crucial in the PMS formulation (Therkildsen, 2001).

2.4.10.4 Performance Management Frameworks

Ferreira and Otley, (2009) infer that Performance management systems are known for their ability to ask what and how questions which assist organisations in formulating achievable systems. Yetano, (2013) also talks about performance management routines where what should be done, actively performing things, and tracking the actual activities that led to the performance of the organisation. Both authors suggest that performance management systems need to ask questions that will give responses that assist managers in ensuring decisions are taken to improve the implementation of service delivery.

In this light frameworks were created to monitor and evaluate policies, programmes and projects. The Logical framework tool is a tool that is used to report and track performance in the project management arena (NORAD, 1998). The logical framework by NORAD tool is used in development projects and works on a project matrix which clearly outlines the project inputs, activities, outputs, purpose and goals (NORAD, 1998). One other similar framework that has been used to monitor and evaluate projects or programmes is the Log frame created in 1969 for the World Bank (Team Technologies, 1969). This framework follows a similar process like the logical framework by NORAD, its ability to follow the project cycle from design implementation to monitoring and evaluation implementation. Kusek and Rist (2004) also formulated a framework that has 10 steps that assist organisations in building and implementing monitoring and evaluation systems which incorporates some of the components of the LFA.

The basics of these frameworks is participatory monitoring and evaluation as they seek to assist project managers/ implementers in establishing strategic objectives on how to implement the project. This enables project managers to clearly outline the logic that the project will follow and assist to monitor any challenges that might arise early on whilst also deciding whether the information generated will be used internally or disseminated to the citizens (Propper and Wilson, 2003). Monitoring and Evaluation systems have become the catalyst for governance that is good and increased

accountability in public service. A need for public service to be accountable for public funds used has necessitated the need to do things differently (Benington and Moore, 2013). Kusek and Rist (2004) explain Monitoring and evaluation (M&E) as an integral public management tool which one can utilise to assist in the improvement of attainment of positive results.

This suggests that M&E systems would be effective in tracking performance information and formulating annual performance plans (APP) that could give data that is credible. APP's are similar to programme plans, they outline the set targets and objectives that a department plan to achieve within a specified period and set budget. It is important for those that develop Performance Management Systems to ensure that the human element is not lost when setting outcomes to measure results (Waal, 2003). As the intended use of performance management systems is to assist management in making informed decisions that will better the organisations.

The question that is often asked is what will go into these performance management systems. Which leads us to the need to understand that performance information plays an integral role in how the performance management system is implemented. Therkildsen, (2001) suggests that before information can be sourced for these performance management systems it is important to note that it is difficult to separate policy making and implementation. Whilst, Broadbent and Laughlin, (2009) has an interesting view that "there is a difference between performance management systems and performance measurement systems" (p. 284). It should however be noted that despite the differences between the two systems they both refer to the way an organisations arranges its information and its employees.

2.4.11 Major processes of Public Policy Implementation

In order to evaluate whether a policy is successful or not, the implementation phase needs to be actioned. Pandel (2009) suggests that the following phases in implementation will assist in the effective actioning of policies.

Clear and consistent objectives: Implementing officials ought to be given succinct plans, which details the strategic objectives in an unambiguous manner (Pandel, 2009). The need to articulate the policies intentions also takes into account the respect that

granted to legal intent (Mazmanian and Sabatier, 1979). Mazmanian and Sabatier (1979), further discusses variables within the implementation process one of them being whether through set targets and objectives are organisations able to trace the problem. Having clear goals and targets also assists the implementation process in the ability to measure changes that occur during the policy implementation. These changes may vary from behavioural changes in those targeted and the technology that would assist the implementation of the policy (Mazmanian and Sabatier, 1979). It is however to note, that some changes that will be encountered during the implementation process are not always traceable.

Adequate causal theory: a clear understanding of how intended policy interventions have an effect on long-term outcomes that will affect the community (Pandel, 2009). The importance of having clear set goals and objectives is continued in this stage as target groups need to be aware of what is expected of them in order to effect the desired result (Mazmanian and Sabatier, 1979).

Implementation plan: The implementation process should be detailed in a plan that provides implementers with a clear outline of the steps to be followed in the implementation of a policy (Pandel, 2009).

Committed and skillful implementing officials: Recognizing the unavoidable discretion given implementing officials, their commitment to policy objectives and skill in utilizing available resources were viewed as critical (Pandel, 2009). It is however, important to understand that the allocation of tasks and performance standards that need to be undertaken should be highlighted (Mazmanian and Sabatier, 1979).

Support of interest groups and sovereigns: It is important to get buy-in from the key stakeholders that will benefit from the intended policy intervention (Pandel, 2009). The integration amongst implementing institutions is highlighted here as behavioural compliance becomes a huge factor when implementing public policy (Mazmanian and Sabatier, 1979).

2.4.12 Established facts in Public Policy Implementation

Public policy is a field that had been explored for years but little to no consideration was given to the implementation phase of the public policy cycle. Implementation was seen to be a complex process, which had numerous participants and the outcomes were not always clear (Goggin, 1986). This meant that earlier scholars were not optimistic about whether a program had a chance of being successfully implemented (Goggin, 1986). Research about implementation, as a field of study on its own, was never truly explored until the 1970's, as most policies were drafted and endorsed but little was said about the implementation of those policies (Hill and Hupe, 2014).

It should be noted though that most of the research conducted around implementation during the 1970's was characterised by the negative connotations of implementation, this was fuelled by research where implementation had failed (Fischer, Miller and Sidney 2007). Of the five components of the policy cycle, implementation was one of the components that was not given enough attention this led to scholars referring to it as "the missing link" which also meant policy players were often ignored (Hargrove, 1975). The definition that policy implementation is usually dependent on public servants/administrators to manage and further ensure that the activities required to execute the policy are in place brought about the debate between top-down and bottom-up approach (Howlett, Ramesh and Perl, 2009).

The top-down approach scholars argued that implementation was rooted in the hierarchical way of implementing policies whilst bottom-up scholars argued that implementation was a way of tackling problems that were faced daily (Fischer, Miller and Sidney 2007). The debate about which approach between top-down approach and bottom-up approach however ,does not necessarily mean that there can't be an equilibrium between the two (Cloete and Coning, 2011). The merging of both approaches through clearly defined hypotheses to ensure that set goals and objectives are implemented was explored by the third wave of scholars (Fischer, Miller and Sidney 2007).

2.4.13 Key issues in the study of Public Policy Implementation

In this section, the exploration of the different theoretical approaches in implementation researched by three generations of scholars is done. Implementation of policy is one of the components in the policy cycle that has not been thoroughly explored (Cloete and Coning, 2011). This limited research conducted on implementation led to scholars seeking a way to illustrate when implementation starts and when it ends (Howlett, Perl and Ramesh, 2009). Previous research suggested that implementation was automatically the next step after the policy had been formulated (Cloete and Coning, 2011). However, after more years of research scholars were more concerned with the failure of implementation and sought to find out how exactly implementation plays out (Cloete and Coning, 2011). Below we discuss the different approaches that scholars believe to be the best way to implement policy goals and objectives. There are three generations of implementation that scholars researched and they can be broken down into three theoretical approaches namely: top-down approach, bottom-up approach and hybrid theories

2.4.13.1 Top – down Approach

The top-down approach is from the first generation of implementation scholars that believe that a decision formulated from a central point of government (Pulzl and Treib, 2007). This approach suggests that government formulates a policy with the intent of addressing a perceived or an actual problem (Sabatier, 1986). Implementers that are tasked with the implementation of the proposed policy are often disregarded in the implementation of the policy due to the systematic approach adopted by the top-down approach (Pulzl and Treib, 2007). These scholars follow the rational policy theory which infers that implementation is simply setting goals and the activities that are associated in achieving them (Pulzl and Treib, 2007). Howlett, Ramesh and Perl (2009) echo the same sentiments by suggesting that this approach is utilised to implement policies, projects or programmes of an organisation or government.

Bureaucrats are usually the most important people in the implementation cycle, this notion further cements top-down approach adopted by most agencies (Howlett, Ramesh and Perl, 2009). The top down approach is policy centred and is linked to the ability of the policy maker to have control over the environment (Pandel, 2009). It is prudent to note that the top-down approach has remained the most dominant of

approaches as it found in the analytical models (Cloete and Coning, 2011). Below we explore the bottom-up approach and how it assists in theorising implementation.

2.4.13.2 Bottom – up Approach

Criticism of the top-down approach, led scholars to suggest alternatives to address the identified weaknesses this then became the formation of the bottom-up approach (Cloete and Coning, 2011). In the early 1980's, scholars provided studies that could dispute the notion that political outcomes were not adequate to link them to policy goals and objectives (Pulzl and Treib, 2007). Emphasis placed on the reinvention of policies during and after the implementation stage is crucial to ensure that policies are aligned to the needs of those benefiting from them (Cloete and Coning, 2011). The inclusion of public service workers and the interaction with the community was the approach that the bottom-up theory scholars were suggesting. They recognised the influence that public servants such as; social workers doctors etc had on policy implementation (Pulzl and Treib, 2007). This meant that policy formulation had to be viewed in a way that looked at the problem then sought to address the problem through the advice of local agencies (Pulzl and Treib 2007).

The table below shows a comparison between the top-down and bottom-up theories

	Top-down theories	Bottom-up theories
Research Strategy	Top-down from political decisions to administrative execution	Bottom-up: from individual bureaucrats to administrative networks
Goal analysis	Prediction/policy recommendation	Descriptive/explanation
Model of policy process	Stagist	Fusionist
Character of implementation process	Hierarchical guidance	Decentralized problem-solving
Underlying model of democracy	Elitist	Participatory

Table 7.1 Top – down and Bottom – up Theories compared

Table 1: Top – down and Bottom – up theories

Both approaches differ in their view to the implementation process, the top-downers ascribe to the notion that implementation is the simple step of carrying out a policy decision (Pulzl and Treib, 2007). Whilst, the bottom-upers believe that the implementers have a say in policy formulation and implementation (Pulzl and Treib, 2007). To bridge the divide between these approaches third generation scholars sought to merge the two and come up with an approach which will be discussed below:

2.4.13.3 Hybrid Theories

Scholars believed that a consensus could be reached on which approach was best suited to implement policies and sought out to prove that. Elmore(1985), recognised that one could start from the bottom and build up to the top if policy makers wanted to ensure that policies were implemented. This meant that due consideration should be given to available resources both human and financial, then identify the driving force for the implementers (Pulzl and Treib, 2007).

2.5 Key attributes of implementation when assessing performance monitoring systems

Literature points to five key attributes that assist in crafting research questions that will assist in assessing challenges in implementation of performance monitoring systems. The five attributes are content, context, commitment, capacity and client or coalitions (Cloete and Coning, 2011). These attributes discussed in this section further illustrate what an implementation plan should entail based on the major components, processes of public policy and policy implementation discussed in section 2.4. The key attributes further assist the research in interpreting the research results. Furthermore, Goggin (1986); Cloete and Coning (2011) refer to key attributes that influence policy implementation such as the form and content of the policy, financial and human capacity of the public service organisation and the qualifications of the people leading the implementation. In the interest of this research the five attributes suggested by Cloete and Coning (2011) are discussed.

2.5.1 The Content

The actual content that contained in the policy is crucial, as it should clearly outline the policy goals and how it aims to solve the perceived problem and how it directly links to the issue. The link between government policies and politics is not a consideration that should be ignored, as there is government influence in what content is in policies (Cloete and Coning, 2011). This creates a challenge in the implementation and success of government policies as they do not address societal problems in totality instead they address political problems. Content contained in policies should clearly capture the actual or perceived societal problems with the aim of providing sustainable solutions to those problems (Mazmanian and Sabatier, 1986). Furthermore, the interventions suggested must outline the process taken as well as the activities that will assist in the achievement of set goals (Mazmanian and Sabatier, 1986). In that light, it can be assumed that policies are used by politicians as a persuasion or coercion tool to garner support from citizens.

2.5.2 The Context

The absence of context in a policy is a recipe for disaster in most cases as it is unlikely to yield meaningful and accurate predictions (O'Toole, 1986). Context is defined as the confines of the proposed implementation through which the process the policy must take and the limitations thereof (Cloete and Coning, 2011). The context of the policy should also be outlined in the standard operating procedures to ensure adherence whilst implementing. The context of the policy does not work in isolation various factors such as social, political, economic and legal systems are also taken into consideration (Cloete and Coning, 2011).

2.5.3 The Commitment

The commitment of the policy implementers is very crucial in ensuring the successful implementation of a policy. The assumption that those tasked with the implementation of the policy will automatically have the drive and determination to implement is often overlooked sometimes resulting in the failure of those policies (Cloete and Coning, 2011). Mazmanian and Sabatier (1986) echo the same sentiments that commitment is a

very critical variable in implementation of policies. This then corroborates the bottom-up approach that suggests policy implementers need to be part of the policy making process to ensure they also have a vested interest in the implementation of the policy (Goggin, 1990). In conclusion, commitment should not be separated from all the other four variables, as the context, capacity, content and client coalitions will ultimately influence the level of commitment.

2.5.4 The Capacity

Understanding the complexities that surround capacity mean delving into the human and financial resource capacity needed to carry out the intended intervention (O'Toole, 1986). This suggests that having allocated funds to implement a policy is not the only variable required to ensure its success. The ability to enforce or implement a policy is a very crucial factor as some policies are well written out documents that fail at implementation stage due to the unavailability of the necessary capacity to implement them (Cloete and Coning, 2011).

2.5.5 The Client/Coalitions

This variable suggests that important actors in the implementation process need to be identified to ensure that there is adequate support to influence the direction implementation will take (Cloete and Coning, 2011). When intending to provide any intervention it is important to get buy in from the community implementation is going to take place in.

Makinde, (2005) also suggests the following variables that can be found in policy implementation: Communication is an important part in the implementation of a policy as the implementers need to be thoroughly briefed and need to understand what steps or measures they need to take in order to carry out what is required of them (Makinde, 2005). The key to communication that enables the implementers to do their job effectively needs a perfect balance between explaining clearly what is expected without hindering the process by being too stringent (Makinde, 2005). Resources can be broken down into human and material resources required to implement a policy. The

organisation needs to ensure that there is enough dispositions/attitudes bureaucratic structure (Makinde, 2005).

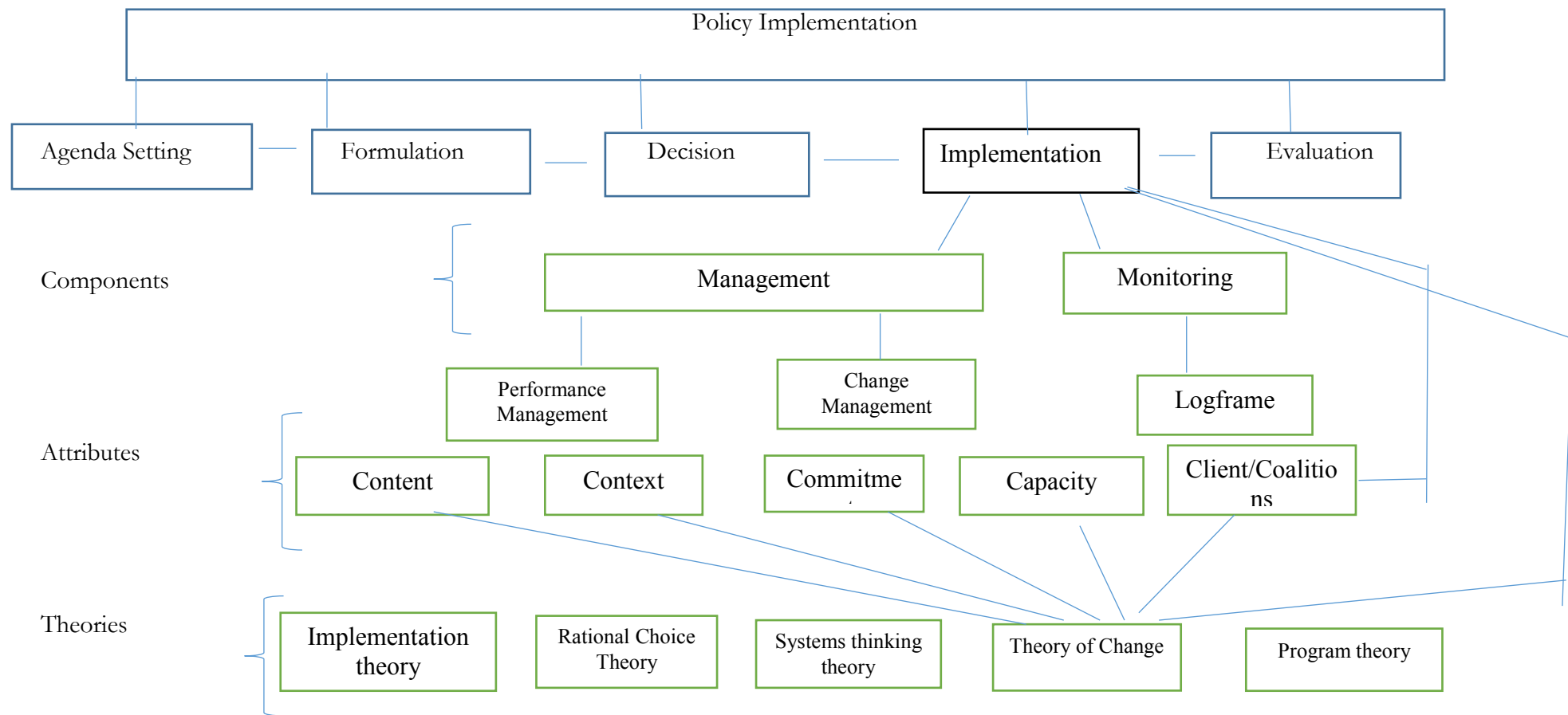


Figure 6: Schematic representation of key attributes

2.6 Established frameworks that can interpret empirical findings on the implementation of performance monitoring systems

This section discusses theories used to assist in the interpretation of the research results. Frameworks around public policy implementation and performance measurement systems have been developed to assist in understanding the factors that contribute towards an effective implementation system. Furthermore, theories such as implementation theory, rational choice theory, institutional theory and theory of change are discussed as they assist in the development of a coherent performance monitoring system and the implementation thereof.

2.6.1 Implementation theory

Jackson, (2001) describes implementation theory as the structure in which the organisations individuals interact with the outcome of that interaction. Palfrey, (2002) corroborates this by suggesting that implementation theory is characterised by the organisational mechanisms that ensure that the link between goals and objectives of the organisation are in synergy. The research seeks to assess the challenges in implementation of performance measurement challenges in the national department of Public Works therefore; the definition by Palfrey (2002) will assist in enabling the research to ask relevant questions that refer to the organisational mechanisms in implementing the strategic goals and objectives. Implementation theory is a theory that gained momentum in the 1970s due to the resurgence of interest in implementation of public policy. This would mean that prior to this era; public policy implementation was not at the fore of public policy resulting in the failure of policy implementation interventions (Hill, 2013).

According to Palfrey (2002), implementation theory is rooted in economic theory, it is a theory that is the gap between policy decision making and policy evaluation. This can be linked back to the policy cycle process that requires policy implementation to take place to fulfil policy commitments. Palfrey (2002), infers that implementation theory is linked to game theory, which ask questions such as: if the information changes how will it influence the results. Game theory however is the inverse of implementation theory,

as it asks questions such as how can we design a project to ensure that the most deserving individual benefits more (Jackson, 2001). Hill (2013) suggests that implementation theory should first consider the implementing actors and the ideal administration to carry out the policy prior to drafting policy driven interventions. Furthermore, implementation theory is not one-dimensional as it is characterised by the top-down and bottom-up approaches, widely researched and discussed in section 2.4.7. The theories purport that implementation theory is an interactive process that requires negotiation and understanding from policy makers' right through to the implementing agencies (Hill, 2013). The mix of implementation and game theory is ideal in this research as it contains questions linked to the policy cycle stages.

2.6.2 The rational choice theory

Rational choice theory is one of the theories that underpin implementation; it explains how an individual's behaviour can influence the implementation process. The theory adopts some economic and mathematical practices to analyse aforementioned behaviour (Hill, 2013). Economics or monetary gratification is seen to be one of the reasons that propel people to implement certain programs. Scholars have however, tried to infer that there is a well thought out process to actions before implementation (Scott, 2000). This theory is particularly important as it deciphers the behaviour of public service bureaucrats and the danger of self-interest. The theory is named rational as it concentrates based on self-interest, assuming that individuals will often act in a way that will be of benefit to them (Hill, 2013) and (Scott, 2000). Rational theory works on the assumption that an intrinsic theory is based on the self-interest of the supposed actor as the foundation (Hill, 2013). With that in mind, it is prudent for us to note that those that act based on their self-interest as the threat of either punishment or promise (Scott, 2000).

Scholars argue that market choices somehow influence political marketplaces, which suggests that policies developed are to counter market failure (Hill, 2013). With that said, it is fair to infer that rational choice theory concentrates on the way public policy is made rather than how it should be made. Rational choice theory is often linked to the theory of power as it studies the way those in power make choices about implementation based on self-interest (Hill, 2013). Aside from power theory, social

theory is also associated with rational choice theory, (Turner, 2009). The pluralist theory, game choice theory, social choice theory and decision theory, which will not be discussed in this research, but are also linked to how public bureaucrats make decisions based on self-interest.

2.6.3 Institutional Theory

Before one embarks on the explanation of institutional theory, it is necessary to note that there are different streams to institutional theory, which are researched for the purposes of this research (Scott, 1987). Institutional theory has its roots in social sciences; it considers structures in the organisation that incorporate norms and standards (Scott, 2004). Furthermore, the creation and adoption of these norms and standards incorporated into the organisation whilst also taking into consideration the changes that take place (Scott, 2004). Like rational choice theory, institutional theory is highly influenced by economics and political science. This is due to the surge of academic political science between 1950s and 1970s (Hill, 2013).

Institutional theory stems from pluralist and Marxist theory, the pluralist theory concentrates on individual and interests of groups that are pursued through rational theory (Hill, 2013). Institutional theory is linked to sociology as it assists in linking human interactions with the operations of organisations (Hill, 2013). Scott (1987) suggests that institutional theory is rooted in four sociological originations, which are institutionalisation as a process of instilling value; which is of the view that organisational structure conforms to the characteristics and influences from the external environment. Institutionalisation as a process of creating reality; it is suggested that people work well together when they have a common interest (Scott, 1987).

Institutional systems as a class of elements, this angle to institutional theory suggests that not only are people drawn together by common social realities but also brought together through deliberate and coercive actions that they are rewarded for increasing the legitimacy of the perceived social reality (Scott, 1987). In conclusion, implementation theory assists policy makers in articulating the activities taken to ensure implementation. Whilst, rational choice theory assists the research in understanding how bureaucrats make decisions and how they choose which problems are fit to be included

in policies. Rational choice theory further highlights how policy makers implement a policy based on self-interest and not on societal problems.

2.6.4 Theory of change

Serrat (2013) describes a theory of change as a model that clearly outlines an intervention through the early detection of outcomes that contribute to the ultimate intended result. Through theory of change, social change is effected through the consideration of societal problems and agenda setting to incorporate into public policies. According to Connell and Kubisch (1998), finding strategies to evaluate strategic goals and objectives of organisations proved to be difficult due to the limited theories available. The options available were limited to under planning to minimise expectation, imposing project initiatives on existing projects and delaying evaluation to a time where it was felt that the strategy was mature. This explanation brings to the fore the challenge that some government organisations face when they have to implement performance measurement systems; systems are imposed on organisations without prior assessment to ensure seamless implementation.

In this regard, theory of change is more of an outcome-based approach that lends itself to critical systems thinking on the design, implementation and the evaluation of the proposed intervention. The questions such as if, how and why are responded to in a logical manner through the intended change resulting in the overall outcome of an intervention (Serrat, 2013). Theory of change is often mistaken for the logic model yet they are two distinct frameworks; the logic model emphasises the delivery of outcomes through the systematic attributes of monitoring and evaluation. Whilst theory of change draws a strategic image of the various interventions that take place at each stage in the aim of creating long-term change (Serrat, 2013). This assists organisations in achieving set goals and targets that are measurable, promoting the spirit of being involved in the work more.

Theory of change is useful in this context as a number of logic models can be designed to assist the department in implementing the performance measurement system effectively.

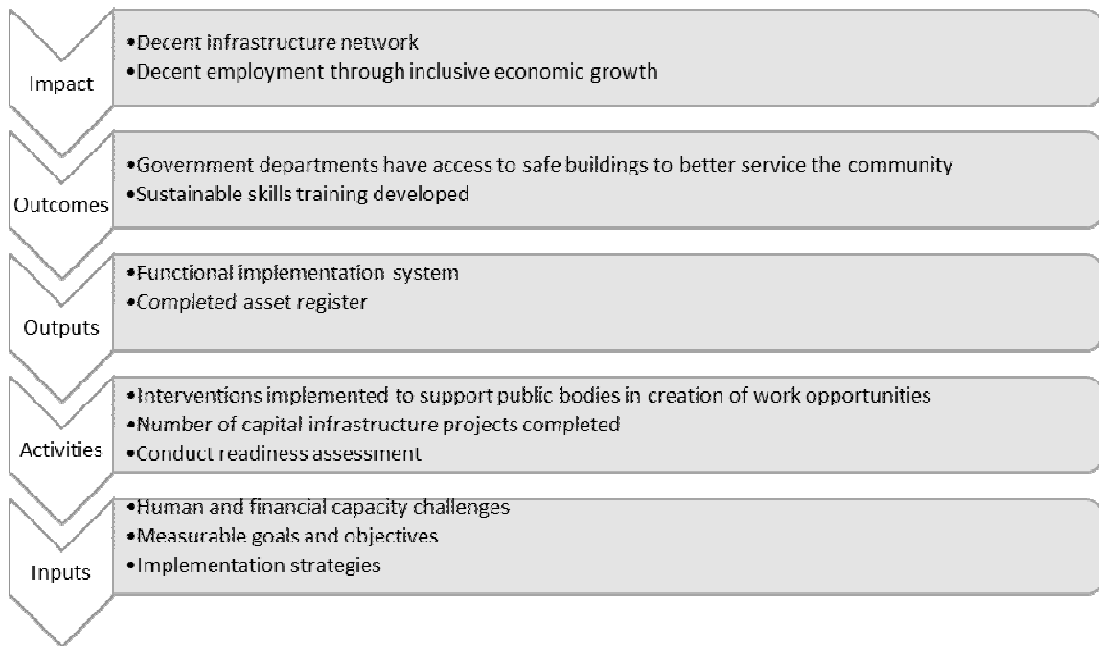


Figure 7: logic model in the national department of Public Works

2.6.5 Systems thinking theory

Systems thinking theory is applied to assist in daily human interaction where strategic goals and objectives of performance originate, to enable meaningful dialogue in the implementation of performance systems (Mingers, 1980). The identification of the implementing agents and policy makers in the policy cycle become of importance as the problem-solving task is incumbent on them. Flood (2010) refers to systems thinking as the study of disseminating problems into small components, which enables easier identification of the root cause thus, enabling identification of the proposed solution.

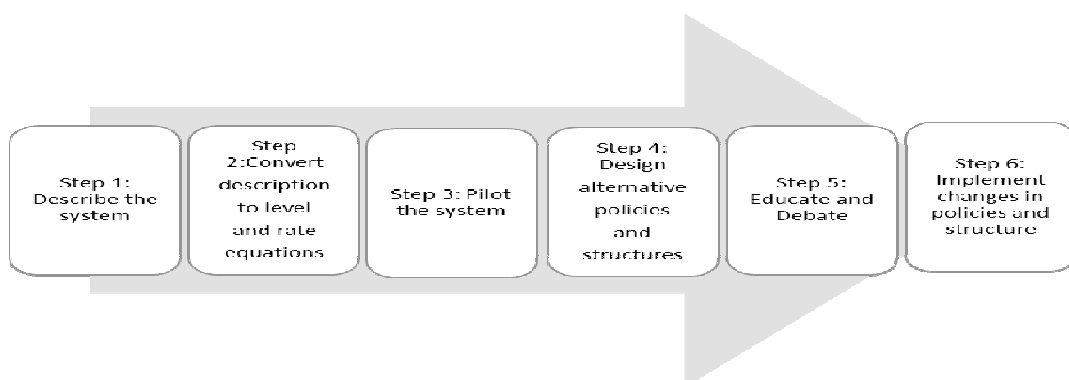


Figure 8: System dynamics steps from problem symptoms to improvement.

Figure 1: System dynamics steps from problem symptoms to improvement.

Forrester (1992) purports that the above figure depicts the stages one up to five that organisations should undertake to implement a system. The stages in the system follow that of public policy process yet these focus more on behavioural challenges encountered during implementation stage where disagreements arise on how to implement the proposed policies (Forrester, 1992). Systems thinking theory plays a role in this research as section 2.5 describes the key attributes that contribute to the assessment of performance monitoring systems, these attributes relate to the behavioural aspect of systems theory. Furthermore, systems thinking is linked to rational choice theory as it establishes borders which can be removed to accommodate the changes that take place in the implementation of performance measurement systems (Flood, 2010).

2.7 Assessing challenges in the implementation of performance monitoring systems in National Department of Public Works

The research paper presents the research problem statement, the methodology and the literature reviewed to assist in conceptualising the challenges in implementing performance-monitoring systems in the national department of Public Works. Furthermore, this section further provides a clear and detailed plan on how the research progressed after the literature review.

A brief description of the National Department of Public Works in section 2.1, where the legislative and various other mandates that govern the department are discussed; we further discuss the high-level departmental organisational structure that illustrates the limited resources allocated to the M&E unit in ensuring that performance information is implemented effectively in the department. To elucidate the status of the organisation, research further points out challenges that might hamper the implementation of performance monitoring systems. Howlett (2009) infers that the challenge in policymaking and implementation lies in the absence of both internal and external

stakeholders' inability to analyse public policy. This points to the capacity constraints that a government department faces be it financial or human resources capacity.

Preliminary research in section 2.2 alludes that performance information in the department is compromised due to non-compliance to reporting timeframes, inadequate portfolio of evidence, lack of business models and invalid information. Previous studies conducted sought to address the research problem both nationally and internationally focusing on different characteristics of policy implementation. The studies concentrated on education and health departments where evaluations on proposed interventions was conducted. It should also be noted that qualitative studies were used employing a case study design whereas quantitative studies were mostly limited to the health fraternity.

Whilst, section 2.3 reviewed past studies that sought to address the identified research problem focusing on vast policy implementation programs. Qualitative research strategies and case studies were methods employed by most researchers as qualitative research has the ability to produce rich data. Although, quantitative studies are conducted they do not delve into the soft issues of the challenges in the implementation of performance monitoring systems. The research further proved that policy implementation should not be reviewed in isolation, other factors such as communication, context, capacity and commitment should be taken into consideration (Fischer, Miller and Sidney, 2007).

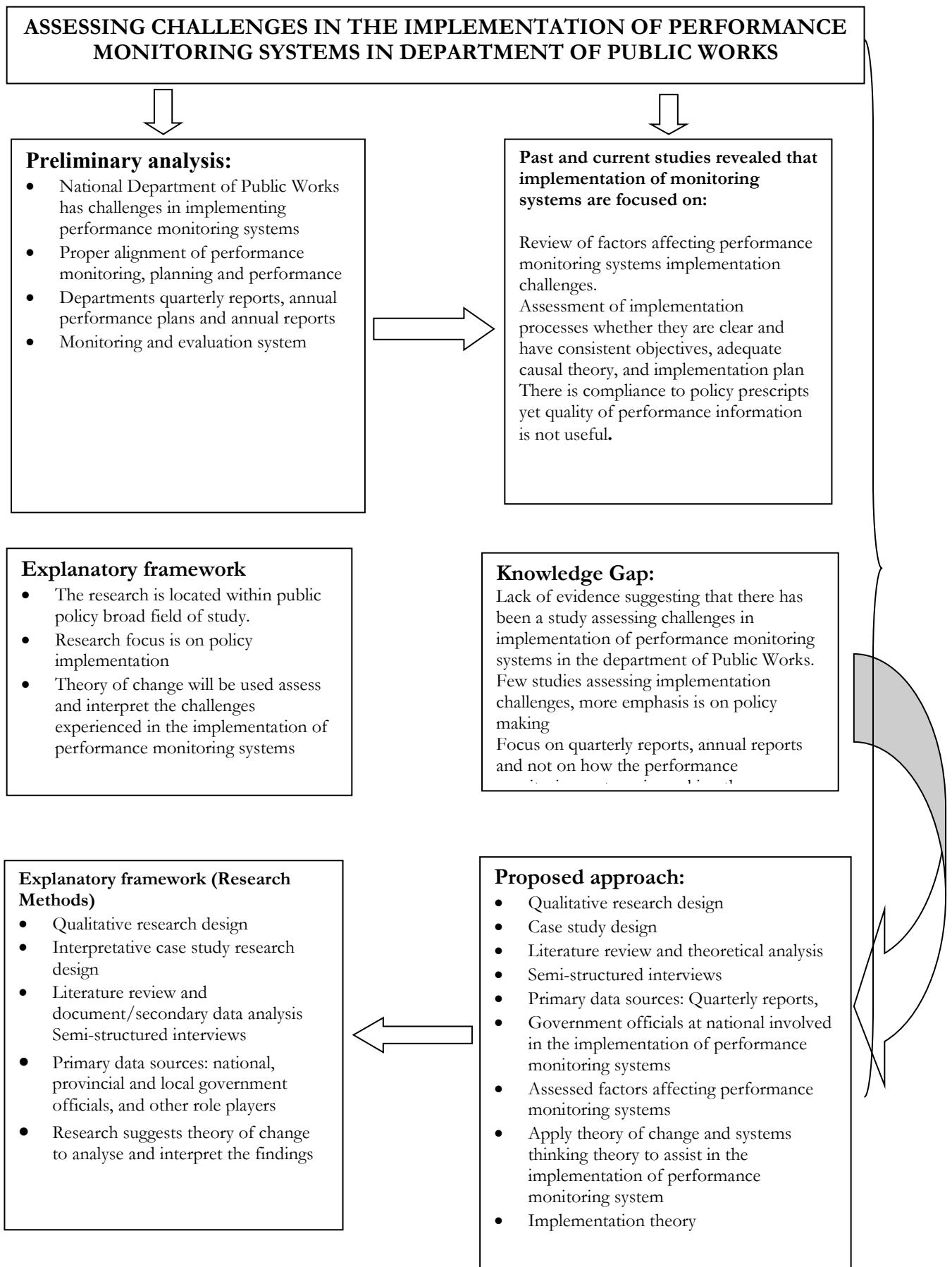
Cloete and Coning (2011), infer that other institutional arrangements play a role in the way performance-monitoring systems successfully evaluate the implementation phase of policies. Components such as performance management, change management, new public management discussed in section 2.4.4 assist the research in understanding the various considerations that need to be taken in assessing implementation challenges. Research also highlighted the assumption that policy formulation does not mean a policy will be successful, this notion spurred on policy implementation scholars.

Theories often used to study policy implementation in organisations are implementation theory (Palfrey, 2002), rational choice theory (Hill, 2013), institutional theory (Scott, 1987), theory of change (Connell and Kubisch, 1998), systems thinking theory (Flood, 2010) and program theory. These theories have however, highlighted research limitations, as most studies do not conduct readiness assessments to ensure that a government organisation is equipped to implement a performance measurement system.

The research will focus on implementation theory coupled with systems thinking theory, as it is a theory that assists in filling the gap between policy decision making and policy evaluation, furthermore the theory of change will be employed to answer the question how will the effective implementation of a performance monitoring system assist the organisation?

Based on past studies this research will also undertake a qualitative research strategy using a case study research design method, semi structured interviews, purposive sampling to assist in exposing rich data on the implementation of the performance monitoring system. Limitations discovered through the literature review of qualitative studies point to a lack of communication and the exclusion of policy implementers, research was gathered towards executive management applying the top-down approach resulting in junior staff not having a full understanding of what is required of them in order to implement the system.

Figure 9: Research Conceptual Framework



3 RESEARCH STRATEGY, DESIGN, PROCEDURE AND METHODS

In Section 1.2.3, we have posed two questions that this research report intends to answer—that is, “What processes are in place in the national Department of Public Works to ensure effective implementation of performance monitoring systems?” and “What are the challenges in the implementation of performance monitoring systems in the national Department of Public Works?” We have since reviewed literature and developed an interpretative as well as conceptual framework that will guide the choices of techniques we will use. This chapter identified and described research approaches, designs as well as procedure and methods that we used in this research to collect, process, and analyse empirical evidence. Broadly, it has three objectives; namely, to identify and describe the research strategy (Section 3.1), the research design (Section 3.2), as well as the procedure and methods (Section 3.3). The chapter also described the reliability and validity measures (Section 3.4) that this research applies to make it credible as well as the technical and administrative limitations of the choices we make (Section 3.5).

3.1 Research Strategy

Bryman (2016) and Kumar (2014) describe a research approach or strategy as one of the general ways to conduct social research in order to find answers to proposed research questions that entails the use of procedures and methods that are unbiased to collect results. Furthermore, a research approach entails three areas namely; qualitative research, quantitative research and mixed methods research, for the purpose of the intended research qualitative research will be best suited to attempt to respond to the research questions (Kumar, 2014).

The chosen approach to assess challenges in the implementation of performance monitoring systems in Department of Public Works is a qualitative research strategy. Qualitative research is an approach that places emphasis on feelings, experiences and the lived experiences of the community (Kumar, 2014). The chosen research approach further emphasises words and not necessarily the numbers in the collection of data (Bryman, 2016). Kumar (2014) however cautions against the notion that qualitative

approach is devoid of the collection of numbers and only concentrates on words. Qualitative research method has a number of methods that one can employ being focus groups or qualitative interviewing. Notwithstanding, qualitative research method is not a method that should be used with a preconceived answer in mind; it requires interaction and interconnectedness amongst the various design components (Kumar, 2014). This level of interaction produces rich data as the researcher becomes the research instrument and is able to immerse themselves in the lives of the community this method of collecting data is referred to as ethnography and participant observation (Bryman, 2016). It is for this reason that we use the qualitative research method in the quest to identify the challenges in the implementation of performance monitoring systems in the national Department of Public Works.

A qualitative research strategy was used in similar past studies such as Makinde (2005), Lema (2015) and Osore (2015) to assess implementation of performance monitoring systems in the public sector. The researchers chose to use a basic qualitative interpretative research method as it generates rich data through studying the behaviour and perceptions of the participants. Whilst also enabling the researcher to have flexibility through the use of a data collection method such as the semi-structured interview as it allowed for probing and further exploration. The sampling method used was a purposive sampling, which the researcher is quick to point out that although it might not be representative it was chosen with time and money taken into consideration.

Furthermore, research conducted by Maphunye (2013) where he sought to assess the challenges that are encountered in the implementation of monitoring and evaluation system where human capacity is concerned. The objective of this study was to assess how lacking the ability to focus on implementation issues has an impact on service delivery. A qualitative research strategy was employed to conduct this study for its advantages of being able to assess social contexts and values in a community or setting.

These research studies used a qualitative strategy for its ability to produce rich data that would assist the researcher to gain insight from the individuals view point. Therefore, a qualitative research strategy is recommended to assess the challenges in the implementation of performance monitoring systems in National Department of Public

Works. For the purposes of the study, we collected data by interviewing nine participants, these interviews yielded rich data which is illustrated in the transcript (Appendix 1.1)

3.2 Research Design

Kumar (2014) and Bryman (2016) describe a research design as a plan that is employed by a researcher to assist them in answering questions that will assist with validity, objectivity and ensure accuracy. It is also described as a structure that will guide the researcher in executing the chosen research method, whilst also assisting the researcher in collection of data Bryman (2016) and Creswell (2013). Bryman (2016) outlines five research designs namely: experimental and related designs, cross-sectional design, longitudinal design, case study design and comparative design.

The research design that is employed for the research is a case study design, administered through an interview schedule, which assisted in assessing the implementation challenges in the national department of Public Works. A case study design deals with the intensive analysis of a particular organisation or community (Bryman, 2016). Furthermore, a case study design allows the researcher to use triangulation by using various data sources such as observations, focus groups and in-depth interviews (Bryman, 2016; Creswell, 2013; Kumar, 2014).

Past qualitative studies that sought to understand the challenges that are encountered in the implementation of performance monitoring systems such as this research used case study design. Umashev and Willett (2008), Mills and Neely (2002) recognised numerous factors that hamper effective implementation of systems such as using a top-down approach to communicate the implementation policy. This provided this research with the ability to strike parallels between different case studies that assisted in generating knowledge to why some performance monitoring systems fail. Similarly past studies by Bourne, Hudson and Smart (2001), Van der Waldt (2014) used South African municipalities as their case study which resulted in a larger sample yet they also yielded the same results which pointed to lack of alignment between performance monitoring systems and strategic goals.

3.3 Research procedure and methods

In this section data collection procedures and methods employed in the research are presented. We further present a comprehensive discussion on data collection instruments (Section 3.3.1) as well as target population and sampling techniques (Section 3.3.2) used in the research. Furthermore, this section proceeds to discuss ethical considerations (Section 3.3.3), data collection and storage (Section 3.3.4), data processing and analysis (Section 3.3.5) used in the research. The section concludes with a detailed description of respondents in the research (Section 3.3.6).

3.3.1 Data collection instrument

Bryman (2012) refers to data collection instrument as a mechanism used to gain insight and valuable data required to address research questions. Data collection methods are dependent on the research strategy that a researcher has chosen; be it qualitative or quantitative and whether primary or secondary data will be used (Kumar, 2014). Secondary sources of data collection are classified as government publications, census, service records and documents whilst primary sources of data are observation, interview schedule and questionnaire (Kumar, 2014). The aforementioned sources of data are named data collection instruments, the tools that will assist the researcher to extract useful information for their research. In qualitative research the following data collection instruments are used namely observation and interview schedule.

For the purposes of this research, the semi – structured interview schedule was used to gather information, due to time constraints whilst also enabling the researcher to get rich data from the participants.

Conducting an interview to collect data is one of the widely used methods in qualitative research (Bryman, 2012). The interview technique is so popular due to the ability to amend and tailor the interview according to the responses being received (Bryman, 2012). Interviewing can also range from being very rigid to very flexible this all depends on whether the interviewer deems it fit for their research or not (Kumar, 2014). It should also be noted that interviewing can also be a lengthy process but widely preferred because it can fit into the researchers schedule as there might be time and

work restrictions (Bryman, 2012). This process of interviewing is often done through administering an interview schedule to the research participants. An interview schedule is also described as a series of questions that are drafted to guide the interviewer during the interview but can be changed according to the responses of the interviewee (Bryman, 2012). The interview schedule can contain anything from five to seven questions; an interviewer can pilot the questions to test whether they will yield the desired response (Creswell, 2013). In this instance the interviewer managed to interview one interviewee and amended some of the questions thereafter, to ensure that the questions would yield the expected results.

Interviews are administered through an interview schedule which follows a certain structure dependent on the data that the researcher is hoping to gather. Qualitative interviews is a term usually used to classify an unstructured and structured interview, these types are the most used method in qualitative research (Bryman, 2012). In qualitative research, the structure of the interview allows the researcher to have more interaction with the respondents (Babbie, 2014). The structure of the interview allows the researcher to map a common direction of how the interview will go and enables the researcher and respondent to interrogate certain answers further (Babbie, 2014). The structure of the qualitative interviewing gave room to respondents to link their answers, which might generated rich data and unearthed new themes (Bryman, 2012). It should be noted that qualitative interviewing can be flexible or inflexible depending on the type of structure they choose. Interviews are categorised according to flexibility due to the researchers' ability to format content or the inability to amend questions (Kumar, 2014). Qualitative interviewing is categorised into unstructured, semi-structured, and fully structured interviews for the purposes of extracting rich data. For the purposes of this research semi-structured interview together with document analysis will be employed to gather data.

Semi-structured interviews allow the researcher to create a situation where the people be researched are not stereotyped (Bryman, 2012). This structure also allows the respondents room to expand and elaborate on their answers without being confined to a mere yes or no answer (Bryman, 2012). The ability to repeat or provide further explanation to a question posed by the interviewer is one of the advantages that semi-structured interviews offer (Kumar, 2014). A semi-structured interview also allows the respondents to draw from lived experiences they deem important to include in the

interview (Bryman, 2012). This allows for in-depth collection of information through probing by the interviewer (Kumar, 2014). Semi-structured interviews are used in instances where more than one researcher will be doing the fieldwork, also important to note that the researchers usually have a defined focus on what is to be researched (Bryman, 2012). Kumar (2014) highlights the advantage of using semi-structured interviews through its ability to be used with various types of population. It is for this reason that using the semi-structured interview schedule is beneficial for the research as rich data will be gained from ensuring that the questions aren't rigid.

Similarly, Lema (2015) used semi-structured interviews coupled with an interview guide to gather data for the purposes of assessing the process that was used to implement the performance management system in the Gauteng Department of Agriculture and Rural Development. All questions on the interview guide were asked and allowed for flexibility to further explore and allow the respondent to elaborate on answers given, unlike when quantitative questionnaires are used where answers are restricted. The semi-structured interviews were conducted on an individual basis and the respondents chosen were chosen because they would be able to provide in-depth insight into the organisation. However, Maphunye (2013) opted to use a questionnaire to gather data on the challenges that arise in implementing a monitoring and evaluation system where human capacity was a challenge. A questionnaire was administered to gather data from the respondents, the questionnaire was used as the researcher did not have ample time and resources to employ other data collection methods. Furthermore, the questionnaire was administered via email, the researcher chose the questionnaire as it enabled him to analyse the data objectively.

Literature conducted provides direction as to where the researcher can source relevant questions from. Key attributes in the policy implementation include; content, commitment, clients/coalitions, context and capacity. These key attributes all refer to the success of implementation should they be clearly articulated. The policy implementation cycle also assists the researcher in formulating questions that will manage to identify a challenge or success in one of the phases of the cycle through the structuring of questions that will refer to that.

3.3.2 Targeting and sampling

3.3.2.1 Target population

According to Bryman (2012) a target population is the series of units where a sample can be selected from, target population also relates to the heterogeneity or homogeneity of the population. The diversity of the target population has an impact on the sample size that will be chosen for the purposes of research. Previous studies such as Mills and Neely (2002), Van der Waldt (2014), included middle and senior management as their target population, Umashev and Willett (2008) chose their target population according to their roles in the departments. Similarly, this research drew insight from these previous studies and used middle to senior management as their target population. It is for this reason that the employees of the National Department of Public Works form part of the target population, wherein employees that are directly involved in Monitoring and Evaluation were interviewed together with management that is responsible in ensuring that the implementation of performance monitoring systems takes place.

3.3.2.2 Sampling or selecting respondents from the target population

Kumar (2014) refers to sampling as subgroup of the chosen population that the researcher intends on collecting data from. Furthermore, sampling can also be described as the range of people or departments that have the ability to respond to the research questions (Bryman, 2012). Sampling approaches depend on whether you are following either qualitative or quantitative research strategy. Since this research was conducted using a qualitative research strategy the following types of sampling were identified: probability, non-probability purposive sampling and theoretical sampling (Bryman, 2012). Quota sampling, convenience sampling and snowball sampling are also types of qualitative research sampling but will not be discussed in this research (Kumar, 2014). This research used non-probability sampling.

Non-probability purposive sampling is the sampling type used to conduct the current research. The collection of data has an impact on the sample size as data saturation should be considered as it might affect the outcome of the data (Kumar, 2014). Purposive sampling is used when historical studies are conducted or to answer a

research question that has not been fully explored (Kumar, 2014). Purposive sampling is often informed by the research questions that seek to be answered by the respondents, the identification of a case that will address the research questions forms part of the criteria of purposive sampling (Bryman, 2012).

The selection of respondents or participants is directly linked to the type of answers they can provide to assist the researcher (Bryman, 2012). It should be noted that purposive sampling is not illustrative of the sample but the use of this type of sampling is employed when time and money limitations are taken into consideration (Kumar, 2014). It is for this reason that the sample group was chosen because they deal with performance monitoring systems and are in a position to influence the implementation of an effective monitoring system. Furthermore, the sample group was chosen for their ability to provide answers to the research questions.

The aim of the research carried out by Maphunye (2013) to assess human capacity challenges in the implementation monitoring and evaluation system chose current and past employees of the monitoring and evaluation unit in the department. The respondents were chosen as they had in-depth insight on research problem, their designations ranged from assistant director to chief director level. Similarly, Lema (2015) sought to assess the challenges in the implementation of performance management systems in the Gauteng Department of Agriculture and Rural Development, respondents were chosen according to how much knowledge and insight they had. These respondents ranged from human resources personnel and individuals from a trade union as they were involved in the implementation of the performance management system. The inclusion of individuals in the department that are directly affected by the implementation of the performance management system also formed part of the sample. The twelve employees selected to participate in this research ranged from assistant directors to chief directors, which is salary level 9 – 14. The sample further included one system controller which included a different perspective as this participant is not directly involved in the performance monitoring and evaluation unit.

3.3.3 Ethical considerations when collecting research data

The topic of ethics in research is usually associated with morality and the need for the researcher and field workers to distinguish between what is right and wrong (Babbie, 2014). Bryman (2012), points out certain considerations when conducting research namely: invasion of privacy, not informing the person/s being researched, causing harm to participants and whether the participants were deceived into being involved in the research. It is for this reason that a researcher should always conduct their research in an ethical way and ensure that there is protection of data to protect the identity of participants; this is especially the case when dealing with vulnerable groups (Babbie, 2014). Furthermore, Creswell (2013) highlights the importance of seeking approval from the university, department and the research participants. In this regard, approval from the department was sought on 22 November 2017 and subsequently granted on 18 December 2017 to conduct the proposed research indicating the various divisions in the research, the approval is attached as an annexure 2.2. Furthermore, emails detailing the process that the research will take were emailed to potential participants, pointing out that this is a voluntary process and they can withdraw from the process at any point as suggested by Bryman (2012).

Prior to starting the interviews participants were notified that should they wish to withdraw during the process all collected data will be destroyed and their anonymity will be upheld. The participants were given an opportunity to read the consent forms and the research information sheet prior to the commencement of the interview, furthermore the research sheet included all the necessary information about the research detailing the research process and purpose. An illustration of the letter that was sent to potential participants which details the researcher's intent and name is attached as an annexure 1. Additional information about the researcher is appended as appendix 3

All participants will be duly briefed prior to the research being conducted on what the research seeks to achieve, most importantly the participants were notified of their right to confidentiality at all times and assured that all ambiguity that may arise will be addressed. Thereafter, a consent form was distributed to all respondents; the consent form includes a section where assurance is given that all information will be treated in the utmost confidentiality and also requests permission from respondents to use

recording devices. Furthermore, participants were assured that their names would not be shared with anyone who is not part of the research process. An appendix 1.18 has been included, which profiles the researcher and steps taken to ensure that the participants are protected during the implementation of the research project.

3.3.4 Data collection and storage

Creswell (2013) describes data collection as an amalgamation of a series of processes employed by researchers to justify their research questions and program. These processes include having the permission to conduct the research, the storage of the data collected, ensuring that ethical considerations are leading a qualitative strategy (Creswell, 2013). The aforementioned process also includes the ability to choose a strategy that will assist in purposeful sampling that the researcher has to use to garner answers to the research questions (Creswell, 2013). Bryman (2012) discusses a number of data collection methods namely: ethnography, interviews, focus group and participant observation. This research used semi - structured interviews for the collection of data, these interviews were recorded with the consent of the participants.

Past studies by Umashev and Willett (2008), Mills and Neely (2002) used face-to-face interviews to conduct their research. Similarly, this research used face-to-face interviews where permission was sought from participants to record the interviews. However, two participants refused to be recorded; their wish not to be recorded was respected. In this instance the research relied on the notes that were taken during the interviews and cross referenced the notes with the participants. Past studies further provided participants with the same questions; this research also used the same questions for all participants. The face-to-face interviews were concluded by asking the participants whether they had additional comments or questions that they thought useful to the research.

Furthermore, permission from the participants was requested to contact them later on should the need arise that the researcher needs additional information.

Semi - structured interviews provided the respondents the opportunity to elaborate on answers and draw on the respondent's perspective. This was encouraged as the researcher had the ability to ask more questions based on the respondents answers, which gave insight in relation to what the respondent deems relevant (Bryman, 2012).

Babbie (2013) suggests that unstructured interviews are conversations that take place between the researcher and respondents in a quest to collect rich data. Unstructured interviews can be in the form of focus group interviews, telephone interviews with the aid of an interview schedule to ensure that your research questions are adequately captured (Creswell, 2013). For the purposes of this research an interview schedule was utilised.

Creswell (2013), emphasises the importance of data storage in research. To this end, data from the interviews was filed as participant 1, participant 2 to ensure ease of access to create a database that was organised. The interviews were recorded with the researchers personal cellphone, thereafter they were transferred to the researchers personal external hard drive coupled with the researchers personal laptop to store data, as no one either than the researcher had access to the information. The data was password protected, and the password is only known to the researcher. The data was not shared with anyone that was not involved in the research project to ensure that the privacy and confidentiality of participants and information is kept safe.

Table 4: Interview schedule for National Department of Public Works

Date	Time	Duration of interview	Participant
12 December 2017	07h10	45 minutes	Participant 1
15 December 2017	07h00	40 minutes 12 seconds	Participant 2
15 December 2017	13h00	-	Participant 3*
10 January 2018	12h43	52 minutes	Participant 4
10 January 2018	14h58	32 minutes 34seconds	Participant 5
11 January 2018	19h30	23 minutes 51 seconds	Participant 6
19 January 2018	08h35	28 minutes 03 seconds	Participant 7
19 January 2018	13h00	21 minutes 15 seconds	Participant 8
26 January 2018	10h37	26 minutes 07seconds	Participant 9
27 January 2018	14h16	24 minutes 31 seconds	Participant 10
27 January 2018	14h00	-	Participant 11*
29 January 2018	08h00	-	Participant 12*

*Interviews with participant 3, 11 and 12 did not take place

3.3.5 Data processing and analysis

3.3.5.1 Data processing

Data processing happens early in the data analysis process whereby data is generally organised into electronic files to ensure accessibility and ease of reference (Creswell, 2013). The organisation of information into electronic files is important as qualitative research can be voluminous. This research filed recorded interviews and labelled them as participant 1, participant 2 also using the dates for ease of reference. Data coding involves an extra layer where reading and memoing the information; reading the transcribed notes ensures that the researcher familiarises themselves with the responses and organise them into major ideas before attempting to code (Creswell, 2013). Data coding is a process that involves segmenting collection information into smaller pieces of information that can be linked to other codes in the study (Creswell, 2013).

Information collected from the interviews was segmented into themes that kept on popping up during the interviews to allow for better understanding. In the process of conducting interviews it is important to note the researcher recorded and transcribed the data this proved to be advantageous when it came to analysing the data. Another advantage was the opportunity to further scrutinise what was said during the interviews, as it allowed for secondary analysis and also helped to correct limitations that might arise (Bryman, 2012).

3.3.5.2 Data analysis

The process of organising and preparing data through coding, themes in qualitative research is defined as data analysis (Creswell, 2013). It is important to segment information gathered into themes then further code the information, thereafter continue with this process until the researcher is able to draw comparisons amongst all the interviews. The process of data analysis allows the researcher to gain a better understanding, add onto the theory and assist in the advancement of knowledge (Neuman, 2014). In qualitative analysis there are a number of methods that one can employ during when analysing data one of them being content analysis. There are other methods such as cluster analysis, grounded theory analysis, narrative research analysis and case study analysis.

For the purposes of this research, ethnographic content analysis combined with thematic analysis were the preferred approaches.

Content analysis is the process of collecting and analysing the text, this can be written words, themes or ideas (Neuman, 2014). In qualitative research, content analysis is viewed from a cultural perspective where documents, web pages and photographs are considered cultural objects. It is used to assist the researcher to study themes in interviews conducted, it is also useful for studying voluminous text or when content needs in-depth analysis. Thematic analysis is often likened to coding due to the categorising data into themes that will be used to analysis the data (Neuman, 2014). There are a few steps that are taken in thematic analysis such as ensuring that the researcher reads through the sample of the materials, this will assist in coding the information and evaluating the codes or themes which have emerged. Content analysis allows for objectivity and transparency, which means that the researcher does not allow personal biases (Bryman, 2012).

In the process of preparing for data analysis, interviews were transcribed by the researcher word for word whilst also editing for error to ensure that everything was accurate. Thereafter, the transcriptions were examined to categorise the main issues, underlying ideas on the research topic, recurring ideas and producing summaries of the information collected from the research participants to have a complete understanding of collected data (Kumar, 2014). This process was crucial for this research as it assisted the researcher in forming diverse data sets and the correlation between them. It however, meant that the researcher had to refer to the interview recordings to ensure that the data provided by participants was understood and correctly captured (Bryman, 2012).

It is for this reason that the use of content analysis coupled with thematic analysis was best suited for the research of assessing the challenges in implementation of performance monitoring systems as past performance were reviewed through the quarterly reports and auditors reports. Whilst, also analysing the themes according to the research questions and literature review. They included the five key attributes supported by Cloete and Coning (2011) which are context, content, capacity, client and commitment.

3.3.6 Description of the respondents

The range of respondents is from Deputy Director General, Chief Director, Director, Deputy Director and Assistant Directors in the National Department of Public Works. Most participants were at management level whilst the average was situated at senior management. The above mentioned respondents have been in the department from 5 – 15 years, which assisted in getting a response that represents the before and after the introduction of performance monitoring systems in government. The respondents age ranges from 35 - 50 years with male respondents being more than female respondents due to the structural demographic in the department. Furthermore, most respondents interviewed are from the governance, risk and compliance branch in the department.

Table below provides a breakdown of respondents by age, position, work experience and gender

Table 5. Description of respondents according to age, years in service, position and unit

Respondent	Position	Years of experience	Gender	Age	Unit
1	Chief Director	11	Female	46	InterGovernmental Coordination
2	System Controller	10	Male	36	Property Payments
3	Director	4	Male	35	Internal Audit
4	Deputy Director	6	Male	42	Communications
5	Director	12	Male	46	Monitoring and Evaluation
6	Chief Director	5	Male	40	Monitoring and Evaluation
7	Director	6	F	37	Expanded Public Works Programme
8	Director	8	M	39	Fraud and Investigations

9	Deputy Director	10	M	37	Human Resources
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In terms of gender, seven were male and two were females, eight out of nine of the respondents had more than five years in the department whereas one had four years experience.

3.4 Research strengthens—reliability and validity measures applied

Reliability refers to whether research conducted can be duplicated to yield the same research results every time (Babbie, 2013). Social research measures concepts such as poverty and mortality rate, reliability allows consistency in the measures used (Bryman, 2012). It is however prudent that we note that reliability does not ensure accuracy (Babbie, 2013). As a researcher you can ensure accuracy and quality through validity, validity is then described as the ability to measure what you had set out to measure through your research strategy and measurement techniques used (Kumar, 2014). The integrity of the research conducted is often tested when validity is achieved (Bryman, 2012). It is for this reason that when conducting research, you are able to prove that your research can be replicated and accuracy is assured.

Reliability can be broken down into two types' namely external reliability and internal reliability. In external reliability the focus is on whether a particular research has the ability to be replicated, this means that another researcher can apply the methods and measurements you used to attain the same results (Bryman, 2012). Furthermore, in qualitative research achieving external reliability is complex as qualitative research deals with people and social settings (Bryman, 2012). Internal reliability refers to a group of researchers having an agreement on what they have observed during data collection (Bryman, 2012). This research has ensured reliability as it is important for qualitative researchers to use a different method such as dependability, this can be done by ensuring that all documentation during the research process is made available (Bryman, 2012).

The ability to show without reasonable doubt that you were able to measure or assess what you as a researcher had set out to measure is validity (Bryman, 2012). Babbie

(2013) however suggests that ultimate validity is difficult to prove which is where relative validity can be referred. There are a number of qualitative research validity types namely: credibility, dependability, transferability and confirmability. There are other criteria's one can employ to prove validity in qualitative research such as trustworthiness which details the above mentioned validity types (Babbie, 2013). Credibility is important in qualitative research as it means that the participant is able to validate the researcher's findings, as it is their lived experience (Kumar, 2014).

It should also be noted that credibility also refers to the ability to perform your research within a social context where the respondents who were part of the study agree with the researchers findings (Bryman, 2012). Dependability refers to the ability to yield the same results if the same process of research is undertaken by anyone else either than the main researcher (Kumar, 2014). This is achieved by ensuring that a paper trail is kept throughout the research process (Bryman, 2012). The ability to generalise the research findings to different settings in qualitative research is referred to as transferability, this is particularly not easy as qualitative research deals with small groups of respondents (Bryman, 2012; Kumar, 2014).

A past qualitative study by Lemaio (2015) which sought to assess challenges in the implementation of performance management system in the Gauteng Department of Agriculture and Rural Development ensured dependability by ensuring that an audit trail of all the interviews, interview schedules and schedules used during the data collection process were kept. Similarly, this research ensured that all interviews and interview schedules were stored in a manner to ensure that should another researcher want to conduct similar research the same steps can be followed to yield the same results. Furthermore, Lemaio (2015) and Maphunye (2013) used methods such as triangulation and member checking to ensure that there was credibility, this was done as credibility refers to collected data being believed by those that were interviewed. For the purposes of this research having daily access to the participants proved to be beneficial as member, checking was done which allowed information to be confirmed during the process of transcribing. Triangulation was also used as it allows for the use of different methods of collecting data, in this research interviews together with document analysis was a way of ensuring that triangulation was done.

3.5 Research weaknesses—technical and administrative limitations

The study chose a qualitative research strategy due to the ability to gather rich data, through semi-structured interviews with assistant directors, deputy directors, directors and chief directors. However, the exclusion of lower level staff due to time constraints limited the study in getting findings that represented all staff affected by the challenges in the implementation of performance monitoring systems. Furthermore, a case study design infers that the department was researched in isolation and not benchmarked against other government departments that have implemented performance monitoring systems. The research had initially sought to interview twelve participants in the department who were directly involved with performance monitoring systems and represented each branch in the unit. Due to the unavailability of the participants after a number of reschedules the researcher only managed to interview nine of the twelve participants.

Time constraints in conducting the research posed as a limitation as time spent with respondents could assist the research through probing questions being asked. Senior officials were unable to partake in the study due to their busy schedules, an attempt to conduct an interview with a Deputy Director General in the department led to many postponements and cancellations. One participant requested not to be recorded as they felt they were not comfortable, this resulted in the researcher taking notes and possibly missing out some details, as the backup provided by audio would have helped in ensuring that they had captured all the necessary information. Furthermore, another limitation that presented itself is that the researcher is known to all participants which resulted in some participants expecting the researcher to know the answer to the questions being asked as she is employed in the monitoring and evaluation unit.

The purpose of this chapter is to present research results gathered during the data collection period. Therefore, this chapter seeks to discuss findings to the first research question (Section 4.1) – what are the processes in place in the national Department of Public Works to ensure effective implementation of performance monitoring systems? Section 4.2 seeks to discuss findings the second research question - Challenges in the implementation of performance monitoring systems in the national Department of Public Works? Furthermore, in Chapter 1, two research questions are provided to guide the research and to furthermore assist in structuring the interview guide. A research framework is presented in Chapter 2 (Section 2.7) which articulates the research problem (Sections 2.1 and 2.2). Section 2.3 articulates the research knowledge gap, (section 2.4 and 2.5) the attributes of policy implementation in the academic context and the frameworks that one can employ to interpret the empirical research results (Section 2.6). Furthermore, in (Chapter 3) we have detailed the research strategy, design, procedure and methods used to collect, collate, process and analyse the empirical research information which we present prior to discussing the research findings in Chapter 5.

It is also prudent to highlight the five key aspects that were discussed in Chapter 2 based on reviewed literature that we can use to assess the challenges in the implementation of performance monitoring system in the national Department of Public Works which are; context, commitment, capacity, client/coalitions and context (Cloete and Coning, 2011). Presentation of the findings is on the five aspects, which became the focus of the research.

4.1 The processes in place in the national Department of Public Works to ensure effective implementation of performance monitoring systems

Newcomer (2003) outlines three major challenges encountered when trying to implement a performance monitoring system, which are communication, technical skills and political influence. Furthermore, it is important to ensure that the department's strategic goals are in alignment with the intended interventions suggested to implement

systems (Pollanen, 2014). Whilst conducting interviews with officials from the department, the findings pointed to one of the processes that was missing in the efficient implementation of performance monitoring systems that came out strongly was communication. In several interviews with participants, it was noted that the involvement of management through the support provided in advocating for monitoring and evaluation to ensure seamless implementation was not present. This pointed to the importance of management understanding the role of performance monitoring systems and their use in an organisation.

4.1.1 Participants understanding of what a performance monitoring system is

Participants were asked to explain what their understanding of monitoring and evaluation was furthermore indicating their understanding performance monitoring within the context of the National Department of Works;

All participants had a common understanding of what monitoring and evaluation was; as they mentioned that it had to do with monitoring and reporting against set strategic objectives and targets set by the department. *“...In my simple view monitoring is part of those management responsibility of planning executing and monitoring, so monitoring and evaluation is looking at we have planned, something we have executed and are we doing what we supposed to do the way we supposed to do it during the time we are supposed to do it”*. This participant echoes the idea that the participants have although they place the role and responsibility of monitoring and evaluation as a management function. Another participant explained monitoring and evaluation as the ability of an organisation to use both their financial and physical resources to achieve its set targets and objectives.

The participants were able to link their knowledge of monitoring and evaluation to the departments' performance monitoring system. The importance of being able to track performance to ensure that the department is still maintaining its mandate and client satisfaction formed part of the responses that the participants provided. They furthermore, stressed the importance of monitoring and evaluation unit being at the forefront to create early warning systems if the department was not operating at its optimum. However, the inability to articulate the process, which the department took

in collation and collection of performance information, is highlighted through the participants not knowing that there is a monitoring and evaluation policy. One of the participants whose outlook was shared by other participants indicated:

“Yes, I am aware of the policy but I’m not sure about the branches, but its circulated everyone is having it but what I’m sure of is that its partially used because it contains the process of collation and collection of information and the department is aware of that process. The department may not be aware of the entire policy but the part of it is complied with because they submit the reports even though the compliance might be low”.

The above idea that the department is not conversant with the contents of the monitoring and evaluation policy relates to the level of training required to assist the department in ensuring that everyone knows what a performance monitoring system is. A number of participants unanimously agreed that training should be provided to management because they are the ones that are accountable to Parliament and National Treasury. It also emerged that the department should have monitoring and evaluation champions that are at a deputy director level, ‘...*Definitely at a Deputy Director level at least, because they need to be in management meetings to advocate*’. This idea is suggested because there is a belief amongst the participants that if the champion is at middle management this will enable them to take decisions unlike junior level staff who have no authority to take decisions. The importance of management in implementation will be discussed further down in the chapter.

4.1.2 Capacity required in implementing the monitoring and evaluation policy and performance monitoring system

The need to have adequate capacity to implement a performance monitoring system prompted the question about the type of training needed in the department to understand what monitoring and evaluation is and to advocate for its implementation. Most participants recommended that officials in the department needed to attend a compulsory course that would equip them with the knowledge to enable them to understand what a performance monitoring system is and its importance in the organisation. Participant eight pointed out that training would assist in ensuring that the following questions are answered “...*what purpose does it serve, what are its objectives, how does*

it link to the work that we do on a day-to-day basis so mainly it's the general understanding of what M&E is". Participants further agreed that the lack of resources meant that the training should be limited to management then management and skilled monitoring and evaluation staff would be required to train the rest of the people in their unit. Participants also highlighted the importance of having monitoring and evaluation champions in every unit to assist in the training. Furthermore, there was a consensus that public servants did not want to be monitored, as they did not feel comfortable with being accountable and it was not in the culture of public sector. However, one participant held a different view by suggesting that that training was not an issue:

"...we don't need training here because evidence doesn't show that its lack of quality of performance information it's the here and there but it's not the main cause. The main cause is non-submission and that can't be the trigger, any training intervention it triggers consequence management".

This notion suggested that people in the department understood what a performance monitoring system is, however the use of the system seemed to be problematic. Participants would then maintain that continuous training on performance monitoring systems and the purpose they serve ought to be at the forefront when considering training interventions. There was however, a different view from one participant who pointed that managers should be performing monitoring function as part of their day to day activities "*... There's no manager who don't have to report, we have to that's part of our job. It's boring but it needs to be done*". This was further cemented by another participant who noted that does not serve the department for officials to go on training if they do not appreciate the importance of monitoring, reporting and evaluating set goals, objectives and programmes.

Whilst on the issue of training some of the challenges that were presented by the participants was the lack of training around the tool used to collect information from the various branches. The monitoring excel sheet used by the monitoring and evaluation unit to collect information was not understood by all, some participants mentioned that there has to be continuous training on the sheet and a thorough explanation provided on headings that were on the sheet. One of the participants also pointed out that "*...ones using the M&E sheet populating the information are not populating the sheet in accordance to what is required, an example and it also goes back to do you understand what is*

an input, do you understand what is an activity those kind of things". Participants further suggested that the monitoring sheet is being populated but not necessarily with relevant information that would assist the department in tracking performance.

The lack of integration between the different units in the department means that the information submitted to the monitoring and evaluation unit was sub-par as some units are dependent on each other. This discussion led to the type and level of communication that is required in the department to implement the monitoring and evaluation policy which is explored below.

One of the major challenges that an organisation faces in implementing a policy is the lack of necessary capacity to implement it, this then suggests that having adequate financial resources is not the only variable required to ensure its success (O'Toole, 1986) and (Cloete and Coning, 2011). Participants were asked whether they thought that the department was well capacitated to facilitate the implementation of a performance monitoring system their response was in the negative, as they felt that the monitoring and evaluation unit tasked with the responsibility of executing the implementation was not adequately capacitated. One participant indicated that:

"I don't think the department is well capacitated because monitoring and evaluation is a new management technique and you may find that the monitoring and evaluation unit is not well capacitated in terms of human resources and their work is so huge".

Another participant further indicated the absence of a resource being placed in every unit to assist the performance monitoring:

"...I wouldn't say we are adequately capacitated reason being like I said the interaction that I can recall with the M&E department is mainly in submission of reports but with the warm bodies there isn't any interaction that happens with the branch. So I will take from my previous experience where each branch will be assigned an asset that works with them on a continuous basis and this becomes the support function to the branch but in Public Works unfortunately it's not something that is happening".

4.1.3 Communication provided by monitoring and evaluation officials in the implementation of performance monitoring systems

Makinde (2005) highlights the importance of establishing clear communication lines through thorough explanation of what is expected of implementers without being too stringent to the point of hindering and potentially sabotaging the process. Communication was one of the challenges that came up during the interviews with the participants, most participants felt that there was not enough communication around monitoring and evaluation or that if there was communication it was only limited to the time of reporting.

Some participants indicated that the quarterly performance reports were submitted to the monitoring and evaluation unit but there is no feedback to the units. This further highlights the finding by Umashev and Willett (2008) that found that one of the challenges in implementing a performance monitoring system was the inability to cascade information to the implementers effectively. One participant suggested that the department employ different methods of disseminating information “...conducting interviews like we are doing now, educating people on the monitoring and evaluation processes. Surveys, questionnaires, quiz something like that”.

The topic of communication also highlighted the lack of communication between executive management and staff. Most participants mentioned that management took decisions on their behalf without proper consultation resulting in the inability of junior staff which are essentially the implementers in executing the proposed strategic goals. Participants further pointed to silo mentality that was prominent in the department, different units in the department who had interdependent goals do not communicate effectively to ensure seamless implementation.

A participant pointed out the need to have feedback meetings where the monitoring and evaluation unit, provided a feedback report to the units so they could improve; “...We never got any feedback and the prominence that it deserves to seriously improve the departments performance. Whatever is discussed there should be filtered down”. Another participant indicated that;

“...In my view it’s not effective because the reason I am saying that is there is no feedback process back into the branch. So it’s normally a one way we submit and we get an acknowledgement that your report has been submitted but as to what happens with the information that gets submitted from the reports that is a part that I am yet to see since I have joined the EPWP branch”.

The accessibility of performance monitoring reports further pointed to the communication challenges faced in the department. A study by (Mills and Neely, 2002) cements this notion as one of the findings of their study pointed the importance of information being readily available for use. A participant pointed out that *“...You will only see those if you attend executive committee meetings, if you are not an executive committee member you can ask anyone what is the performance and they do not know”.*

4.1.4 The alignment of the performance monitoring system and the performance management system

The question that was asked was how participants incorporate monitoring into their day-to-day activities. This question was asked to find out whether performance monitoring was viewed as a function done only at the end of the quarter or whether it was done on a daily basis. One participant pointed out the link between the annual performance plan and the work plans or performance agreements:

“...That we do as part of our overall functions and what we have put in our APP, what we put in our business plan is what we basically do on a daily basis so we align them to an extent that whatever that we do is geared towards us doing what we said we will achieve at the end of the day. The reason why you see there is a huge level of non-compliance or not achieving targets is because people do not monitor their day to day activities or maybe you will find that what they put on their APP itself has to be monitored and its not something you do on a daily basis then how are you going to achieve it”.

Another participant indicated that the work plan served as means of ensuring that monitoring and evaluation was incorporated into their day to day activities;

“...Ensure that you work according to your work plan, the targets that you have set yourself the priorities you have set yourself for the day in your diary, maybe you need to produce brochures and notice boards. It’s a plan that you set yourself on a day to day/ weekly guided by the annual performance plan”.

The question led to participants differentiating between performance management and performance monitoring which introduced a new theme and new finding as per below: The differentiation between a performance monitoring system and a performance management system was highlighted during the interview process as participants felt that the two should not be dealt with separately. One participant indicated “...*what I normally do is we do performance monitoring reports then I use that when we do performance appraisals for individuals and executive members, I use that as a guideline*”. Other participants that indicated the correlation between the annual performance plan and their individual performance agreements or work plans echoed this. Bourne, Hudson and Smart (2001), conducted a study that also highlighted the importance of strategic goals that were in alignment with operational plans of the implementers.

This is also suggested by a participant indicating “...*I believe that is why monitoring on an organisational point of view needs to talk to your performance management system which is an individualistic performance managing tool*”. Another participant was able to articulate the link between performance management and performance monitoring by suggesting the following;

“...*Government wide planning and M&E is very clear we've got dual planning process, bottom up/ top bottom the strategic plan of the department informs the app/ informs the business plan/ business plan informs performance agreement / performance agreement informs business plan and vice versa work plans support. Having said that what is captured on the work plan directly or indirectly talks to the strategic plan even if it's not verbatim on the strategic plan but in terms of the processes that helps the strategic plan to be achieved and the strategic plan is aimed at achieving outcomes of government and currently we speak of outcomes that supports or endeavours in achieving NDP goals and that's how my work plan is aligned*”

However, one participant reflected on the lack of knowledge amongst officials in being able to see the connection between a performance monitoring system and a performance management system “...*Many of us, I don't want to speak for others but my observation is that we don't understand how their daily activities impact on the broader strategic goals of the department*”. Management and its ability to lead the department in understanding and

enforcing the linkages came out strongly in the interviews; the role of management was questioned as indicated in the section below.

4.1.5 Research results compared with other studies

This section compares empirical results with similar studies reviewed in Chapter 2 (Section 2.3). The research aim was to unearth the knowledge gap on this particular subject in the Department of Public Works; we have used this knowledge gap to suggest options that were employed in Chapter 3. We compare results presented in Section 4.1 with results of previous studies on the challenges in implementation of performance monitoring systems.

More generally, this research results are similar to those of Van der Waldt (2014), Bourne, Hudson and Smart (2001) who found that participants understand what a performance monitoring system is. However, they are different to findings by Umashev and Willett (2008) that suggested that participants do not know what a performance monitoring system is and how it is implemented.

The study by Mills and Neely (2002) and Umashev and Willett (2008) concluded that communication is one of the key components in the effective implementation of a performance monitoring system. Our results are similar to this study as the role of communication was highlighted throughout the responses received from participants. However, a qualitative study by Van der Waldt (2014) does not highlight communication as one of the reasons there is challenges in implementing a system.

Furthermore, our research results are specifically similar to studies of Maphunye (2013), Lema (2015) and Makinde (2005) that found the need of human capacity as a crucial component in the implementation of performance monitoring systems. In addition, the need to align performance management systems and performance monitoring systems, was highlighted through the research findings.

4.2 Challenges in the implementation of performance monitoring systems in the national Department of Public Works

4.2.1 The role of management in ensuring the implementation of the performance monitoring system

The significant role that management plays in an organisation cannot be overlooked; when implementing performance monitoring systems, yet research has proven that is often the case. Management ought to be at the forefront of this process by ensuring that the implementation process is inclusive of all the role players most especially the implementers (Goggin, 1986). This is however not the case as mentioned by one participant:

“...the policy is imposed so from my point of view if you weren't at the branch meeting someone else made a decision for you at some strategic session for you at the region based on what's happening without taking into consideration the dynamics of that particular region”.

A concern was raised by another participant who felt that management did not take monitoring and evaluation seriously which resulted in managements inability to be strong advocates for the implementation of a performance monitoring system. *“...We never got any feedback and the prominence that it deserves to seriously improve the departments performance”.*

Another participant who suggests that management does not take performance monitoring seriously as their performance is not linked to their salary *“...performance of the department can be linked to a manager, you know in a private company as a director I answer for my performance also raised a similar view. But the bottom line you should be able to respond because it affects your pay and reputation”.* It is therefore, important for management to create an environment that is conducive for all role players involved in the cycle of policy implementation.

4.2.2 The role of organisational culture in assisting the implementation of performance monitoring systems

Organisational culture is an important factor in how performance information will be consumed, the alignment between the organisations strategy and the organisations structure are crucial in the implementation of performance monitoring systems (Smit, Cronje, Brevis and Vrba 2011). Whilst, interviewing participants one of the themes that kept on coming up was the need for the culture of the organisation to change and adapt to a new culture of promoting performance reporting. One participant noted a concern that:

“...This is a management issue and there should be a change of culture as an organisation because monitoring and evaluation should be seen as an agent of change but if there are people who are still resisting change it results in such things because you see with changing and not changing.

Bryce and Crawford (2003) identified an organisational management stream that speaks to performance measurement through the use of efficiency and effectiveness. A participant that thought change management should form part of the change in organisational culture echoed this sentiment:

“...You are not changing their persona and all but it is about change in terms of efficiency, effectiveness and change in terms of doing better and that change management is not seen as important”.

There are a number of factors that characterise change management in an organisation, such as; allowing managers to be responsible, increased accountability and budget monitoring. One of the questions that was asked during the interviews was whether management was assisting the organisation in implementing the monitoring system one participant mentioned that;

“...This is a management issue and there should be a change of culture as an organisation because Me&E should be seen as an agent of change but if there are people who are still resisting change it results in such things because you see with changing and not changing, you are not changing their persona and all but it is about change in terms of efficiency, effectiveness and change in terms of doing better and that change management is not seen as important”.

One other participant was able to articulate one of the challenges in implementation by pointing out the lack of preparation in ensuring the success of a system. Systems thinking theory suggests that the third step in implementing a policy is that you should pilot the system, in the case of the national Department of Public Works the system was not piloted, the participant identified that;

“...the culture of the organisation is not mature to accommodate and acknowledge and accept that there’s monitoring and evaluation because monitoring and evaluation is now a sift as a policy not as strategic partnership for improving performance. Should we improve on the cultural behaviour of the organisation the system is going to be effective.

4.2.3 Absence of rewards and punitive measures

The implementation of the performance monitoring system and the monitoring and evaluation policy ought to instil greater productivity in employees whilst also assisting the department in achieving its strategic goals and objectives. The challenges that are experienced by the National Department of Public Works in the implementation of the system point to the lack of understanding or total disregard of the importance of a performance monitoring system, participants suggested that the department should have incentives to encourage compliance whilst also putting in place punitive measures for those that did not comply. A participant suggested that;

“...Perhaps we can also amplify it by also implementing consequence management for those employees that are not complying with the framework so that they can start improving”.

One other participant suggested as set out below the need for the department to apply a system that would reward good performance whilst also applying a consequence management system that would deal with officials that did not comply with the requirements set out in the implementation policy

“They should crack the whip, we will give you an opportunity to train on these things but if you don’t comply then we have to take punitive measures”.

4.2.3.1 Malicious compliance

In the absence of an effective performance, monitoring system one of the challenges faced is units not taking performance reports seriously. Furthermore, the use of performance information to improve departmental performance and service delivery hinders the productivity in the department. Officials tend to do things because they have to do them; it is an activity that has to be ticked off at the end of the quarter through population of the performance-monitoring sheet. This notion is shared by two participants that pointed out that:

“...reports are taken as one of those things to comply and say at least it was done and presented at the executive committee meeting so it has complied but it is never for improvement and to take the decision of how then do we improve”.

“...Most good things we do for compliance, I’ll make an example. Look at our annual performance plans; look at the targets some of those things are not directly linked to output of the department”.

4.2.4 Research results compared with other studies

This section compares empirical results with similar studies reviewed in Chapter 2 (Section 2.3). The research aim was to unearth the knowledge gap on this particular subject in the Department of Public Works; we have used this knowledge gap to suggest options that were employed in Chapter 3. We compare results presented in Section 4.2 with results of previous studies on the challenges in implementation of performance monitoring systems.

Specifically, our research results are similar to those of Umashev and Willett (2008) who found that the culture of an organisation plays a major role in how the implementation phase of policy implementation plays out. In addition, the top down approach is not suitable when implementing a system as those who are tasked with ensuring the system works are at lower levels in the organisation. However, a study by Mills and Neely (2002) found that management were key to the implementation of monitoring systems as they determined the strategic vision of the department. More generally, our research results are similar to those of Van der Waldt (2014) and Pollanen (2014) which point to the need of performance reports being used to guide and inform management decisions.

Our results showed the disparity between recommendations made through the performance reports and the decisions that management take which further highlighted the integral role that performance monitoring systems play in an organisation.

4.3 Conclusion

In this chapter we presented the research results in themes that were derived from data gathered. The chapter further presented the results under the subsequent statement: processes in place in the national Department of Public Works to ensure effective implementation of performance monitoring systems (Section 4.1). In addition, results were presented under the following statement: challenges in the implementation of performance monitoring systems in the national Department of Public Works (Section 4.2). Findings revealed five major attributes, which are communication, content, capacity, context and management involvement that need to be taken into consideration when implementing a performance monitoring system. It is however important to note that findings pointed to the interconnectedness of the above mentioned attributes as responses often weaved from one attribute to the other.

This chapter discusses the research findings as presented in Chapter 4 based on a theoretical framework that has been discussed in Section 2.6, also drawing from literature review, previous studies and other theoretical frameworks discussed in Chapter 2. The discussion is divided into two sections as per the research questions. The first sections, we discuss the processes in place in the national Department of Public Works to ensure effective implementation of performance monitoring systems. The second section (Section 5.2) seeks to discuss findings of the second research question - Challenges in the implementation of performance monitoring systems in the national Department of Public Works.

5.1 Processes in place in the national Department of Public Works to ensure effective implementation of a performance monitoring system

This research question seeks to assess the processes in place to ensure effective implementation of a performance monitoring system. In this section, we discuss and analyse the research results on the content, context, capacity, commitment of implementation. Furthermore, the research uses the theory of change to analyse the research findings for this section.

5.1.1 Participants understanding of a performance monitoring system

According to the theory of change it is important to draw strategic image of various interventions that take place in the implementation cycle with the aim of creating long-term change (Serrat, 2013). In order to achieve that, there has to be a common understanding of what a performance monitoring system entails and what it intends on doing. Furthermore, theory of change talks to the roadmap or logical framework that an organisation uses to implement change (Stein and Valters, 2012). The findings cemented this view by echoing the fundamentals of a performance monitoring system, which are achievement of strategic goals and objectives whilst also noting the need to ensure that all employees understand the content of the implementation policy. This

finding further aligns to the systems thinking theory that suggests that the first step in the implementation of a system is the ability to describe the system. Flood (2010) and Stein and Valters, (2012) point out the importance of this step as it outlines the behavioural challenges encountered during the implementation stage whilst also taking into consideration the importance of theory of change in facilitating project implementation and the need to understand the system to facilitate improvement. The findings echoed this sentiment as participants felt that the need to monitor and evaluate performance was crucial to ensure that progress can be tracked and amendments can be made should there be a need.

5.1.2 Capacity as a requirement in the implementation of a performance monitoring system

One of the variables that underpin policy implementation is capacity, the need for an organisation to ensure that they have adequate capacity both human and financial resources to implement a system is important (Cloete and Coning, 2011). The logical framework together with the theory of change suggest that one of the inputs of a performance monitoring system is human and financial capacity (Serrat, 2013). It is therefore, crucial to have a performance monitoring system that is dependent on human resources to keep it running efficiently. Furthermore, capacity is needed to design, plan and develop the necessary tools for implementation. (Gorgens and Kusek, 2009).

This is evident through the research findings that suggest that the National Department of Public Works is lacking in human capacity to implement the performance monitoring system. As pointed out by one participant there are not enough warm bodies to ensure that the department is represented when coming to performance information. Furthermore, research results point to the need to have officials in every unit who is tasked with performance monitoring to undergo training, they will then transfer those skills to other employees in their unit.

Systems thinking theory suggests that systems should be piloted prior to implementation, the pilot presents an opportunity for training and allows for the system to be amended and enhanced (Forrester, 1992).

5.1.3 Communication as a contributing factor in implementation of performance monitoring system

Newcomer, (2003) and Cloete and Coning, (2011) advocate for the need for effective communication to be at the forefront of implementation systems. They further suggest that the lack of communication leads to the many challenges that are faced in organisations. Research results indicate that the lack of communication has proven to be a problem within the department, ineffective communication systems in the department have led to strategic goals and objectives not being achieved. Literature further points to communication being one of the major variables in the implementation cycle, results however suggest that the department places communication especially feedback as an ad hoc function.

According to theory of change, the if, what and then questions all point to the ability of the organisation to reflect on the implementation process and consult (Serrat, 2013). The consultation part of communication in the department does not seem too effective as participants pointed to the lack of consultation and also no feedback is provided after the performance information has been collected and analysed.

According to systems thinking theory communication has moved from just being a linear model to that of a sender/receiver. It has rather moved to a more complex type of model where there has to be simultaneous models that are able to encode, decode and process information. This type of thinking should be incorporated into the logical model of the departmental implementation system to ensure that the correct message is relayed (Best and Holmes, 2013).

5.1.4 Alignment of a performance monitoring system and performance management system

Propper and Wilson, (2003) suggests that systems usually fail not because they are bad but because the implementation is flawed. This can be attributed to a number of factors such as leadership where managers find themselves reporting to more than one boss and performance management organisational culture which has an influence on how performance information is used in an organisation. Results point to the need for alignment between the two systems to ensure seamless implementation and influence performance information culture.

5.2 Challenges in the implementation of performance monitoring systems in the national Department of Public Works

5.2.1 The role of management in the implementation of performance monitoring system

Sabatier, (1986) and Pulzl and Treib, (2007) suggest that management often does not take implementers of a policy into consideration when planning instead; they set goals and activities for the department without any consultation from staff. This view was further corroborated by the research findings, which suggested that management decided on strategic goals and objectives with little to no consultation. Furthermore, the lack of accountability amongst management has been linked to the failure of performance monitoring systems (Therkildsen, 2001). This is another finding that was revealed during the research, where participants noted the lack of consequence management to ensure that those tasked in implementation of the system were not held accountable for its success or failure.

The theory of change provides requirements for the effective implementation of a policy which include the need for critical systems thinking on the design, implementation and the evaluation of the proposed intervention (Serrat, 2013). Whilst the systems thinking theory promotes the notion that all key players in the implementation cycle should be represented in the modelling and result seeking process (Best and Holmes, 2010).

Research findings indicated the lack of accountability from management in the department as performance monitoring reports were not taken seriously and not used to inform decision making which result in adverse audit findings. Furthermore, this view is substantiated by further research findings that suggest that the department ought to treat monitoring and evaluation as a management function. Whilst, ensuring that monitoring forms part of strategic management to ensure that planning involves all the necessary components of a performance monitoring system from the start.

The use of theory of change and systems thinking theory used to interpret the research findings are not adequately suited in this instance. Rather, rational choice theory is best

suited to address the lack of accountability by management, because it talks to benefits that are derived from implementing a system. Rational choice theory is closely linked to power theory, which suggests that management will often act in self-interest (Hill, 2013).

5.2.2 The role of organisational culture in assisting the implementation of performance monitoring system

Siew (2004) and Yetano (2013) highlight the research gap that exists between organisational culture and performance culture, also pointing out the difficulty that organisations face when trying to find ways to effectively implement a performance management system whilst instilling a culture of improved performance in the organisation. Results point to a culture of just reporting for compliance, there is no indication that the National Department of Public Works has a performance driven culture. Furthermore, the inability of the department to adopt such a culture points to the need of a change management strategy that will assist in ensuring that performance monitoring systems are implemented.

According to step four in the systems thinking theory the identification of an implementation policy lends itself to alternatives that can be tested prior to the actual launch this then results in the ability to determine policies that have greater effective implementation (Serrat, 2013). Results indicate that there are no other alternative performance monitoring policies that could be used as a benchmark to determine whether the current policy is efficient or not.

5.2.3 Absence of rewards and punitive measures

Ferreira and Otley (2009), indicate that one of the aspects that are key in performance management is punitive measures and the reward system that are used to encourage achievement or non-achievement of performance monitoring targets. Findings however did not demonstrate that the department offered rewards or punitive measures for poor or competent performing employees. Despite, there being a section in the performance monitoring policy that talks to warning letters but they those features are not implemented.

Furthermore, the absence of rewards and punitive measures results in low moral in the staff that performs well whilst allowing lack of accountability as an employee may choose to implement or not implement the performance monitoring system. This result is supported by (De Coning, 2006) that suggests that there should be clear benefits that can be realised from policy implementation. This will motivate employees in being able to see the benefit of implementing a policy. Hill (2013) posits that the rational choice theory is most suitable in ensuring that this finding is addressed as rational choice theory suggests that people are only inclined to implement a policy if there is some monetary gratification. The absence of the rational choice theory being mentioned in most implementation studies points to the gap that is realised when implementing performance monitoring systems as the main theory that scholars look at is the theory of change.

6 SUMMARY, CONCLUSIONS, LIMITATIONS, AND RECOMMENDATIONS

This chapter reviews the research, whilst considering the findings and connecting the purpose of the research discussed in Chapter 1 to the outcomes of the study. Furthermore, limitations of the research are highlighted whilst making recommendations to the research problem and future studies.

6.1 Summary

The South African government like all other governments felt pressure from citizens to be more accountable for state resources used, whilst being able to track service delivery (Gorgens and Kusek, 2009). The imminent necessity to create performance-monitoring systems within every government department led to the development of the government wide monitoring and evaluation system framework. This framework was then adapted by the National Department of Public Works to create the Performance Monitoring and Evaluation Policy, which sought to implement a performance monitoring system for the department. However, the implementation of the policy has not been seamless and efficient, the inability to implement the policy led to an audit finding that highlighted the lack of integration between performance information and management decisions. Brown, Kerry and Waterhouse, (2003) cement this notion by highlighting the importance of aligning the performance monitoring system to the departments' institutional arrangements.

The purpose of the study is to assess the challenges in the implementation of a performance monitoring system in the National Department of Public Works. The study does not however focus on all performance monitoring systems in the country rather on the mentioned department. Similarly, the study is limited to policy implementation as a component of the policy cycle.

The study responded to two research questions: what processes are in place to implement the performance monitoring systems and challenges in the implementation of performance monitoring systems. It is however prudent to note that the study does

not focus on the whole organisation rather on the component of performance monitoring systems.

To assess and respond to these questions, a qualitative research strategy coupled with a case study design was employed. Furthermore, document analysis, literature review and semi-structured interviews were used to assess the challenges in implementation. Theory of change together with systems thinking theory was used to analyse the research results. Nine (9) participants availed themselves to be interviewed in the research; these participants were selected through purposive sampling. The population ranged between middle management and senior management, the interviews were conducted between December 2017 and January 2018. Data was gathered using a semi-structured interview guide which assisted the researcher in gathering rich data, this data was firstly coded then segmented into themes that emanated from the interviews.

6.2 Conclusions

The research analysis exposed a number of disparities between the imagined implementation of the system and reality. It would appear that officials tasked with the implementation of the system thought that the system was well suited for the department. Whereas the actual users of the system felt that, the system did not quite cater for their needs thus rendering it inadequate to them.

One of the other concerns raised from the research was the limited use of the performance reports by management to inform decision-making, the quarterly reports were requested as compliance in order to submit to governing departments such as National Treasury, National Department of Planning, Monitoring and Evaluation. Furthermore, management set goals and objectives that are sometimes difficult to meet, as there was no prior consultation with implementers, which resulted in personnel feeling as though the targets are imposed.

Another significant finding was the need for training in aspects of performance monitoring systems, the National Department of Public Works had done well in training employees on the logical framework yet there are still challenges in reporting as most employees perceive the method used for collection of performance information as

additional admin. This results in malicious compliance which does not serve the department as performance information reported is not always accurate resulting in a situation where monitoring and evaluation practitioners are unable to analyse the documents.

In conclusion, the role of management and organisational culture of the department limit the speed and level in which the implementation of the system can be carried out. Executive management needs to take performance monitoring seriously, whilst ensuring that there is buy-in from all relevant role players in the department.

6.3 Limitations

Limitations of the study are that it used a qualitative strategy and case study design, which means the results, cannot be generalised. The use of a case study design posed as a limitation as less people were used to gather information rather than having a bigger sample. Furthermore, the use of semi-structured interviews poses as a limitation as they take time to administer unlike administering a structured interview through random sampling. Also noting that some participants will not always provide credible information to assist the research and adequately answer the research questions. These limitations were addressed through document analysis and through semi-structured interviews to increase credibility.

It is also worth noting that the researcher was unable to interview executive management as envisioned due to time constraints from the executives, this means that the voice of executives in the department is not present resulting in a gap in the collection of valuable information. Two other participants requested not to be recorded this posed as a limitation as the researcher might have missed important information whilst scribing. Furthermore, the researcher was known to the participants which might have presented itself as a limitation as participants are familiar with the researcher.

6.4 Recommendations

Similar to Cloete and Coning (2011), as established through the research results, the study recommends that the department ensures that the implementation of the performance monitoring system is not assumed to be automatic based on how well the policy is formulated. Furthermore, the department should amend and enhance the implementation policy based on the current usefulness of the system. O'Toole (1986) suggests that management and policy makers should analyse actions that lead to the success or failure of an implementation system. It is also recommended that the department can instil a system that will ensure accountability from those who tasked in implementing the system, whilst also introducing consequence management across the department to ensure implementation and use of the system.

Past studies by (Makinde, 2005 and Umashev and Willett, 2008) pointed to the lack of communication in implementation of performance systems. Similarly, findings indicated the lack of communication as one of the challenges in the implementation of the performance monitoring system in the National Department of Public Works. It is therefore recommended that the department strengthen their communication system to ensure that all role players are aware of performance reports, furthermore constant feedback to the units is essential to facilitate a culture of reporting. Another recommendation linked to communication is that quarterly performance reports should be easily accessible for use notwithstanding taking into consideration the consequences that will be generated by the use of this information.

It is further recommended that the performance monitoring system of the department be linked to the performance management system as well as the strategic management system as findings pointed to the lack of integration in these systems. This is particularly important, as the alignment of these systems will assist the department in ensuring there is a clear alignment between planning, reporting and performance. This will ensure that the departments strategic goals are crafted in a manner that point to a specific outcome to ensure the alignment with operational plans.

Furthermore, it is recommended that the department consider employing additional staff to assist with the work load in the monitoring and evaluation unit. Furthermore,

these additional human resources should be skilled as research findings point to the lack of understanding of monitoring and evaluation. Abrahams (2015) further iterates this notion by suggesting that monitoring and evaluation should be professionalised and skills should be continually updated. Findings revealed that the lack of human capacity impacts on the quality of reports produced and the efficiency in which quarterly reports can be done. Additional capacity in the form of training is also recommended to ensure that units in the department have clear knowledge of what a performance monitoring system is and how it can be used to improve performance which is linked to service delivery. Furthermore, it is recommended that the department ensure that there is clear alignment between the departments strategic goals which are in the strategic plan and the annual performance plan of the department which will guide how the department is supposed to reach its objectives whilst improving service delivery

The study sought to assess the challenges in the implementation of a performance monitoring system in the National Department of Public Works whilst highlighting factors such the context, content, capacity and commitment affecting the success of the system.

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APPENDIX 1: REQUEST LETTER TO PARTICIPANTS

REQUEST LETTER TO RESPONDENTS AND CONSENT FORM

Dear Sir/Madam

Invitation to be a participant in a research project: Assessing challenges in the implementation of performance monitoring systems in the Department of Public Works

Ms Dineo Motsoeneng is an employee in the National Department of Public Works working as a Monitoring and Evaluation Manager in the Monitoring and Evaluation unit. She is currently a student at University of the Witwatersrand School of Governance where she is pursuing her Masters in Management majoring in Monitoring and Evaluation (MM: M&E). The researcher (Ms Motsoeneng) will require your assistance in providing information that will enable her to complete her dissertation on assessing challenges in the implementation of performance monitoring systems in the National Department of Public Works.

All participants will be duly briefed prior to the research being conducted on what the research seeks to achieve, all ambiguity that may arise will be addressed. Thereafter, a consent form will be distributed to all respondents; the consent form includes a section where assurance is given that all information will be treated in the utmost confidentiality and also requests permission from respondents to use recording devices.

I can assure you that your name will not be shared with anyone who is not part of the research process. All of the researchers involved in the research process are required to ensure that your identity is kept a secret. An appendix has been included, which profiles the researcher and steps taken to ensure that the participants are protected during the implementation of the research project.

Kind Regards

Dineo Motsoeneng

Motsoeneng.dee4@gmail.com

APPENDIX 1.1. CONSENT FORM

Research Title: Assessing challenges in the implementation of performance monitoring systems in the National Department of Public Works

Name of Researcher: Ms DM Motsoeneng

Position of researcher: Student at WSG

Contact details of researcher: 076 487 1113

I hereby agree to be a participant in the study Assessing challenges in the implementation of performance monitoring systems in Department of Public Works.

I have been duly informed of the process that will take place during the interviews; an information sheet has been provided on the research project. Furthermore, I am aware that it is not obligatory that I do this interview and that if I choose to participate I can withdraw from the interview at any point. I also understand that I have the right not to answer any posed questions.

I understand that my identity will remain confidential and any information gathered during the interview will also remain confidential.

Name of Participant

Date

Signature

Name of Researcher

Date

Signature

Appendix 2: Semi-structured Interview Guide

Introduction
Objective of the research
Signing of consent form

1. How many years have you been in the department?
2. What position do you hold in the department and what are your duties?
3. How many years have you been in this position?
4. What is your view of performance monitoring in the department?
5. How do you implement performance monitoring on your day-to-day activities?
6. What training do you think is required for performance monitoring in the department?
7. Please explain what monitoring and evaluation means to you?
8. Do you think the current performance monitoring system is suitable to the department and is it effective? If yes/no why?
9. How do you think the current performance monitoring system can improve in the department?
10. How does the monitoring and evaluation performance-monitoring sheet assist you in tracking your performance?
11. How is the performance monitoring system linked to the departmental overall achievement?
12. How do you align your performance agreement to the department's strategic objectives?
13. How do you think management assists the department towards achieving its goals?
14. How does management use performance information to inform management decisions?
15. How best do you think the department can collect and collate performance information?
16. What challenges do you encounter when preparing for monthly and quarter reports?
17. How is performance information disseminated throughout the department?
18. How are key performance indicators decided upon in your unit?
19. What capacity do you think is required to implement an effective performance monitoring system?

Appendix 2.1: Transcribed interview

How many years have you been in the department?

8 years

In which branch are you in?

Governance, risk and compliance recently. Previously internal audit and investigation services

So how many years were spent in each position?

I have held the same position of Director in both branches

How old are you?

I am 39

I would like you to explain what M&E is to you or give me your understanding of M&E

My basic understanding of M&E is the process in which an organisation monitors and evaluates its performance against the set targets

Based on that explanation what is your understanding of performance monitoring which is M&E in the department and are you aware of the M&E policy?

To be honest I am not aware and I don't even know where to access it to start with but in any case on the first question as to am I aware that the department does performance monitoring, that I know through the quarterly reports and sheets that we complete. We have to report on the progress of attaining our APP targets which are set at the beginning of each financial year so basically each and every quarter we submit a report that indicates the milestone as to determine how far we are up to attaining the targets we have set for ourselves as a department

Do you think the current system is suitable for the department and is it working based on your experience?

I don't have a problem with the system that is currently being utilised but I think more

can be done in terms of assisting the units themselves because remember you are saying when you are doing monitoring and evaluation, not only are you monitoring whether am I attaining my targets but also you evaluate as to what can be done and if there are stumbling blocks and all that but we hardly get any feedback in terms of advice as to how do we get assistance or interventions to make sure that we indeed achieve our targets.

Based on that what do you think or rather what training would you recommend is needed in the department to facilitate and to assist both the people who are doing M&E and those who are supposed to report?

You see the same way if you adopted a risk management concept, you have risk champions that are trained in their way of what needs to be done. The same module should be used if ever we are going to improve performance and it should be adopted in my view for M&E because its very important, very much important and you cannot under appreciate the importance of M&E because it regulates whatever we do for the course of the year, remember its not someone else who sets these targets but its myself, I set them at the beginning of the year with SMU and say this is what I am going to achieve - its my own targets but obviously not everything is within my control hence I said there are some factors that will influence whether I achieve my targets or not but in anyway what I am saying is that there should be a concerted effort that human concept to train people on M&E and appoint M&E champions so that when we complete the M&E sheet and evaluation that its something that we do for compliance because the reality as it is now it is mostly done for compliance just to comply because Dineo wants the report and I must give her the report and do not even put any thought into what they are doing, just as long as they give you something and say there I have done six investigations but if we train people it will make them conscious of the importance of properly monitoring and evaluating the relevant POEs and all that and then people can see when they have not achieved their targets they put their actions plans there as to how they are going to do it. Who monitors them, who actually goes back and monitors whether what you said you'll do, you'll actually do because you will find that in some instances the same thing of reporting in Q1 I will do the following quarter so it just becomes a copy and paste and there is no feedback and no one actually picks it up.

So now you are saying that there is a risk element like the risk champions do the same and they go through certain trainings but now would you say that if I come

back now with an action plan on top of the monitoring sheet that you are supposed to complete, would you not find it as tedious, as too much reporting whereas you are supposed to be doing work?

It's very difficult so we take into consideration the capacity challenges in the department so it's not as if we have access, even with adequate staff you will have to do an operating model and you will realise that even as we are now we are just overwhelmed

Facilitator: Is this in the GRC branch or as a department?

I am taking it from the perspective of the department, you will go over such structures you will see the RMC and the RAA most of the challenges that people put forth in terms of none performance of targets and all that its because of the lack of capacity but actually inadequate capacity

Facilitator: Now when they say inadequate capacity do they view capacity as a human resource as in warm body in seats or capacity as not enough awareness maybe in terms of education or the ability to perform the job?

You see from my personal experience of which is departmental wide like I said with my interactions with colleagues here we are talking about warm bodies, the skill is there sometimes you will even find that we are given financial resources to make use of consulting firms and all that but what I always raise even on ORS structures is you can give me money to use consulting services but I will still need warm bodies to monitor these people and make sure that the government gets its value for money. Remember I appoint a consulting service to do work for me and play their role by taking ownership of the work they are going to deliver to me. I can never use a consulting service if I have warm bodies with me, thats where the challenge is - warm bodies. Use a classic example of our case as we entered here you've realised I am not...

Based on that M&E has a monitoring sheet that they distribute on a quarterly basis. Does that monitoring sheet assist you in tracking your performance?

It does but I will say it does but in a manner that is structured by when we sat down as a unit and agreed in this particular instance that this will be our targets and our achievables for the particular year so it does help us to note and be able to see where we will not be able to meet our targets and also put mitigating factors as to ensure that we correct the situation it does help in that instance like I said if we go previously to what I

said, the only challenge is that most of the time the sheet is completed but not much thought is put into it, you complete it then send it to the relevant person and afterwards you don't find out or go back and discuss it with your managers and you move to other things.

How do you monitor your day to day activities and how do we include M&E in your day to day activities?

That we do as part of our overall functions and what we have put in our APP, what we put in our business plan is what we basically do on a daily basis so we align them to an extent that whatever that we do is geared towards us doing what we said we will achieve at the end of the day. The reason why you see there is a huge level of non-compliance or not achieving targets is because people do not monitor their day to day activities or maybe you will find that what they put on their APP itself has to be monitored and its not something you do on a daily basis then how are you going to achieve it.

Facilitator: Would you say then it goes back to the training aspect that you put upfront initially of how to report and how to extract that information from your APP and put it into your work plan and be able to report?

That goes back to what I've said, I told you that mostly why we are able to achieve is because we were lucky in that our activities are clearly aligned to all that we put on our APP as our achievement and business plan because it starts there in my view. If there is a misalignment with strategic plans then you will struggle to achieve what you have set out.

Then with the quarterly reports, do you get the quarterly reports? Maybe that's what I should be finding out.

I have never.

Facilitator: So its a myth, you don't know that there is this report that is done?

I go to management meetings and I don't remember someone presenting that report. As I said in the beginning there is no feedback.

Facilitator: So there is a lack of feedback?

The monitoring is done in terms of submission but we never get the result of the

evaluation

Facilitator: When we talk about feedback, what type of feedback would you like to see?

I am talking about the report and the analysis of the performance and these are the areas where we think we are doing well and these are the areas where we feel we need intervention.

How do you think management can assist the department towards achieving its goals?

Honestly from where I am sitting I don't think much effort is put into that. Like I said many interpret M&E as just an irritation something that you just do for compliance and after they have submitted the report, to them its done. For instance I know that M&E makes presentations to EXCO but that message is not filtered down to officials and all those people, its something that is discussed there and it stays there. We never got any feedback and the prominence that it deserves to seriously improve the departments performance. What ever is discussed there should be filtered down.

Facilitator: So these power point presentations that are made to show that in this quarter as we are looking at things the department is performing at 30% of its capacity and the budget is sitting at 70% so we can change that alignment and we can start seeing what's working.

You will only see those if you attend EXCO, if you are not an EXCO member you can ask anyone what is the performance and they do not know.

Facilitator: So there is a communication gap with regards to how the department is fairing

Hence I am saying to highlight what I am saying that I don't think M&E is given the prominence it deserves within the department and much needs to be done to educate them and education starts there, correcting that management and highlighting the importance of taking M&E seriously and the role that it can play in assisting the department and improving its service delivery and improve efficiency as well.

How do you think we can improve as M&E as a unit and the implementation, we have seen that there are challenges within the performance monitoring

system so how can we improve?

I think training, training and training is most critical that you go out and identify people that should be trained, there are short courses being rolled out for all the people who wants skills and stuff so certainly there is a lot to be done for M&E and identify key personnel within in each branch nominated by each director or directorate

Facilitator: At which level?

Should be at least at the DD level

Facilitator: Why do you say DD level and maybe not an administrative level?

It should be at that higher level to give it prominence so that it can be included in the strategic plan so it must at least be at a strategic level so you can understand and comprehend and coordinate everything. Those people should be trained on the details, what requires to be done and the performance management system of the department and also one area that needs to be improved is communication, communication will help us get feedback from colleagues in terms of the departments performance, areas of non-performance. You see I wanted to shy away from the word name and shame but remember if you publish these monitoring and evaluation reports and I see that I am always at the bottom it will also give me some pressure because this is done quarterly and after the submissions and they have consolidated the performance we then publish it then it will wake up some branches who are taking a slumber knowing that their under performance is not only known by them but if you put it out there for others to judge then it creates some sort of an urge to put pressure on them to say we need to up our game so that we can improve.

In summary we need:

1. Training
2. Communication in terms of proper communication
3. Someone in each chief directorate or DD level that is trained in M&E and is responsible for the coordination and collation

It goes back to if we have identified a single source of collection and we have properly trained then it will improve, improve in terms of submission, the quality of the evidence

that is submitted, the information that is submitted will be relevant to what we are looking for and it will lessen the job to you guys because you will do less. I also think under communication that we shouldn't forget also that feedback is very important.

Facilitator: How would you like to see this feedback?

In the form of a report. We analyse what you have submitted and we provide you with a report then we sit with you then the onus will be on us to then cascade it down to the colleagues in terms of unit meetings and all those to say this was our performance. Remember what you also do, I am not sure whether others do it but from the directorate what I normally do is we do performance monitoring reports then I use that when we do performance appraisals for individuals and executive members, I use that as a guideline.

Facilitator: Are you saying that if people have not performed well in the department then they should not receive performance appraisals?

Well it just defies logic. You find people get bonuses but the department has under-performed.

Appendix 2.2: Consent Letter from Department

**Letter attached as scanned copy is not clear*



Appendix 2.3: Researchers Biography

My name is Dineo Motsoeneng an employee in the National Department of Public Works working as a Monitoring and Evaluation Manager in the Governance, Risk and Compliance branch. I am currently a student at University of the Witwatersrand School of Governance where I am pursuing my Masters in Management majoring in Monitoring and Evaluation (MM: M&E).

Ms Motsoeneng has worked in the government sector for the past eight years where she has grown to love the public sector and a passion for development has been honed through the interaction with multiple stakeholders. It is for this reason that she decided to pursue a qualification in Public Sector Management majoring in Monitoring and Evaluation which led to her getting her Post-graduate Diploma in Management from the University of Witwatersrand.

Ms Motsoeneng's interest in the research was spurred on by her current and past experience of being in the monitoring and evaluation unit of the department and the challenges that were encountered in monitoring, reporting and evaluation of performance, which hampered service delivery. These challenges led to audit findings, which encouraged Ms Motsoeneng to seek a solution on how to circumvent these challenges and the result is her pursuing a Masters in Management with the University of Witwatersrand. She has received no funding from either the department or any other institution, all studies are paid by her.