



## **A monitoring and evaluation system for the Limpopo provincial development plan 2015-2019**

**Group\_XX**

**Post Graduate Diploma in Monitoring and Evaluation Programme**

**An assignment facilitated by Kambidima Wotela presented to the WITS Graduate School of Governance in partial fulfilment for the 'managing the monitoring and evaluation practice (PADM5251)' course**

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## DECLARATION

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We, declare that this write-up is our own, unaided work. We have not submitted this write-up before for any other purpose apart from the ‘managing the monitoring and evaluation practice (PADM5251)’ course at the WITS Graduate School of Governance.

<b>Surname</b>	<b>First name</b>	<b>Student number</b>

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# 1 INTRODUCTION

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The main aim of this write-up is to propose provisions and considerations of implementing, managing, monitoring and evaluating the ‘Limpopo provincial development plan 2015-2019’. This is an intervention proposed by the Limpopo provincial government. Rather, than literally, we reflect on the lingo used in this intervention and where possible we reconstruct and rearrange this intervention to fit in with implementation, management, monitoring and evaluation arrangements. Before anything else, we detail the key concepts and develop a theoretical framework for understanding implementation, managing, monitoring and evaluating development interventions. We also detail challenges of implementing, managing, monitoring and evaluating development interventions. To appreciate the knowledge gap on this subject, that is, what has been done so far and what is yet to be done, we review empirical studies and evaluations that have attempted to understand challenges of implementation, managing, monitoring and evaluating development programmes. The foregoing helps us conceptualise how we should develop implementation plans and more so their accompanying monitoring and evaluating systems for the public development interventions proposed by various government and related departments and organisations.

Generally, we situate our assignment within implementation as well as monitoring and evaluation studies and their respective key components in Chapter 2. We then discuss the relevant interpretive frameworks in Chapter 3. In Chapter 4, we detail the problem of absent and ineffective implementation as well as monitoring and evaluation of development interventions while the follow-on Chapter 5 unveils the knowledge gap on this subject. Specifically, in Chapters 7, 8, and 8; we briefly describe the context (Limpopo province) and the responsible institution (Limpopo provincial government) as well as the intervention (Limpopo provincial development plan 2015-2019). Here, the Limpopo provincial government is the custodian of this exercise and, therefore, we attempt to understand this institution particularly its mandate before the intervention. Thereafter, we articulate the problem statement.

In Chapter 9, we detail the materials used to reflect and guide this assignment before spelling out the terms of reference for developing the results chain, the results

framework as well as the accompanying monitoring and evaluation system for this intervention. In Chapter 10, we relook at some important preliminaries such as determining stakeholders and partners, the problem that the intervention intends to resolve, and whether the Provincial government is ready to take on the intervention. Arising from Chapter 10, we propose the results chain and results framework in Chapters 11. Thereafter, we propose the necessary monitoring and evaluation arrangements and activities for measuring the progress of this intervention in Chapter 12 as well as some provisions for communicating and using monitoring and evaluation results this system will realise in Chapter 13. Based on these arrangements, activities, and provisions, we then propose the monitoring and evaluation system for evaluating the “Limpopo provincial development plan 2015-201” in Chapter 14. Lastly, in Chapter 15, we summarise, conclude, and offer some recommendations based on the limitations of this exercise.

## 2 AN INTRODUCTION TO SOME KEY TERMS IN IMPLEMENTATION, MONITORING AND EVALUATION STUDIES

In this chapter, we situate development interventions within implementation as well as management, monitoring and evaluation studies and their respective key components.

### 2.1 Public administration

What is public administration?

What is the purpose of public administration?

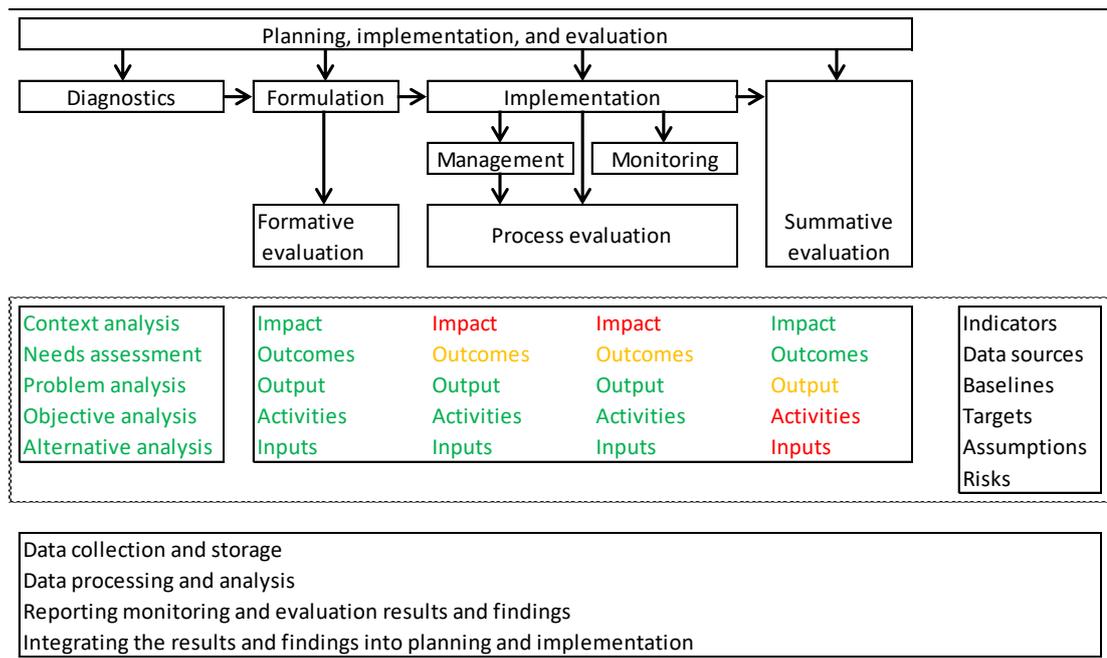
What are the components (structure and function) of public administration?

What are the processes in public administration?

What are the established facts in public administration?

What are the key issues and debates in public administration?

### 2.2 Implementation



What is implementation?

What is the purpose of implementation?

What are the components (structure and function) of implementation?

What are the processes in implementation?

What are the established facts in implementation studies?

What are the key issues and debates in implementation studies? (top-down versus bottom up)

### **2.3 Public management**

What is public operations or management?

What is the purpose of public operations or management?

What are the components (structure and function) of public operations or management?

What are the processes in public operations or management?

What are the established facts in public operations or management studies?

What are the key issues and debates in public operations or management studies?

### **2.4 Monitoring**

What is monitoring?

What is the purpose of monitoring?

What are the components (structure and function) of monitoring?

What are the processes in monitoring?

What are the established facts in monitoring studies?

What are the key issues and debates in monitoring studies?

### **2.5 Evaluation**

What is evaluation?

What is the purpose of evaluation?

What are the components (structure and function) of evaluation?

What are the processes in evaluation?

What are the established facts in evaluation studies?

What are the key issues and debates in evaluation studies?

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### **3 AN INTRODUCTION TO SOME ESTABLISHED INTERPRETIVE FRAMEWORKS IN IMPLEMENTATION, MONITORING AND EVALUATION STUDIES**

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#### **3.1 Implementation theory**

What events led to the development of the implementation theory?

How was the implementation theory developed and what was its intended purpose?

What does the implementation theory describe or explain or relate?

What are the advantages and usefulness of the implementation theory?

What are the disadvantages and limitations of the implementation theory?

#### **3.2 Public value theory**

(Try, 2007)

What events led to the development of the public value theory?

How was the public value theory developed and what was its intended purpose?

What does the public value theory describe or explain or relate?

What are the advantages and usefulness of the public value theory?

What are the disadvantages and limitations of the public value theory?

#### **3.3 Otley's Performance Management Framework**

(Silva and Ferreira, 2010)

What events led to the development of the Otley's performance management framework?

How was the Otley's performance management framework developed and what was its intended purpose?

What does the Otley's performance management framework describe or explain or relate?

What are the advantages and usefulness of the Otley's performance management framework?

What are the disadvantages and limitations of the Otley's performance management framework?

### **3.4 Bouckaert and Halligan framework**

(Conaty, 2012, Rhodes and colleagues, 2012)

What events led to the development of the Bouckaert and Halligan framework?

How was the Bouckaert and Halligan framework developed and what was its intended purpose?

What does the Bouckaert and Halligan framework describe or explain or relate?

What are the advantages and usefulness of the Bouckaert and Halligan framework?

What are the disadvantages and limitations of the Bouckaert and Halligan framework?

### **3.5 Sustainable Services at Scale (Triple-S) theory**

(Gouais and Wach, 2013)

What events led to the development of the Sustainable Services at Scale (Triple-S) theory?

How was the Sustainable Services at Scale (Triple-S) theory developed and what was its intended purpose?

What does the Sustainable Services at Scale (Triple-S) theory describe or explain or relate?

What are the advantages and usefulness of the Sustainable Services at Scale (Triple-S) theory?

What are the disadvantages and limitations of the Sustainable Services at Scale (Triple-S) theory?

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## **4 DETERMINANTS AND CONSEQUENCES OF ABSENT AND INEFFECTIVE IMPLEMENTATION, MANAGEMENT, MONITORING AND EVALUATION OF DEVELOPMENT INTERVENTIONS**

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- 4.1 Symptoms exhibited by countries with absent or ineffective implementation, management, monitoring and evaluation**
  
- 4.2 Root causes of absent or ineffective implementation, management, monitoring and evaluation**
  
- 4.3 Consequences of absent or ineffective implementation, management, monitoring and evaluation**

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**5 METHODS, DATA, AND EXPLANATIONS OF  
PASTS AND CURRENT STUDIES ON AND  
EVALUATIONS OF ABSENT OR INEFFECTIVE  
IMPLEMENTATION AND MANAGEMENT AS WELL  
AS MONITORING AND EVALUATION**

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**6 AN INTRODUCTION TO LIMPOPO PROVINCE  
AND ITS DEVELOPMENT CHALLENGES**

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- 6.1 Limpopo province: A brief history**
  
- 6.2 Developmental challenges in Limpopo province:  
cultural, political, economic, social, and  
environmental**
  
- 6.3 Characteristics of Limpopo province that connects it  
to its development trajectory**

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## **7 THE LIMPOPO PROVINCIAL GOVERNMENT**

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In an attempt to understand the assignment and, therefore, configure the product to their expectations, we review the client (the Limpopo provincial administration) and its respective mandate.

### **7.1 The Limpopo provincial government: description and organisation**

### **7.2 The mandate of the Limpopo provincial government**

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## **8 TOWARDS THE IMPLEMENTATION, MANAGEMENT, MONITORING AND EVALUATION OF THE LIMPOPO PROVINCIAL DEVELOPMENT PLAN 2015-2019**

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In this section, we summarise and understand the intervention under study before presenting the problem statement as well as the terms of reference for developing a results chain, results framework, as well as the accompanying monitoring and evaluation system for the Limpopo provincial development plan 2015-2019.

### **8.1 Towards the Limpopo provincial development plan 2015-2019**

#### **8.1.1 History and description**

#### **8.1.2 Aim and objectives**

#### **8.1.3 Special features or areas of emphasise**

### **8.2 Problem statement**

The problem statement of absent or ineffective implementation, management, monitoring and evaluation arrangements vis-à-vis the Limpopo provincial development plan 2015-2019.

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## **9 THE RESOURCE MATERIALS, PROCEDURE AND METHODS**

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Sections 9.1 through 9.4 presents the resources used in this assignment and thereafter Section 9.5 describes the procedure and methods applied to address the requirements of this assignment as stipulated in the terms of reference.

**9.1 Norwegian Agency for Development Cooperation (NORAD). 1999. The logical framework approach (LFA)**

**9.2 Team Technologies. 2005. Log Frame Handbook: A logical framework approach to project cycle management**

**9.3 Kusek and Rist. 2004. Ten Steps to a results-based monitoring and evaluation system**

**9.4 Görgens and Kusek. 2009. Making Monitoring and Evaluation Systems Work: A Capacity Development Toolkit**

**9.5 Terms of reference**

The terms of reference for developing a results chain, results framework as well as the accompanying monitoring and evaluation system for the Limpopo provincial development plan (2015-2019).

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## **10 DIAGNOSTICS: RECONFIGURING THE INTERVENTION**

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This section describes some preliminaries that the provincial administration should undertake before implementing, monitoring and evaluating development interventions. These include identifying stakeholders and partners, analysing the problem, and determining whether the Department is ready to take on such development interventions.

- 10.1 Stakeholder and participation analysis to determine key development stakeholders and partners of the Department**
- 10.2 Partnerships key to implementing the Limpopo provincial development plan (2015-2019)**
- 10.3 Monitoring and evaluation readiness assessment—Is the Limpopo provincial administration ready to implement, manage, monitor, and evaluate the intervention**
- 10.4 A relook at the developmental problem to be resolved by the Limpopo provincial development plan (2015-2019)**
  - 10.4.1 Problem analysis**
  - 10.4.2 Objectives analysis**
  - 10.4.3 Alternative analysis**
  - 10.4.4 The theory-of-change underlying the proposed results chain**

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## **11 THE RESULTS CHAIN AND RESULTS FRAMEWORK FOR THE LIMPOPO PROVINCIAL DEVELOPMENT PLAN (2015-2019)**

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This section SHOULD be accompanied by a DETAILED results-chain and results-framework in Microsoft Excel which should be appended so that the write-up here merely describes and justifies each item in matrices in the appendices.

### **11.1 Impact/goal/aim**

Here we define impact in the context of monitoring and evaluation before proposing what the overall impact or goal of the Limpopo provincial development plan (2015-2019) should be.

### **11.2 Outcomes/objective/purpose**

Here we define outcomes in the context of monitoring and evaluation before proposing what the outcomes of the Limpopo provincial development plan (2015-2019) should be to realise the proposed impact.

### **11.3 Outputs/products/service**

### **11.4 Activities/tasks**

### **11.5 Inputs/resources**

### **11.6 Indicators and their respective data sources**

### **11.7 Baseline values**

### **11.8 Target values**

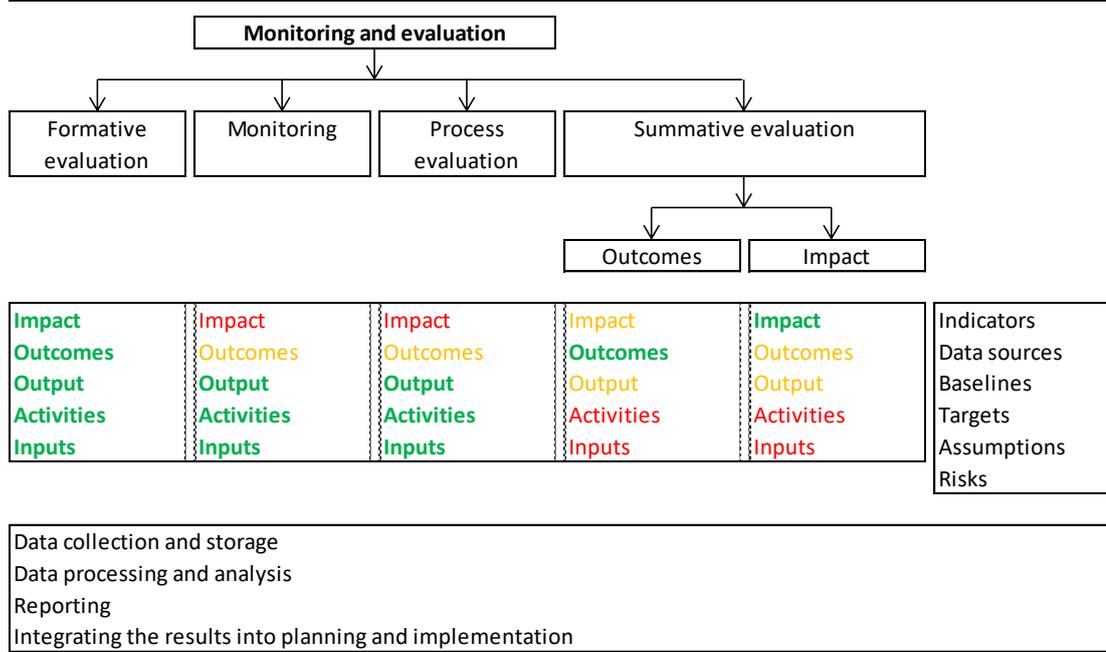
## **11.9 Assumptions**

### **11.10 Risks**

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## 12 MONITORING AND EVALUATION ARRANGEMENTS AND ACTIVITIES FOR THE LIMPOPO PROVINCIAL DEVELOPMENT PLAN (2015- 2019)

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### 12.1 Formative evaluation arrangements

### 12.2 Monitoring activities

### 12.3 Process evaluation arrangements

### 12.4 Summative evaluation arrangements

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## **13 TECHNICAL INPUTS AND OUTPUTS OF MONITORING AND EVALUATION ARRANGEMENTS AND ACTIVITIES**

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### **13.1 Data sources and collection arrangements**

#### **13.1.1 Databases useful for monitoring and evaluation activities**

#### **13.1.2 Periodic surveys**

#### **13.1.3 Supportive supervision and data auditing**

### **13.2 Communicating and using monitoring and evaluation results**

#### **13.2.1 Reporting the findings**

#### **13.2.2 Using the monitoring and evaluation findings and information to improve the interventions**

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**14 THE MONITORING AND EVALUATION SYSTEM  
OF THE LIMPOPO PROVINCIAL DEVELOPMENT  
PLAN (2015-2019)**

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- 14.1 Structure and organisational alignment for monitoring and evaluation systems**
- 14.2 Human capacity for monitoring and evaluation systems**
- 14.3 Sustained and effective monitoring and evaluation system**
- 14.4 Costed monitoring and evaluation plans and work plans**

**Should include a discussion on resource mobilisation strategy.**

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**15 SUMMARY, CONCLUSIONS, AND  
RECOMMENDATIONS**

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## REFERENCES

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## APPENDICES

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## Appendix 1: The results chain and results framework

		Results framework				
		Indicators	Baseline values	Target values	Assumptions	Risks
<b>Results chain</b>	<b>Impact</b>					
	Higher and long-term aspirations (positive and negative, primary and secondary) towards which an intervention must contribute.	Direct or indirect quantitative variables or qualitative attributes used to measure the <u>impact</u> being created by the intervention.	Values of <u>impact indicators</u> describing the situation before an intervention ... against which progress towards attaining <u>impacts</u> can be measured or comparisons made.	Values of <u>impact indicators</u> describing the situation that should be realised because of (or after) an intervention.	Hypotheses about events, conditions, decisions, and factors outside the intervention control but necessary to guarantee the successful achievement its desired <u>impact</u> .	Hypotheses about events, conditions, decisions, and factors outside the intervention control that might negatively affect attaining the desired <u>impact</u> .
	<b>Outcome</b>					
	The expected or achieved short to medium term results due to an intervention's outputs which are relevant to the achievement of the intended impacts.	Direct or indirect quantitative variables or qualitative attributes used to measure the <u>outcomes</u> being created by the intervention.	Values of <u>outcome indicators</u> describing the situation before an intervention ... against which progress towards attaining <u>outcomes</u> can be measured or comparisons made.	Values of <u>outcome indicators</u> describing the situation (number, proportion, timing, and location) that should be realised because of (or after) an intervention.	Hypotheses about events, conditions, decisions, and factors outside the intervention control but necessary to guarantee the successful achievement of its desired <u>outcomes</u> .	Hypotheses about events, conditions, decisions, and factors outside the intervention control that might negatively affect attaining the desired <u>outcome</u> .
	<b>Output</b>					
Products and services as well as changes resulting from activities of an intervention which are relevant to the achievement of outcomes. These are under the control of the intervention management team.	Direct quantitative variables or qualitative attributes used to measure the <u>outputs</u> of an intervention.	Values of <u>output indicators</u> describing the situation before an intervention ... against which progress towards attaining <u>outputs</u> can be measured or comparisons made.	Values of <u>output indicators</u> describing the situation (number, proportion, timing, and location) that should be realised because of (or after) an intervention.	Hypotheses about events, conditions, decisions, and factors outside the intervention control but necessary to guarantee the successful achievement of its desired <u>outputs</u> .	Hypotheses about events, conditions, decisions, and factors outside the intervention control that might negatively affect attaining the desired <u>outputs</u> .	
<b>Activities</b>						
Actions taken or work performed through which inputs or resources are mobilised to produce outputs of an intervention.	Direct quantitative variables or qualitative attributes used to measure the <u>activities</u> of an intervention.	Values of <u>activity indicators</u> describing the situation before an intervention ... against which performance can be measured or comparisons made.	Values of <u>activity indicators</u> describing what should be done (number, proportion, timing, and location) to realise intended outputs of an intervention.	Hypotheses about events, conditions, decisions, and factors outside the intervention control but necessary to guarantee its <u>activities</u> .	Hypotheses about events, conditions, decisions, and factors outside the intervention control that might negatively affect implementing the desired <u>activities</u> .	
<b>Inputs</b>						
The financial, human, and material resources required by the intervention management to produce outputs.	Direct quantitative variables or qualitative attributes used to measure <u>inputs</u> of an intervention.	Values of <u>input indicators</u> describing the situation before an intervention ... against which availability and consumption of <u>inputs</u> can be measured or comparisons made.	Values of indicators describing <u>inputs</u> (number, proportion, timing, and location) required to perform prescribed activities of an intervention.	Hypotheses about events, conditions, decisions, and factors outside the intervention control but necessary to guarantee availability of its <u>inputs</u> .	Hypotheses about events, conditions, decisions, and factors outside the intervention control that might negatively affect the availability of the desired <u>inputs</u> .	

Constructed from the Norwegian Agency for Development Cooperation (1999) as well as Kusek and Rist (2004)

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## Appendix 2:

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