



Developing a Results-Based Monitoring and Evaluation System for the Child Support Grants Programme in Namibia

by
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DECLARATION

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ABSTRACT

Results-focused Monitoring and Evaluation (RBM&E) systems are critical to support informed strategic policy-making, planning, budgeting, management and improvement and informed reporting that contributes to accountability and integrity. The systematic development of an RBM&E system balances the demand for practical, accurate and reliable information to support policy and program implementation decisions with the accompanying cost and capacity implications of developing the system. A well-developed monitoring and evaluation (M&E) system requires proper planning, efficient management and sufficient resources for maintenance and sustainability. It is important that monitoring and evaluation systems are institutionalized to effectively support the long-term development mandates of the government so that the accepted results can be successfully delivered. Institutionalized M&E systems ensure consistent approaches to measuring development results and identifying any deviations.

This study identifies a limitation in the available M&E data that measures the realized outcomes for the beneficiaries of cash transfer programs in support of child well-being in Namibia. The problem is addressed by (a) a literature review of concepts, theories and context for RBM&E systems that identify best practices that can be applied in the development of the RBM&E system for the child support grants (CSG) program; b) an assessment of the Namibian public sector RBM&E policy frameworks given international best practice guidelines in the development of such systems; c) identifying the mechanisms and intended results of cash transfer programs, including the objectives, implementation plan and intended child welfare outcomes; (d) a historical overview of child support monitoring and evaluation practices in the Namibian context; e) the assessment of the applicability of the existing RBM&E system for the CSG program as administered by the relevant Ministry; (f) the development of an improved RBM&E system for the child support grant program in Namibia and similar contexts; and (g) further recommendations for policy makers, administrative officers and academic researchers contributing to the improvement of RBM&E systems for child sensitive cash transfer programs.

The study adopts an exploratory, descriptive and explanatory qualitative design given the specific aim and objectives. A comprehensive review of the existing M&E processes in the public sector development programs is supported by an analysis of the intended outcomes of cash transfer programs that promote child well-being. Existing indicators and theories of change that focus on the desired improvement in child welfare are analyzed. The empirical part of the study assesses the suitability of the existing RBM&E for the CSG program as currently in operation in the Namibian Ministry of Gender Equality, Poverty Eradication and Social Welfare. The study lead to the development of an improved RBM&E system for the CSG program in Namibia and similar contexts. The improved RBM&E system is further improved by input from specifically selected program managers and officers from the Directorate: Social Protection who are responsible for the implementation of the CSG programme, as well as managers and officers from the Directorate: Policy Planning and Research who are responsible for M&E in the Ministry.

The proposed RBM&E system for the CSG program in Namibia provides valuable insight for cash transfer programs supporting child welfare in similar contexts. The study describes in detail the steps for the development of an RBM&E system, the creation of institutional support, the development of outcome-oriented indicators, requirements for data collection, verification and storage as well as reporting, the application of M&E information and creating sufficient financial and further capacity for the successful implementation of the RBM&E system.

OPSOMMING

Resultaat-gefokusde Monitoring en Evaluering (RBM&E) stelsels is krities om ingeligte strategiese beleidmaking, beplanning, begrotings, bestuur en verbetering en ingeligte verslagdoening wat bydra tot aanspreeklikheid en integriteit te ondersteun. Die sistematiese ontwikkeling van 'n RBM&E-stelsel balanseer die vraag na praktiese, akkurate en betroubare inligting om beleid en program implementeringsbesluite te ondersteun met die meegaande koste en kapasiteit implikasies van die ontwikkeling van die stelsel. 'n Goed-ontwikkelde monitoring en evaluation (M&E) stelsel vereis behoorlike beplanning, doeltreffende bestuur en voldoende hulpbronne vir instandhouding en volhoubaarheid. Dit is belangrik dat monitoring- en evalueringstelsels geïnstitusioneel word om die langtermyn ontwikkelingsmandate van die regering effektief te ondersteun sodat die aanvaarde resultate suksesvol gelewer kan word. Geïnstitusioneerde M&E stelsels verseker 'n konsekwente benaderings tot die meet van ontwikkelingsresultate en die identifisering van enige afwykings.

Hierdie studie identifiseer 'n beperking in die beskikbare M&E data wat die gerealiseerde uitkomst vir die begunstigdes van kontant-oordrag programme ter ondersteuning van kinderswelstand in Namibië meet. Die probleem word aangespreek deur (a) 'n literatuuroorsig van konsepte, teorieë en konteks vir RBM&E-stelsels wat beste praktyke te identifiseer wat toegepas kan word in die ontwikkeling van die RBM&E-stelsel vir die kinderondersteuningstoelaes (CSG)-program; b) 'n assessering van die Namibiese openbare sektor RBM&E-beleidsraamwerke gegee internasionale beste praktykriglyne in die ontwikkeling van sulke stelsels; c) die identifisering van die meganismes en beoogde resultate van kontantoordragprogramme, insluitend die doelwitte, implementeringsplan en beoogde kinderswylsynuitkomst; (d) 'n historiese oorsig van kinderondersteuningsmonitoring en -evalueringspraktyke in die Namibiese konteks; e) die assessering van die toepaslikheid van die bestaande RBM&E-stelsel vir die CSG-program soos geadministreer deur die betrokke Ministerie; (f) die ontwikkeling van 'n verbeterde RBM&E-stelsel vir die kinderondersteuningstoelaes program in Namibië en soortgelyke kontekste; en (g) verdere aanbevelings vir beleidmakers, administratiewe beamptes en akademiese navorsers wat

bydra tot die verbetering van RBM&E-stelsels vir kindersensitiewe kontantoordragprogramme.

Die studie aanvaar 'n verkennende, beskrywende en verklarende kwalitatiewe ontwerp gegee die spesifieke doel en doelwitte. 'n Omvattende oorsig van die bestaande M&E-prosesse in die openbare sektor ontwikkelingsprogramme word ondersteun deur 'n analise van die beoogde uitkomst van kontantoordragprogramme wat kinderwelstand bevorder. Bestaande indikatore en veranderingsteorieë wat fokus op die gewenste verbetering in kinderwelsyn word ontleed. Die empiriese gedeelte van die studie assessering die geskiktheid van die bestaande RBM&E vir die CSG-program soos tans in werking in die Namibiese Ministerie van Geslagsgelykheid, Armoede-uitwissing en Maatskaplike Welsyn. Die studie lei tot die ontwikkeling van 'n verbeterde RBM&E-stelsel vir die CSG-program in Namibië en soortgelyke kontekste. Die verbeterde RBM&E-stelsel word verder verbeter deur insette van spesifiek geselekteerde programbestuurders en -beamptes van die Direktoraat: Maatskaplike Beskerming wat verantwoordelik vir die implementering van die CSG-program, asook bestuurders en beamptes van die Direktoraat: Beleidsbeplanning en Navorsing wat verantwoordelik vir M&E in die Ministerie.

Die voorgestelde RBM&E-stelsel vir die CSG-program in Namibië bied waardevolle insig vir kontantoordrag programme wat kinderwelsyn ondersteun in soortgelyke kontekste. Die studie beskryf in besonderhede die stappe vir die ontwikkeling van 'n RBM&E stelsel, die skep van institutionele ondersteuning, die ontwikkeling van uitkoms-gerigte indikatore, vereistes vir data-insameling, -verifiëring en –storing asook verslagdoening, die toepassing van M&E inligting en die skep van voldoende finansiële en verdere kapasiteit vir die suksesvolle implementering van die RBM&E stelsel.

DEDICATION

This dissertation is dedicated to my husband, Dr Jean Damascène Uzabakiriho, and our son, Jean Emmery Ngabo-Shingiro, for their unwavering sources of love, support, and inspiration. I am profoundly grateful for their presence as the guiding light in my life. Their sacrifices and encouragement have been the driving force behind my success.

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LIST OF ABBREVIATIONS

AAA	: Accra Agenda for Action
ACRWC	: African Charter on the Rights and Welfare of the Child
CCP	: child care and protection
CCPA	: Child Care and Protection Act
CE	: community empowerment
CLEAR	: Regional Centers for Learning on Evaluation and Results
CONEVAL	: National Council for the Evaluation of Social Development Policy
CREAM	: clear, relevant, economic, adequate, monitorable
CSG	: child support grants
CSOs	: civil society organisations
CTs	: cash transfers
DA	: disability affairs
DAC	: Development Assistance Committee
DD	: deputy director
DFID	: Department for International Development
DG	: director general
DHIS2	: District Health Information System (Two)
DHS	: demographic health survey
DNP	: Department of National Planning
DPME	: Department of Planning, Monitoring and Evaluation
DSD	: Department of Social Development
ECD	: early childhood development
EMIS	: education management information system
FA	: financial administration
GA	: gender advocacy
GM	: gender mainstreaming
GR	: grants reconciliation
GS	: general services
HIV/AIDS	: Human Immunodeficiency Virus/ Acquired Immune Deficiency Syndrome
HPP	: Harambe Prosperity Plan
HR	: human resources

IECD	: integrated early childhood development
ILO	: International Labour Organisation
ISAS	: integrated social assistance system
IT	: information technology
LM	: logic model
M&E	: monitoring and evaluation
MC	: marginalised community
MDG	: Millennium Development Goals
ME&R	: monitoring, evaluation and reporting
MGECW	: Ministry of Gender Equality and Child Welfare
MGEPSW	: Ministry of Gender Equality, Poverty Eradication, and Social Welfare
MOF	: Ministry of Finance
MPI	: Multidimensional Poverty Index
MTEF	: medium-term expenditure framework
MWACW	: Ministry of Women Affairs and Child Welfare
NDP	: National Development Plan
NGOs	: non-governmental organisations
NHIES	: National Housing Income Expenditure Survey
NIPAM	: National Institute of Public Administration and Management
NMER	: national monitoring, evaluation and reporting
NPA	: National Plan of Action
NPC	: National Planning Commission
NPOVC	: National Policy on Orphans and Vulnerable Children
NSA	: Namibia Statistics Agency
OAG	: Office of Auditor General
OECD	: Organisation for Economic Cooperation and Development
OMAs	: offices/ministries/agencies
OPM	: Office of the Prime Minister
OVC	: orphans and vulnerable children
PART	: programme assessment rating tool
PE	: poverty eradication
PM	: Performance management
PMS	: performance management system

PMU	: performance management unit
PSC	: Public Service Commission
R	: research
RBM	: results-based management
RBM&E	: results-based monitoring and evaluation
RCCF	: residential child care facilities
SA	: social assistance
SAS	: social assistance system
SASSA	: Social Assistance System of South Africa
SDGs	: Sustainable Development Goals
SEDESOL	: SEcretaría de DEsarrollo SOcial
SFP	: Secretariat of Public Administration
SIGOB	: Sistema de Gestión Segui-miento a las Metas del Gobierno
SMART	: Specific, Measurable, Achievable, Relevant, and Time-bound
SO	: strategic objective
TOC	: Theory of Change
UK	: United Kingdom
Ukaid	: United Kingdom Department of International Development
UN	: United Nations
UNCRC	: United Nations on Convention of the Rights of the Child
UNDP	: United Nations Development Plan
UNEG	: United Nations Evaluation Group
UNESCO	: United Nations Educational, Scientific, and Cultural Organisation
UNICEF	: United Nations Children's Fund
USAID	: United States Agency for International Development
WHO	: World Health Organisation

CHAPTER 1: OVERVIEW AND RATIONALE OF THE STUDY

1.1 INTRODUCTION AND CONTEXTUAL BACKGROUND OF THE STUDY

A well-designed monitoring and evaluation (M&E) system should support developmental agendas to improve people's livelihoods (Gaarder and Briceño, 2010). Results-based M&E systems measure the extent to which programmes or policies change situations and are essential milestones in any country's developmental plans (Bamberger, 2016; UNESCO, 2016; Lopez-Acevedo, Krause and Macky, 2012; Lopez-Acevedo, et al., 2010). A results-based M&E system is not about counting inputs and outputs but measuring outcomes and impact results (Rabie, 2011).

Results-based M&E systems are key strategic aspects for evidence-based policymaking, planning, budgeting, management, and improvement, as well as evidence-based reporting and accountability (Fluke and Wulczyn, 2010; Mackay, 2007). For an effective results-based M&E system, there is a need for proper planning, efficient management, and adequate resources for sustainability (Görgens and Kusek, 2009; UNESCO, 2016). However, the system is designed to balance cost and capacity to provide valuable results for decision-making processes that will respond to the needs of different users (Attah, Barca, MacAuslan, Pellerano, Rago, Riemenschneider and Simon, 2014). Consequently, an effective M&E system necessitates high-level political will, capacity building, and continuous implementation, monitoring, and improvement of the system (Caldwell, 2012; Holman, Spengler, Malkamaki and Samson, 2019). An M&E system should not be developed in isolation; rather, it should be in line with government public policy and development plans linked to management processes (Lopez-Acevedo, et al., 2010). The results of these processes are required to answer a "so what" question for accountability purposes to any party involved (Kusek and Rist, 2004).

To demonstrate progress towards developmental mandates, long-term strategies, and promised outcomes, the government must institutionalise M&E systems to provide credible, continuous information on the progress and deviation in attaining developmental results (Rabie, 2011, p.2). The United Nations has adopted Sustainable Development Goals (SDGs), recognising poverty and inequality as challenges impeding the improvement of the livelihoods of underprivileged populations (United Nations, 2016). One of its strategies for sustainable

development is to eradicate poverty under the ‘no poverty’ goal (United Nations, 2016). Thus, national governments are tasked to develop national strategies applicable to social programmes and develop systems to measure the achievement of substantial coverage of the poor and vulnerable populations (United Nations, 2016).

One of the programmes under the social protection strategies is “cash transfers.” This programme is aimed at helping the poor and vulnerable members of society (Owusu-Addo, Renzaho and Smith, 2018), of which the child support grants (CSGs) programme is an integral part. The United Nations Children’s (Attah, Barca, MacAuslan, Pellerano, Rago, Riemenschneider and Simon, 2014; UNICEF, 2018) advocates for countries’ efforts to measure monetary and multidimensional child poverty by linking social protection systems and critical services for children (UNICEF, 2018). Hence, social protection strategies such as CSGs should contribute to poverty and inequality eradication (UNICEF, 2018; National Planning Commission, 2017; Schade, La and Pick, 2019). Indeed, investment in the social protection programme should demonstrate its effectiveness toward the well-being of individuals and society (Khan, 2003; Sabates-Wheeler and Roelen, 2011).

Cash transfer programmes (CTs) are now high on the global agenda as part of poverty alleviation in developing and underdeveloped countries (Owusu-Addo, Renzaho and Smith, 2018; Bastagli, et al., 2016; Devereux, et al., 2017; Attah, et al., 2016; UNICEF, 2017; Roelen, et al., 2017; Arnold, Conway and Greenslade, 2011). As a result, robust M&E systems were developed to support social protection systems that will concurrently measure the programme’s effectiveness and guide its improvements (Holman, et al., 2019).

Cash transfer programmes can have highly positive socio-economic impacts, stretching from poverty reduction to improving the living conditions of the beneficiaries (Roelen, et al., 2017). Therefore, it is essential to enhance consistency across policy development, planning efforts, and results-based M&E systems of strategic social protection organisations and agencies. Furthermore, the RBM&E system can be a worthwhile investment that would eventually improve the efficiency and effectiveness of programmes leading to more significant investments in social protection (Khan, et al., 2013). Thus, efforts were intensified at the global level through international entities and development partners to develop M&E systems

that can track the results of such programmes and provide helpful information for improving the performance of governments (Segone, 2008, 2009; Mackay, 2007; Kusek and Rist, 2004).

Namibia is part of the reality of the shortcomings mentioned above. Globally, member states have committed to implementing and measuring social protection programmes (Vibert and Gaia, 2015). However, there is a concern that in many settings, ministries responsible for social protection programmes may need more capacity and resources to monitor and evaluate the coverage and impacts of existing programmes (Khan, 2003). It is therefore, crucial to have an M&E system in place that will be able to measure the outcomes of the CSGs programme.

1.2 MOTIVATION AND RATIONALE OF THE STUDY

The study is motivated by the fact that the global and regional developmental agendas have increasingly emphasised the significance of achieving tangible outcomes, shifting the focus from mere input monitoring. A robust Results-Based Management and Evaluation (RBM&E) system is critical to align initiatives with these aspirations (Chen, De Coning, and Pretorius, 2019). However, applying results-based management approaches in international and regional development has encountered multifaceted challenges (OECD, 2014). These hurdles encompass technical, organisational, financial, and political difficulties in producing and utilising results management strategies (OECD, 2014).

Overview of the study by Goldman and Pabari, 2021 on using evidence in policy: Lessons from Africa provide insights gleaned from Africa's experience in integrating evidence into policy-making practices underscore the pivotal role of RBM&E systems. They not only foster accountability but also serve to demonstrate performance vis-à-vis predefined goals and objectives. Additionally, they facilitate organisational learning within the context of African policy formulation (Goldman and Pabari, 2021). The assessment conducted among target African countries highlighted a deficiency in effective results in M&E systems (Goldman and Pabari, 2021). This underscores the urgent need for the African continent to establish mechanisms that generate compelling evidence for informing the development and execution of policies and programs, ultimately leading to demonstrable positive outcomes and impacts on the well-being of its population (Chen, De Coning, and Pretorius, 2019; Goldman and Pabari, 2021).

Similarly, the Government of Namibia has identified several priorities for reducing poverty and income inequalities and improving its citizens' living conditions per the Fifth National Development Plan (NDP5) (National Planning Commission, 2017). The plan stresses that offices/ministries/agencies (OMAs) should continuously aim to achieve meaningful and positive results through systematic M&E to support programme planning, implementation, and policymaking through evidence-based processes (National Planning Commission, 2017). In addition, the Harambee Prosperity Plan within the Office of the President also emphasises formulating and implementing developmental strategies that should focus on citizens and be outcomes-orientated (Office of the President, 2017).

The rationale behind the study is that Namibia has a comprehensive social protection system with a solid financial commitment (Schade, La and Pick, 2019). The national budget for the CSGs programme called "Child State Grants" has increased from N\$55.2 million in 2003/2004 to N\$1 054.2 million in 2017/2018 (Ministry of Gender Equality and Child Welfare, 2018), with the programme reaching around 30% of the child population (UNICEF, 2017). Given this investment, the government ministries responsible for the administration of cash transfer programmes must guarantee the maximum value of the taxpayers' expenditure through cost-effectiveness by developing a results-based M&E system that will provide outcomes-based evidence of the programme versus budget allocation (Devereux, et al., 2017), and evidence on how the programme has improved the well-being of the beneficiaries.

Numerous studies were conducted to evaluate the impact of Namibia's CSGs (Child Support Grant) programme on the well-being of children. The National Household Income and Expenditure Survey in 2009/10, and the effectiveness of child welfare grants. Based on the findings and recommendations of the studies, actions were taken to strengthen child welfare grants and make them more effective towards reducing child poverty rate.

In 2012, the Ministry of Gender Equality and Child Welfare and the National Planning Commission conducted an assessment to evaluate the social protection system's effectiveness in reducing child poverty. The assessment revealed that impoverished children faced difficulties accessing critical services that could help lift them out of poverty. Consequently, the report recommended the implementation of systematic mechanisms to

evaluate Namibia's social protection system from a child's perspective, with a particular focus on the impact of direct transfers targeted at children on both the child and household levels.

In 2014, the International Labour Organisation (ILO) published a report examining Namibia's social protection system. The report emphasised the high level of child poverty, with 34% of all children living below the international poverty rate of \$1.25 per day. It also identified gaps in child grants, as they were not universally available to all children. The overall impact of the social grant system on poverty was significant, but the limited budget allocated to child grants resulted in coverage for only a portion of vulnerable children, leading to inequality (ILO, 2014). Furthermore, the World Bank conducted a study that highlighted the limited coverage and targeting efficiency of children's grants (World Bank, 2017).

To address these problems, the government of Namibia implemented the CSGs programme, aligning it with the national development plan (NDP) to prioritise the reduction of child poverty and enhancement of children's well-being, particularly for the vulnerable ones. Namibia's government is also a signatory to various international and regional treaties, including the United Nations Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child. Consequently, the government is required to regularly report on the outcomes achieved through the implementation of these treaties within the agreed-upon timelines to demonstrate its commitment to improving children's welfare.

In Namibia thus far, the outcomes of the CSGs were demonstrated to be based explicitly on household data through the National Household Income Expenditure Survey (NHIES) (Levine, Van Der Berg and Yu, 2011). However, such an analysis is likely to underestimate the welfare of the poorest and is not a suitable tool to apply in developing countries (Levine, Van Der Berg and Yu, 2011). A study conducted on Namibia's child welfare regime from 1990–2017 also confirmed that there is limited useful documented information on the provision of CSGs and the programme's effect on the beneficiaries (Chinyoka, 2019). Despite substantial expenses, social protection benefits do not reach beneficiaries efficiently and effectively (Tjivikua, Olivier and Likukela, 2018).

Indeed, no mechanisms exist to measure Namibia's CSGs programme's outcomes. The capacity to produce results-based information and the need for frameworks to measure such results in the public sector is challenging (Stofile, 2017). It was confirmed by the study

conducted in Namibia on national development plans/policies and poverty eradication strategies. The findings of the study revealed the deficiencies in adopted M&E practice; including the lack of a government M&E framework; organisational culture and incentives; culture of the utilisation of the M&E and performance management information; information on the roles of government and civil society organisations (CSOs) skills building in M&E (CLEAR, 2013). Therefore, there is a need for a more improved RBM&E system that systematically measures the results of various grants supporting child development.

As an M&E practitioner and a social worker employed in the Ministry responsible for the Child State Grants Support programme administration for the past 18 years, it can be testified that there are no mechanisms in place to measure the results of the CSGs programme. The above shortcoming was also identified in other existing social transfer programmes that monitor processes/activities instead of setting up mechanisms to measure those programmes' outcomes and impacts (Arnold, Conway and Greenslade, 2011). While some data and information management systems are in place, these predominantly focus on measuring the budget spent and outputs of the programme on the targeted population rather than the outcomes and impacts (UNESCO, 2016; Gertler, Martines, Premand, Rawlings, and Vermeersch, 2016; Mthethwa, 2017). Despite the limitations highlighted by several reports, there are no plans for institutionalising the outcomes and impacts of development programmes and policies throughout all government's ministries (Mthethwa, 2017).

Although social protection programmes addressing poverty and inequality have been documented widely through literature (DFID and UK Aid, 2011), there is a need to establish effective M&E systems that track relevant outcome indicators of such programmes. Results are mostly only captured by a few *ad hoc* external studies or evaluations for internal improvement and external accountability (Attah, et al., 2015). A functional M&E system that produces M&E information is critical to continuously provide the data needed to measure a programme or intervention's effectiveness. Furthermore, solid evidence from rigorous evaluations should reinforce learning and adapting social protection programmes (Grinspun, 2016).

It is not arguable that government institutions are expected to deliver quality services and ensure that the goals and objectives attached to those services are met. Thus, a need to have

a functional M&E system to track and measure the outcomes of these related service provisions. When assessing the functionality of the M&E system, aspects such as “building of the M&E systems and their components, quality, and utilisation of M&E information, sustainability, statistics and information system, evaluation projects, and performance-driven culture” (Mackay, 2007, p.23-24) should be the foundation. Hence, when building the M&E systems, institutions should focus on creating impact, outcomes, and related indicators, including establishing a database for data entry and analysis and training staff (Kimaro, 2018; Kanyamuna, 2019).

The literature describes the legislative frameworks’ importance in realising results in delivering efficient and effective services of mandatory programmes in public sector institutions. Further, literature shows the progress made towards institutionalising a public sector results-based M&E system per policy framework to guide results-based outcomes in the Namibian public sector. The current CSGs programme M&E system needs to be improved in answering questions relating to the CSGs programme’s effects on children’s well-being. However, the institutionalisation of functional M&E systems and related programmes is least on the agenda in public institutions, including the MGEPEWS. Instead, it focuses on the outputs and financial expenditures of the programme. In addition, studies conducted on the programme identified the same gaps and that the MGEPEWS needs to be adequately informed on how to improve the well-being of children through the CSGs programme.

1.3 STATEMENT OF THE PROBLEM AND OBJECTIVES

The critical problem identified in this study is thus the lack of systematic M&E data that first define and second routinely monitor and report on the actual outcomes of cash transfer programmes in promoting child welfare in Namibia, despite the recommendations for such a system. Further, although some assessments are conducted on the cash transfers or CSG programmes, more needs to be done to analyse possible challenges and solutions towards institutionalising a results-based system of the CSGs programme in general and in the Namibian context. Successful implementation of an M&E system requires a thorough assessment of the available capacity and constraints by relevant staff and procedures within the institutional arrangement and a review of documented best practices for such systems to systematically propose changes and improvements for Namibia.

Therefore, the study aimed to demonstrate the available body of knowledge and assess alternative outcomes that child support programmes pursue to develop a Theory of Change and selection of outcome indicators that may be adopted to track the results of CSGs. Additionally, it entails developing guidelines for strengthening the available institutional capacity to monitor and evaluate ongoing progress and results of such programmes, with a specific focus on the Namibian Government, which may be relevant to other governments with similar contexts and capacity constraints. Therefore, the following objectives were set to achieve the purpose of the study:

- To review the concepts, theories, and context for M&E systems to identify best practices and justify developing an comprehensive M&E system for the CSGs programme
- To assess Namibian results-based M&E policy frameworks for the public sector in the context of international best practice guidelines for developing results-based M&E systems;
- To describe mechanisms tracking results of cash transfer programmes, including their objectives, delivery mechanism, and intended outcomes in the context of child welfare;
- To discuss a historical overview of child support M&E practices, including international and national policy frameworks of welfare in the Namibian context;
- To assess the suitability of the RBM&E system for the CSGs programme administered in the MGEPEWS;
- To develop an improved RBM&E system pursued by the CSGs that should become the basis for a results-based M&E system in Namibia and similar contexts;
- To offer recommendations providing valuable insights for interested policymakers, practitioners, and academics in improving RBM&E systems for child-sensitive cash transfer programmes in Namibia and similar contexts.

The study's findings will inform the development of improved RBM&E systems in child welfare and similar contexts, advancing understanding of the complexity of tracking development outcomes and considerations for the operational management of such M&E systems. Reflection on the the Namibian system of child-sensitive social grants (CSGs) presents valuable insights that can be emulated by other countries, particularly in Africa, that aim to

introduce, expand, and enhance cash transfer programmes focusing on providing social protection for children.

Figure 1.1 presents summarised methodological approaches for the study:

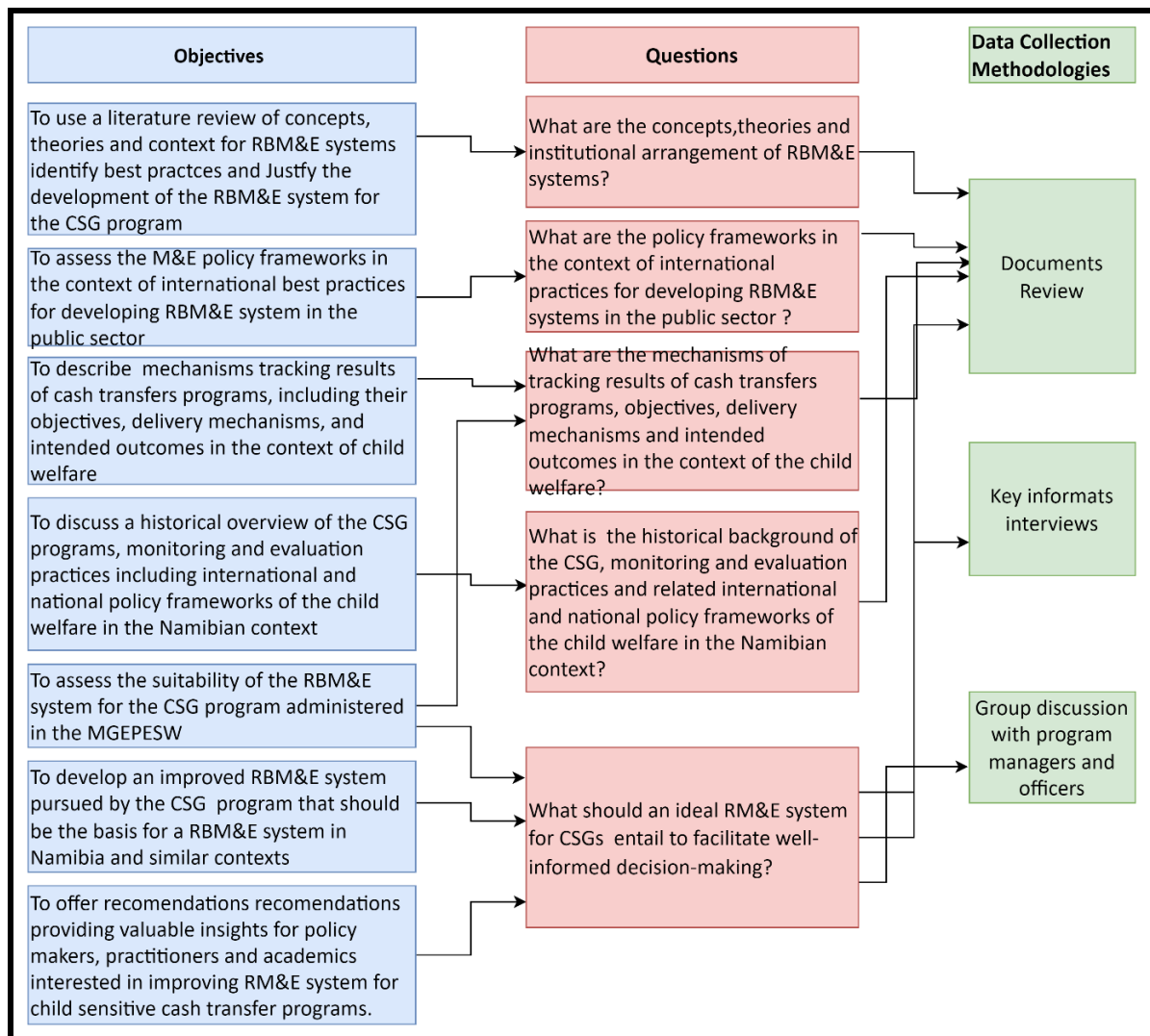


Figure 1.1: Methodological approaches for the study

1.4 OPERATIONAL DEFINITIONS OF KEY TERMS AND CONCEPTS

1.4.1 Results

The United Nations defines a result as a “describable or measurable change in state derived from a cause-and-effect relationship” (United Nations Development Group, 2010, p.10). The results comprise the outputs, outcomes, and impacts of a programme’s interventions (Care International UK, 2012; Mayne, 2015) and may be positive or negative. In simple terms, the

outputs mean direct goods or services delivered due to an activity. At the same time, the outcome refers to the change in behaviour that occurs in response to the goods or services delivered (Care International UK, 2012). Finally, the impact is the product of the long-term effect based on the programme's interventions (Mayne, 2015).

1.4.2 Monitoring

Monitoring is an ongoing process that involves the systematic gathering of data on predefined indicators to offer management and stakeholders regular updates on the progress and attainment of objectives of the programme or project, as well as the utilisation of allocated funds (Görgens and Kusek, 2009). This internal procedure allows for consistent implementation and follow up of the programme's activities and outputs (Care International UK, 2012; Porter and Goldman, 2013).

1.4.3 Evaluation

Evaluation refers to a systematic inquiry of a project, programme, or policy, whether in progress or completed, which encompasses its design, implementation, and outcomes. This assessment judges the appropriateness and achievement of objectives, as well as the efficiency, effectiveness, impact, and sustainability of the programme (Care International UK, 2012). The purpose of an evaluation is to provide reliable and valuable information that allows implementers and donors to incorporate the lessons learned into their decision-making processes (Görgens and Kusek, 2009).

1.4.4 Child support grants

In Namibia, CSGs are referred to as "Child State Grants" as defined by the Child Care and Protection Act (No. 3 of 2015). These grants are the social protection measures implemented by the Namibian government to help alleviate poverty. They are provided monthly in the form of monetary support to a child under 18 who meets the means testing criteria. The grants are given directly to the caregiver of the child, and they are unconditional as long as the eligibility requirements are satisfied. For this study, the term "child support grant" will be used. (Ministry of Gender Equality and Child Welfare, 2010).

1.4.5 Monitoring and evaluation system

The monitoring and evaluation (M&E) system comprises a set of policies and procedures aimed at capturing, processing, storing, analysing, and disseminating M&E information to

enhance the implementation of policies and programmes (Simister, 2009; Porter and Goldman, 2013). This system encompasses the internal need for M&E, the institutional framework, and the roles and responsibilities associated with M&E (Biscaye et al., 2015). Therefore, it involves interrelated elements that must work together for the M&E system to operate effectively.

1.4.6 Results-based monitoring and evaluation system

A results-based monitoring and evaluation (M&E) system refers to a standardised and structured process for documenting and reporting the performance of a programme or project, providing insights for decision-making regarding the implementation and progress (Food and Agriculture Organisation (FAO), 2010). It focuses on measuring the anticipated outcomes of a programme or project (Kasule, 2016). Results-based M&E entails both monitoring the implementation progress and evaluating the programme's outcomes (Morra-Imas and Rist, 2009). Therefore, it is imperative to establish or develop a system to collect, analyse, and utilise information throughout the implementation phase in order to monitor and evaluate the results of a project, programme, or policy.

1.5 OUTLINE OF THE THESIS AND LAYOUT OF THE CHAPTERS

This study is organised into eight (9) chapters:

Chapter One (1): Chapter 1 overviews the study's rationale. It presents the introduction and the contextual background to the research problem. It also provides the motivation, justification, and objectives of the study. The chapter ends with operational definitions, key terms, and concepts.

Chapter Two (2): Chapter 2 of the study encompasses the research design and methodology. It outlines the core aspects of research design, including the selected research methods employed, data collection techniques, and analysis procedures. The chapter also addresses the sampling approach adopted and discusses the reliability and validity of the gathered information. Finally, it concludes by addressing the ethical considerations and limitations associated with the study.

Chapter Three (3): This chapter appreciates development of RBM&E systems. It presents unpacking concepts, theory, and institutional arrangements of the results-based M&E

systems context. Next, it gives a historical perspective of results-based M&E and the purpose and needs for results-based M&E. It further explains the key features of traditional implementation-focused M&E versus results-based M&E, including performance management systems. Finally, it presents the steps for developing a results-based M&E system, describes the characteristics of an effective M&E system, and the challenges in developing and sustaining the results-based M&E system.

Chapter Four (4): Chapter 4 assesses the RBM&E policy frameworks in the context of the best practices. It unpacks international best practices guidelines for the M&E systems. It accounts for emerging lessons from global best practices on institutionalising an M&E system. It covers policy frameworks for the results-based M&E system in the Namibia public sector. The chapter ends by describing the strengths and limitations of existing M&E policy frameworks in the Namibian context.

Chapter Five (5): Chapter 5 discusses mechanisms of tracking results of cash transfer programmes, including their objectives, delivery mechanisms, and intended outcomes in the context of child welfare. It provided detailed information on measuring, monitoring and reporting cash transfer-related outcomes.

Chapter Six (6): Chapter 6 describes the historical overview of the CSGs programme. It covers the history of the MGEPSW and its strategic focus and related outcomes. It also explains the Ministry's CSGs programme's structural and associated M&E arrangement. It covers international and national policy frameworks promoting child welfare, including its relevance to this study. It ends by providing information on the context of the CSGs programme, its M&E arrangements, and the types of CSGs programmes offered in Namibia.

Chapter Seven (7): Chapter 7 assesses the suitability of the RBM&E system for the child support programme in the Ministry of Gender Equality, Poverty Eradication and Social Welfare (MGEPSW). The chapter systematically presents the research findings and discusses the results.

Chapter Eight (8): Chapter 8 presents an improved RBM&E system pursued by the CSGs programme that should become the basis for results-based M&E systems in Namibia and similar contexts. The improved RBM&E system covers institutional arrangements for the

RBM&E system; tracking and section of indicators for the CSGs programme; budgeting for M&E activities; M&E capacity building; data collection, storage mechanisms, and verification processes; and reporting, demand, and use of M&E information.

Chapter Nine (9): Chapter 9 offers recommendations to improve the institutionalisation of RBM&E systems for the CSGs programmes in Namibia and similar contexts.

1.6 CONCLUSION

Chapter One provided an overview of the research topic entitled “developing results-based M&E system for the CSGs programme in Namibia” by providing the rationale and problem statement of the study. It provided analytical information to justify why it is essential to develop the results-based M&E system of CSGs in Namibia and similar contexts.

Further, the purpose and objectives have been outlined to give a direction and selected features to assess and bring forth suggestions and recommendations for improvements. Finally, the chapter covers the structure of the entire study for ease of crosschecking through the content of the study with a summary of what each chapter entails.

The following chapter, Chapter 2, covers research design and methodology, including data collection tools; sampling approach; analysis, and reliability and validity of information in the study. The ethical consideration and limitations of the study are also articulated in the following chapter.

CHAPTER 2: RESEARCH DESIGN AND METHODOLOGY OF THE STUDY

2.1 INTRODUCTION

This chapter articulates the research design that involves exploration, description, and explanation of the case study using the qualitative method. Thus, the chapter provides the justification of the research design and methodology adopted in this study. The chapter also elaborates on various data sources, target population, and sampling design, including data collection procedures and instruments employed to generate information. It concludes by describing the data analysis process, highlighting the ethical considerations that arose during the research process and the study's limitations.

2.2 RESEARCH DESIGN

Research systematically examines observed or collected information to find answers using appropriate inquiry methods (Kimaro, 2018). It is conducted within a set of philosophies, coupled with valid and reliable procedures, approaches, and processes that are objective and unbiased (Kumar, 2011). The research design, on the other hand, is understood to be the structure of the research topic (Trochim, 2000). The overall approach provides the guideline for integrating different study components in a stated and sound technique to ensure that the research problem and objectives are effectively addressed (Makadzange, 2020).

Research design is also described as a plan that provides guidelines for conducting research (Mouton, 2001). It links the research questions and objectives to the conclusions using data collection and analysis steps (Twining, et al., 2017). The selection of a research design depends on the nature of the research problem or issue being addressed, the researcher's personal experiences, and the audience for the study (Trochim, 2000; Williams, 2007; Creswell, 2014).

Thus, an exploratory, descriptive, and explanatory qualitative design was employed based on this study's purpose and objectives. The exploratory design was used to explore the concepts and theories (Mouton, 2001) on the RBM&E system in general and for the CSG in particular, including the unveiling of information through existing different theories, models, and practices, notably Kusek and Rist's Ten Steps to an RBM&E system as a guideline. A descriptive approach was used to evaluate the current RBM&E practice for the CSGs programme in the

MGEPEWS. Hence, the descriptive approach was used to testify to whether the existing theories and practices applied to the current situation of the M&E system (Gerring, 2004; Makadzange, 2020). The descriptive design is suitable when little is known about the case or phenomenon. Furthermore, the descriptive design focuses on experiences, situations, and conditions by asking questions such as who, what, where, and how (Kimaro, 2018). The aim was to gather information on the present status of the institutional arrangement of the M&E systems of the CSG within the MGEPEWS. An explanatory design was also employed comparing the RBM&E best practices from different countries that used as bench marks to develop the RBM&E system model of the CSGs.

The present study also adopted an explanatory design, which consists of two distinct phases: the analysis of results and the use of results to plan, build, or develop (Asenahabi, 2019). According to Creswell (2014), an explanatory design generates new knowledge and theoretical frameworks through research. It represents novel knowledge that was generated through the study. As such, the study's assessment results were analysed and utilised to create an RBM&E system model for the CSGs. In this regard, the study developed a generic theory and logic model for the CSGs programme, which should serve as the foundation for a results-based M&E system in Namibia and similar contexts.

The explanatory design establishes causation, which denotes a connection between two variables and the changes one variable brings to the other (Akhtar, 2016; Boru, 2018). Additionally, explanatory research aims to identify causes, determine the causality between factors, and ascertain the effects of a social phenomenon on behaviour. It also seeks to predict how one phenomenon will change or vary concerning another variable (Engel and Schutt, 2010, p.10-11; Pierson and Thomas, 2010, p.440). In the present study, the cause-and-effect relationship was used to develop the Theory of Change and Logic Model, considering the processes, outputs, and related outcomes that will be utilised to measure the improved well-being of children receiving the grant.

The potential value of a case study design was considered, given the ability to offer a deeper understanding of the specific subject or phenomenon. However, the exploratory, descriptive, and explanatory research design facilitated comparisons with similar programs in different regions or countries. This comparative analysis yielded valuable insights into what has worked

well in other contexts and what can be adapted or modified to ensure the effectiveness of the M&E system of the Child Support Grants Programme. Therefore, the exploratory, descriptive, and explanatory qualitative design allowed for a broader exploration of various facets of the RBM&E system, notably the Child Support Grants Programme. This inclusive approach enabled the examination of multiple contexts, potential challenges, and other diverse perspectives. The insights gained from this comprehensive view readily apply to different settings or programs beyond the specific case of Namibia.

2.3 RESEARCH METHODOLOGIES

Various methodologies and sources to achieve the purpose and objectives of the study were employed. A research methodology bridges the philosophical standpoint and methods (Hesse-Biber-Hesse and Leavy, 2011, p.38). It comprises procedures applied to collect and analyse information or data to conclude the investigations made under a subject matter (Williams, 2007). A case study can use both qualitative and quantitative methods and can be done in single or multiple cases.

The purpose of the study was to review concepts, theories, and institutional arrangements of the RBM&E systems; and to examine international practices for RBM&E systems in the public sector context and child support programmes in particular. Hence, this study employed qualitative explorative, descriptive and explanatory methods to obtain in-depth information that will address the purposes and objectives of the study. The qualitative research methodology was ideal because it involves different research methods such as ethnography, grounded theory, case studies, phenomenological and narrative research (Creswell, 2009, p.13-14). Hence, qualitative research comprises the following core features associated with this study:

- It occurred in an internal setting where M&E systems are being studied (Creswell, 2009, p.175; Kimaro, 2018, p.11);
- It required the application of complex reasoning, the building of patterns, and the establishment of relationships (Bwengye, 2015, p.30) between levels of institutionalisation of an M&E system that cannot be developed using quantitative information (Kimaro, 2018);

- It required information collected onsite as a primary source and examination of documentation as a secondary source (Kimaro, 2018);
- It required more than one type of information, such as M&E policy frameworks, M&E guidelines, and databases attached to the subject of inquiry, to analyse and conclude through data triangulation methods (Creswell, 2009; Bryman, 2012);
- It provided a holistic account of the phenomenon by developing a complex picture that involves developing and maintaining an M&E system (Kimaro, 2018).

Therefore, the study considered different factors that contributed to developing, institutionalising, and supporting the sustainability modalities of an effective M&E system applicable to Namibia's CSGs programme and similar contexts.

2.4 DATA COLLECTION METHODS

Various research methods are used in scientific domains, which fall under the two broad categories of qualitative and quantitative methods (Creswell and Poth, 2018; Kanyamuna, 2019). For this study, the qualitative method was most suitable for the exploratory, descriptive, and explanatory research design (Money, 2015). Qualitative research is used to answer specific questions (Auriacombe and Schurink, 2012) and involves securitising, comprehending, and interpreting collected data and comparing it with existing data. Thus, this study adopted a qualitative approach for data collection, analysis, and interpretation of information.

Therefore, different data were collected using different sources, i.e. secondary and primary sources. The secondary information comprised of the desk review of existing literature related to M&E. Academic books, discussion papers, journal articles, working papers, and research papers, including critical strategic policy documents, annual progress reports, and databases in the Namibian public sector domain and the MGEPESW, in particular, were used. Websites and engines were also consulted and provided insightful information for the research study as secondary resources. The relevant resources were identified by searching topics related to the subject matter, including keyword search, reference lists, subject headings, experts, research gate, academia, and bibliographic databases. While primary data sources, on the other hand, comprised data obtained through in-depth interviews with the selected key informants to get first-hand information.

2.4.1 Data source

The qualitative data sources of this study comprised primary and secondary sources of information from different data collection instruments. *The primary data source* included in-depth interviews with the respondents selected from the MGEPEWS through in-depth semi-structured interviews with senior, middle, and programme managers of the MGEPEWS. The senior management team comprises the executive director (1), who oversees the comprehensive management of the ministry's programs, and the ministry's accounting officer. There is also a director (1) in charge of the CSGs administration and another director (1) responsible for Policy Planning, research, and monitoring and evaluation.

Within the middle management tier is one deputy director (1) who assists the director in managing the administration of the CSGs and another deputy director (1) who is responsible for planning monitoring and evaluation (M&E) efforts. While the program management team comprises two (2) managers tasked with planning and M&E and five (5) additional managers assigned different tasks on the implementation of the CSGs program.

Open-ended questions allowed the opportunity to probe for more information and to seek clarifications on some of the responses from the respondents.

The conceptual, theoretical, and contextual information was used to obtain information to respond to some of the study's objectives, including national policy frameworks on the RBM&E system and CSGs programme in particular and the best practices thereof. The secondary data source of information was drawn from literature and document reviews. Therefore, a considerable amount of information from different sources was utilised in the study's literature review. It included references to published books, journal articles, periodicals, and other relevant literature, in order to provide a comprehensive overview of existing knowledge on the subject matter. Additionally, reports from reputable institutions like the World Bank, government institutions, as well as insights from specialists and practitioners in the field of Monitoring and Evaluation (M&E) were incorporated to enhance the discussion.

Various documents in the domain of M&E in the Namibian context were reviewed, including the Namibia Vision 2030; Fifth National Development; Harambe Prosperity Plan I and II; Medium-term expenditure frameworks; Blueprint on Wealth Redistribution and Poverty

Eradication; M&E plan for the Child Welfare Directorate Programmes; National Agenda for Children; annual reports and reviews; and the social assistance database.

2.4.2 Data collection procedures and sources

A framework for the data collection methodologies was adapted from Maree and Van der Westhuizen (2009). Table 2.1 illustrates the linkage between the research question, objectives, and qualitative data procedures and sources:

Table 2.1: Linkage between the objectives, questions, and qualitative data sources for the study

Questions	Qualitative data sources	Objectives
What are the concepts, theories, and institutional arrangements of results-based M&E systems?	Secondary data: Literature review	To use a literature review of concepts, theories, and context for M&E systems to identify best practices and justify the development of the RBM&E system for the CSGs programme
What are the policy frameworks in the context of international best practice guidelines for developing results-based M&E systems in the public sector?	Secondary data: Literature review	To assess the M&E policy frameworks in the context of international best practice guidelines for developing results-based M&E systems in the public sector
What are the mechanisms of tracking results of cash transfer programmes, objectives, delivery mechanisms, and intended outcomes in the context of the child welfare	Secondary data: Literature review	To describe mechanisms tracking results of cash transfer programmes, including their objectives, delivery mechanism, and intended outcomes in the context of child welfare.
What is the historical background of the CSGs programme, M&E practices, and national policy frameworks of child welfare in Namibia?	Secondary data: Literature review	To discuss a historical overview of the CSGs programme, M&E practices, including international and national policy frameworks of child welfare in the Namibian context
	Primary data: In-depth interview with key informants, analysis, and discussion Secondary data: Document reviews and databases	To assess the suitability of the RBM&E system for the CSGs programme administered in the MGEPEWS.
What should the ideal RBM&E system for the CSG programme entail to facilitate well-informed decision-making?	Secondary data: Literature review Primary data: Inputs from group discussions with	To develop an improved RBM&E system pursued by the Child CSGs that should become the basis for a results-based M&E system in Namibia and similar contexts

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	programme managers and officers in the MGEPSW			
What recommendations apply to the RBM&E system in Namibia and a similar context?	Secondary data:	To offer recommendations providing valuable insights for policymakers, practitioners and academics interested in improving the RBM&E system for child-sensitive cash transfer programmes		
	Literature and documents review			
	Primary data:			
	In-depth interviews with key informants			
			Group focus discussion	

Source: Adapted from Maree and Van der Westhuizen, 2009

The information for this study was gathered using different methods and sources. A literature review was conducted to gather secondary data from various documents, while interviews were conducted to gather primary data. This approach, known as triangulation, was used to cross-reference and validate the information obtained. Triangulation is recommended in research studies as it helps to enhance the reliability and validity of the collected information. This approach ensures that the conclusions drawn are based on a comprehensive analysis of multiple sources, rather than relying solely on a single data source or collection instrument (Merriam and Associates, 2002; Babbie and Mouton, 2006). Through meaningful discussions, the collected information was summarised, and conclusions were drawn on various subject matters, ensuring a robust and reliable research outcome.

2.5 DATA ANALYSIS

The choice of research design and methods employed in this study influenced the data analysis approaches. Specifically, a qualitative analysis method was employed. It is known that qualitative data analysis encompasses various qualitative instruments that are deemed relevant for the research (Babbie and Mouton, 2001, p.490). The data obtained from interviews and document analysis was systematically organized and managed to ensure clarity and comprehensibility. Additionally, the researcher sought relevant documents as supporting evidence for the study.

The qualitative data collected in this study were subjected to a rigorous analytical process involving identifying themes and sub-themes and coding. According to Saldana (2013), the data was initially coded by reading and identifying patterns in the information and, subsequently, grouping similar data. This process facilitated the organisation of the data into categories and subcategories.

The resulting themes were utilised to capture the study's main findings. At the same time, the sub-themes provided more specific and detailed data, which allowed for a deeper and more meaningful understanding of the collected information. As outlined by Braun and Clarke (2012), this approach enabled the development of a coherent and expressive interpretation of the qualitative data.

The critical factors in developing and maintaining the M&E system were considered (see Chapter 7, Table 6.1). Those components identified are linked to the characteristics of an effective M&E system which emerged from the literature review; the ten steps of developing a results-based M&E as per Kusek and Rist (2004); as well as lessons learned from international best practice guidelines that provided the foundation of developing an RBM&E system. Finally, the purpose of identifying those components was used as practical ingredients in designing, strengthening, and sustaining an M&E system.

The data were analysed qualitatively, and the study adopted a thematic approach as this better enabled the narrative data. Thus, the components were used as a guide while formulating the semi-structured interview questionnaires, data collection, and analysis. Information was gathered in Microsoft Word and presented in a verbatim format. Respondents' confidentiality was protected by assigning each respondent an undisclosed identification number, and codes from R1 to R12 (respondent and number) were used when citing each respondent's information.

2.6 SAMPLING APPROACH

Purposive sampling involves carefully choosing participants based on their insight into the research topic (Etikan, Musa and Alkassim, 2016). Purposive sampling was used while assessing the case of the results-based M&E system of the CSGs programme in the MGEPESW. The researcher identified and selected relevant individuals or groups that were proficient and well-informed about the subject matter of the study (Etikan, Musa and Alkassim, 2016).

In this current study, the purposive sampling method was deemed appropriate because it ensures that only respondents with expert knowledge of the research topic are included (Maylor and Blackmon, 2005). Two different interview schedules were developed to accommodate the diverse backgrounds and experiences of the participants. This was

necessary because some participants had insight into managing the CSGs support programme, while others possessed knowledge of its administration. As a result, separate interview schedules were required to capture each group's unique perspectives and insights.

The selection of interview participants took into consideration their core responsibilities relating to the CSGs management and administration; and those responsible for related M&E activities within the Ministry became the main targets. It was planned to interview one (1) executive director of the Ministry of Gender Equality and Child Welfare (MGE CW), who oversees the administration of CSGs, one (1) director, two (2) deputy directors, and ten (10) programme managers, including administrators. However, only twelve of the fourteen identified respondents participated in the study, with two of the ten programme managers declining the invitation to participate. Thus, the executive director, the director, two deputy directors and eight programme managers were included. These twelve respondents were interviewed, and the responses were included in the study.

The study involved two separate engagements with participants. The first engagement discussed the existing M&E system. In contrast, the second engagement consisted of a focus group discussion to validate the proposed results-based M&E (RBM&E) system model developed as one of the study's outputs. The researcher conducted focus group discussions with both M&E and programme managers, taking into consideration the findings from assessing the current M&E system in the Ministry and the proposed model.

Validation of the assessment findings and the proposed RBM&E system model by the respondents increased the likelihood of support from those involved in the CSG programme's implementation. The focus group discussion methodology employed presentation and plenary discussion to validate the findings and solicit comments on any additional work required on the model. The involvement of the managers in refining the model was advantageous, as their participation in the validation process helped to strengthen the research.

2.7 RELIABILITY AND VALIDITY OF INFORMATION

Validity involves employing accurate and suitable procedures in research to obtain appropriate answers to the research question. On the other hand, reliability refers to the

quality of a measurement procedure that produces consistent, predictable, and accurate results (Kumar, 2011, p.177; Babbie, 2014, p.430). Thus, validity and reliability were ensured throughout the research processes. The processes are preparation, design, data collection, analysis, interpretation, and presentation. Appropriate designs, instruments, and analysis procedures were considered to measure all aspects of the research problem, objectives, and questions. The review of different types of framework documents from the public sector and MGEPSW, in particular those related to M&E and CSG programme process, contributed to the avoidance of subjectivity and research bias by facilitating the procedure of appropriate and precise conclusions, as well as the inclusion of a case study and examples from other countries contributed to the validity of the study.

2.8 ETHICAL CONSIDERATION

Research ethics means doing what is morally right and legal in the research process. Research ethics are norms that distinguish right and wrong, acceptable and unacceptable (Parveen & Showkat, 2017). Hence, ethics must be observed and used during the research process. During planning, conducting research, and reporting research findings, the researcher has to fulfil numerous responsibilities to meet ethical standards (Connelly, 2014, p.47).

Thus, ethical research practice in this study was informed by two institutions, i.e., the University of Stellenbosch and the MGEPSW, and involved respondents. Therefore, permission was obtained from the Ministry to conduct the study. The subsequent request for ethical clearance was submitted and obtained from the ethical committee of Stellenbosch University. The study was undertaken in a scientific environment, and informed consent for the participants was prepared and obtained, including permission to access official documents not in the public domain and the Information system (databases) of the Ministry. Although the study was categorised as a low risk to the respondents, the principles of anonymity, confidentiality, and integrity of the participants were observed and respected. Thus, a unique identifier number was used for the data analysis, and no names were mentioned in the entire dissertation.

2.9 CONCLUSION

In chapter 2, the research design and methodology of the study were explained. A qualitative approach was employed as the preferred method for data collection. Both primary and

secondary data sources were utilized. Primary information was obtained through in-depth interviews, while secondary information was sourced from published books, journal articles, periodicals, and other relevant literature sources, including reports from reputable experts in the monitoring and evaluation (M&E) field.

The target population and the purposive sampling approach of this study were discussed. The respondents were carefully selected based on their experience, designation, and knowledge of the subject matter of the study. It prompted the research to focus on the directorates, namely the Social Protection Directorate responsible for CSG administration; and the Policy Planning and Research Directorate tasked with M&E functions in the MGEPSW. Strategies relating to the reliability and validity of information were presented, including the limitations experienced in the entire study.

Having discussed research design and methodology under chapter two, chapter 3 covers the concepts, theories, and institutional arrangement of results-based M&E systems.

CHAPTER 3: DEVELOPING RESULTS-BASED MONITORING AND EVALUATION SYSTEMS

3.1 INTRODUCTION

Chapter 2 presented the research design and methodological scopes of the study. It justified using qualitative exploratory, descriptive, and explanatory research design; and how these designs and methodologies were used in this study.

Chapter three (3) covers the notion of developing results M&E systems. The chapter covers M&E concepts and provides the historical perspective of the RBM&E. It describes the purpose and importance of the results-based M&E, including the key features of the traditional implementation-focused M&E versus a results-based M&E. The chapter highlights the linkages between the results-based M&E and the performance management system, the Theory of Change and the Logic Model. The chapter further discusses the development of results-based M&E systems, including the steps involved. It also elaborates on the characteristics of an effective M&E system and the challenges while developing and sustaining a results-based M&E system. The chapter concludes by reflecting on the content of the sections mentioned above.

A results-based M&E system is a prevailing public management instrument believed to support policy and decision-makers to track progress and determine the impact of a specific project, programme, or policy being undertaken (Rabie, 2011; Lopez-Acevedo, et al., 2012). Therefore, a results-based M&E system is a mechanism put in place to assist with measuring and achieving specific objectives of programmes at different levels of operations (Australian Aid, 2012).

Since different governments promise improved services through the effective implementation of policy focus areas, there is a need to have measurements that will demonstrate the achievements made and the need for continuous improvement (Görgens and Kusek, 2009). Therefore, a functional results-based M&E system supports results-based management process at various organisations at different levels to align, communicate and implement their strategies and plans with precise mechanisms in place to measure the

achievements of their organisations, as well as support performance management and improvement. The following section explains the context to results based management versus results-based M&E.

3.2 CONTEXT TO RESULTS-BASED MANAGEMENT AND RESULTS -BASED MONITORING AND EVALUATION

Results-based management (RBM) embodies a distinct managerial approach with a well-defined framework and a comprehensive tool for strategic planning, performance monitoring and evaluation, and management. Its primary objective is to gauge and effect substantial shifts in the operations of organisations (Kanyamuna, 2019). Results-based management serves two principal functions: firstly, to fulfil accountability responsibilities through performance reporting, and secondly, to enhance organisational learning (Mackay, 2007; Meier, 2003; World Bank, 2006).

At its core, RBM constitutes a management philosophy predicated on tangible outcomes (Pazvakavambwa and Steyn, 2014). It is imperative that how such outcomes are to be achieved is delineated. One recommended approach to achieving these outcomes is through a robust monitoring and evaluation system (Pazvakavambwa and Steyn, 2014). Tam (2013) emphasises that the foundational tenets of the RBM approach revolve around results that hold significance for the intended population, establishing transparent connections with the National Development Framework, and prioritising more involvement in decision-making.

While governments and various organisations are urged to produce and demonstrate results, a pertinent question arises concerning their capacity to measure and communicate these outcomes (Morris, 2006). The drive to interlink Monitoring and Evaluation (M&E) systems with Results-Based Management systems among governmental bodies and other stakeholders should be coupled with mechanisms ensuring that the generated information is accurate, efficient, and conducive to effective decision-making (Naidoo, 2011; Simson et al., 2011). This information serves as empirical evidence for decision-making regarding the formulation, execution, and delivery of service-based policies and programs (UNDG, 2011; Kanyamuna, 2019). A heightened interest exists in aligning outcomes with the overall strategy, and this outcome-oriented approach is a commendable step towards a results-driven approach (Morris, 2006).

A Results-Based M&E system generates information grounded in evidence to inform critical management processes, including planning, targeting, budgeting, and expenditure allocation for policies, programs, and projects (Valadez and Bamberger, 1994; Kanyamuna, 2019; Kardava, 2015). Moreover, it substantiates the value derived from resources invested in implementing such policies, programmes and projects (Mhina, 2017).

Within the Results-Based Management system, Results-Based M&E plays a pivotal role in propelling organisations towards a robust management system that can be translated into principles of transparency, accountability, and enhancement at both strategic and operational levels (Kanyamuna, 2019). These principles align harmoniously with the core tenets of sound performance management (Naidoo, 2011). Furthermore, RBM&E has been instrumental in supporting performance management at diverse levels, thereby contributing to a results-focused approach by offering methodological alternatives that bolster the performance management process (Krause, 2010). Consequently, this robust accountability can serve as an incentive to strengthen performance (Mackay, 2007; Kardava, 2015).

Indeed, performance-based management is integral to successful policy and program implementation. In this regard, establishing an effective Results-Based M&E system is imperative for performance-based management. In governmental bodies and other organisations, the RBM and RBM&E approaches are intricately linked to performance management, ensuring the realisation of intended outcomes per policy, program design, and planning.

Thus, effective M&E systems produce invaluable information that enriches development policy and organisational learning, ultimately enhancing the efficacy of development cooperation (Goldman et al., 2012; Talbot, 2010; World Bank, 2007). The essence of successful Results-Based M&E systems lies in their capacity to monitor and evaluate development interventions at every phase of their implementation (Kanyamuna, 2019). Furthermore, the results-based performance of a policy, program, and project should be assessed against criteria of relevance, efficiency, effectiveness, sustainability, and impact (Auriacombe, 2011).

Consequently, the RBM&E system elucidates the critical components of the logical and anticipated cause-effect relationship between inputs, outputs, medium or long-term

outcomes, and ultimate impact results (Roberts and Khattri, 2014). Hence, a functional RBM&E system must generate information that addresses all fundamental inquiries, as these responses should be capable of meeting stakeholders' demands for results (Auriacombe, 2011).

The results-based framework should guide one systematic mechanism for getting results-based information. In order to develop a good results framework, there is a need to clarify the intention with the theory of change, showing the reasons why the policy, program, or project will lead to the expected outputs and why those outputs are expected to produce long-lasting outcomes and impact (Roberts and Khattri, 2014).

It will be impossible to take the right direction toward the desired results accurately and to determine the forecast of the future and how the policies, strategies, and programmes being implemented can be improved (Kasule, 2016). The measurements of achievements can only be realised with an appropriate M&E system. The golden rule is that a sound M&E system should be able to intensively use the M&E information that meets the data quality standards at different stages of policy, programme, or project cycle (Mackay, 2010).

Therefore, the management of results-based policies and programmes should include specific intended results aligned with the procedures, processes, and resources, and continuous M&E and regular feedback to improve performance (Rubio, 2012). Such improved performance, in return, is expected to enhance the well-being of the targeted beneficiaries (Rubio, 2012).

Therefore, the relationship between the RBM&E and RBM is interconnected, and such a relationship is a fundamental way of achieving the desired outcomes (Kanyamuna, 2019). In this study, the RBM is envisaged to be used as a mechanism that supports the delivery of results towards attaining the overall goal of the CSGs programme. The selection of techniques for data collection and analysis will be made in a way that makes it possible to demonstrate that changes or improvements manifested were due to the programme.

The RBM system spans all components of performance management. This study is however focused primarily on strengthening the M&E component of the system. Therefore, the next sections unpack the concepts and theories underpinning the development and institutionalisation of a results-based M&E system. These will be the points of reference

throughout the study as the main focus is to develop a results-based M&E system for the CSGs programme.

3.3 CONCEPTUALISATION OF RESULTS-BASED MONITORING AND EVALUATION SYSTEM

The significance of monitoring and evaluation (M&E) in advancing developmental goals has been acknowledged across different spheres of the global agenda. The emphasis on advocating for and prioritizing M&E is rooted in the pursuit of achieving desired outcomes. Government entities at various levels are actively developing and institutionalising results-based M&E systems to enhance accountability and safeguard their citizens' welfare. Consequently, M&E serves as a valuable instrument for combating corruption within public institutions by fostering a culture of positive performance (Kanyamuna, 2019), leading to improved policy planning, budgeting, and implementation processes (Chabane, 2013; World Bank, 2000).

3.3.1 Monitoring and evaluation definition

M&E concepts possess distinct characteristics but work together in a complementary manner. While these concepts are not entirely synonymous, they are sometimes used interchangeably. However, the value lies in their inherent differences. There are instances where the two concepts are either not used correctly or are employed interchangeably. Therefore, it is essential to gain a comprehensive understanding of the concepts associated with M&E and RBM&E, as they form the fundamental basis of this study.

Various authors have provided different definitions of monitoring. According to Kusek and Rist (2004, p.12), monitoring is described as “a continuous function that uses the systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress, and the achievement of objectives and progress in the use of allocated funds”. On the other hand, Markiewicz (2014, p.2) defines monitoring as “a continual and systematic collection and analysis of information on programme and project implementation”. While, the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD DAC, 2011, P.7) describes monitoring as “the continuation and systematic collection of data on specified indicators to show the managers and main stakeholders how a development intervention is progressing and whether objectives are being achieved using allocated funds”.

Monitoring is a tool internally used for management and accountability. Monitoring enlightens interventions that worked well and those that did not, helping to identify the reasons for success or failure and learning from both (Markiewicz, 2014). In addition, programme managers and implementers use monitoring information to track results during the implementation process through data collection and analysis, including reporting and identification of challenges at an early stage (Görgens and Kusek, 2009; Matsiliza, 2019; Peersman, et al., 2016).

On the other hand, evaluation is about the ‘why’ of policies, programmes, and project interventions, primarily whether planned activities, targets, and desired outcomes were achieved. It investigates attribution and causality (Smith, et al., 2009). Thus, evaluation is “the systematic and objective assessment of an ongoing or completed project, programme, or policy, including its design, implementation, and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact, and sustainability” (OECD in Kusek and Rist, 2004, p.12).

The systematic and objective evaluation procedure includes assessing the progress or achievement of interventions within a programme, project, or policy. This evaluation focusses on assessing the design, implementation, and outcomes to obtain insights into their effectiveness (Allas, et al., 2018). Stufflebeam (2000, p.11) defined evaluation as “a study designed and conducted to assist some audience in assessing an object’s merit and worth.” Evaluation is congruent with various other authors who also conceptualise an evaluation as a systematic process and periodic assessment to find out whether the results were achieved as intended; and investigate the relevance, efficiency, effectiveness, impact, and sustainability of a programme’s interventions (Mackay, 2007; Görgens and Kusek, 2009; Kaufmann, Sangines and Morero, 2015; Naidoo, 2011).

Nonetheless, there exists a distinct between the concepts of Monitoring and Evaluation (M&E), where the outcomes of evaluation serve to complement the monitoring processes in various ways. To illustrate, if a monitoring system indicates that a specific intervention is deviating from its intended course, evaluative information would provide further insights into the veracity and patterns observed within the monitoring system (Kusek and Rist, 2004). Below, Table 3.1 presents the complementary roles of the two concepts:

Table 3.1: Complementary roles of monitoring and evaluation

Monitoring	Evaluation
Provides clarity on program goals and objectives	Conducts analyses to determine the reasons behind the achievement or non-achievement of intended results.
Establishes connections between activities and the resources allocated to achieve objectives and goals	Evaluates the specific contributions of activities to the desired outcomes
Converts objectives into measurable performance indicators and establishes targets	Examines the implementation process to identify strengths and weaknesses
Regularly collects data on indicators and compared actual results with the targets	Explores any unintended results or outcomes that were not initially anticipated.
Communicates progress reports to managers, highlighting any issues or challenges that arise	Produces reports that highlight significant achievements or the potential of the program, while also providing recommendations for improvement and lessons learned.

Source: (Kusek and Rist, 2004)

Monitoring tackles implementing a programme and policy by collecting routine information using customised data collection methods and tools. The evaluation aims to judge value versus the programme or policy's objectives and intended results. Thus, both concepts are essential aspects of the results-based M&E as monitoring and evaluation information is vital to determine the efficiency and effectiveness of policies, programmes, and projects.

3.3.2 Historical perspective of results monitoring and evaluation

The M&E evolution is traced from the 1980s and the 1990s. Historically, evaluation practices underwent significant changes from the 1900s to the 2000s. Every society was exposed to the tracking methods of performance regarded as traditional M&E. However, a developmental reform agenda came to the fore in various governments and institutions, leading to a shift from conventional M&E to modern M&E practised by different generations and societies (Kanyamuna, Kotzé and Phiri, 2019; Buenk, 2020). When examining the historical aspect, the practice of measuring performance holds important significance. An illustration of this can be found in ancient Egypt, where more than 5,000 years ago, they regularly monitored their nation's grain and livestock production outputs.

Therefore, it is evident that Monitoring and Evaluation (M&E) is not a recent phenomenon. Even modern governments have been involved in some form of conventional M&E in the past few decades. As Kusek and Rist (2004) explain, governments have endeavored to track various aspects such as expenditures, revenues, staffing levels, resources, programs, project activities, as well as the production of goods and services. However, it is important to note that while M&E has existed for some time, traditional M&E has evolved into a more contemporary approach known as results-based M&E (Kanyamuna, Kotzé, and Phiri, 2019).

There have been different stages of historical M&E evolution, but this study will examine the historical milestones of introducing the results-based M&E systems. Evaluation discourse is divided into seven development stages:

- reformation stage (1972-1979)
- efficiency stage (1900-1930)
- Tylerian stage (1931-1945)
- innocence stage (1946-1957)
- development stage (1958-1972)
- professionalisation stage (1973-1983)
- expansion stage (1984-2000) (Buenk, 2020; Diwakar, 2020).

In the 1990s, M&E was formally introduced by developmental organisations that used the approach to report back on the performance of the results versus budget allocation to a specific programme (Görgens and Kusek, 2009; Kasule, 2016). In simple terms, M&E was a tool for tracking resources, implementing programme/project planned activities, and determining outputs. Thus, the M&E systems became tools to produce relevant information for decision-makers and stakeholders (Kanyamuna, Kotzé and Phiri, 2019). Nevertheless, no systems were in place to track and measure the consequences or effects of the programmes. Hence, the notion of results-based M&E systems was introduced and enforced. As a result, the introduction of M&E systems has stimulated the provision of results-based feedback on the interventions of government and other organisations (Mackay, 2007; Segone, 2008). **Error! Reference source not found.** illustrates historical milestones in the evolution of RBM&E efforts.

Table 3.2: Historical milestones on the evolution of results-based M&E efforts

Milestones	Key focus by milestones
Millennium Development Goals (2000)	To enhance the efficacy of developmental endeavors and foster sustainable development, UN member countries undertook crucial initiatives. These initiatives revolved around the objectives of poverty reduction and enhanced sustainable development. These goals were incorporated into the eight Millennium Development Goals, which encompassed 18 targets and 48 performance indicators aimed at measuring outcomes at the country level. As a result, countries unanimously committed to the pursuit of poverty reduction and the advancement of sustainable development.
Rome Declaration (2003)	<p>At the Rome Declaration meeting, donors made commitments to undertake specific actions aimed at improving aid harmonization, as well as results-based management and measurement. Several activities associated with results-based management were identified, including:</p> <ul style="list-style-type: none"> • Delivering assistance based on the priorities of partner countries. • Implementing good practice standards or principles in the delivery and management of development assistance. • Providing support to bolster the leadership and ownership of development results by partner country governments.
Marrakech Memorandum (2004)	The memorandum focused on better development results; required results management systems; capacity building for planning and implementing results; and the institutionalisation of results-based M&E systems.
Paris Declaration (2005)	The Paris Declaration, established in 2005, aimed to provide a practical and action-oriented framework for enhancing the effectiveness of aid and its positive impact on development. The key outcomes of the meeting included the adoption of a results-based management approach by development organisations and the requirement for an RBM&E (Results-Based Management and Evaluation) system as a condition for accessing funding. Consequently, having an M&E system became a prerequisite for countries to secure funding for their developmental programmes
Accra Agenda for Action (AAA) (2008)	The Accra forum was attended by the United Nations, ministries, donor agencies, and civil society organisations (CSOs). The objective of the forum was to enhance the efficient and effective utilisation of donor funds. The meeting reaffirmed the significance of results-based development initiatives, emphasizing the need for countries to have strong M&E systems. These systems were seen as essential for promoting transparency, accountability, efficiency, and effectiveness in the delivery of services
Busan Declaration (2011)	The Busan Declaration, which was a prominent forum, centered around the theme of aid effectiveness. The primary objective of this platform was to assess the advancements made in implementing the resolutions outlined in the Paris Declaration. Additionally, the forum aimed to address the ways in which the aid effectiveness agenda could remain relevant within the changing landscape of development
SDGs (2016)	The Sustainable Development Goals (SDGs) represent a global rallying call to address poverty, safeguard the environment, and promote peace

and prosperity for all. These 17 goals build upon the achievements of the previous eight Millennium Development Goals. In addition to addressing existing challenges, the SDGs also encompass new areas of focus, including climate change, economic inequality, innovation, sustainable consumption, and peace and justice. It is important to recognize that these goals are interrelated, and success often hinges on addressing issues that are closely linked to one another

Source: Stern, et al., 2008; Kasule, 2016; Kanyamuna 2019; Kanyamuna, Kotzé and Phiri, 2019; Buenk, 2020

The above history of the M&E demonstrates a global high agenda to institutionalise results-based M&E systems through functional M&E systems. Since then, various developed and developing countries have introduced results-based M&E systems within their policy frameworks to demonstrate accountability and transparency within their governments' structures. Hence, different public sector and development interventions have adopted the RBM and RBM&E approaches to inform design, planning, and budgeting. In the following section, RBM and RBM&E's purpose of M&E, including the performance management system, are explained within the context of policies and programme interventions, specifically focusing on this study.

3.3.3 Purpose of monitoring and evaluation

M&E have various purposes. Generally, M&E findings are used at different times and for different purposes (Peersman, et al., 2016). M&E serves as a primary tool for measuring and assessing program progress in order to enhance performance and achieve desired outcomes (OECD DAC, 2011). It encompasses the measurement of relevance, efficiency, effectiveness, impact, and sustainability of policies and programs (UNESCO, 2016).

The M&E provides feedback and guidance on how to improve the implementation of policies and development plans; guides the budgeting process, decision-making, and strategic planning; supports the management of programmes and staff at the institutional level; and enhances transparency and accountability (Briceño, 2010; Mackay, 2007; Kessler and Tanburn, 2014).

M&E concepts are widely used in public management and developmental programmes. It is essential for policy, programme, and project intervention management. However, its purpose differs among users, depending on the specific user's needs within the system. For instance, implementing staff and programme managers will be interested in knowing results related to the implementation process and progress towards achieving set objectives. In contrast,

managers at the senior and executive levels and the funders would like to see the effectiveness, accountability, impact, and sustainability of the M&E system (UNDP, 2009; Rabie, 2011). Below, Box 3.1 summarises the purpose of M&E:

Box 3.1: Purpose of M&E

- Inform planning of policies, programmes, and projects
- Strengthen transparency and answerability.
- Inform budget allocation.
- Support policy-making process and improvement.
- Provide management information to drive change.
- Enhance organisational learning and feedback.

Source: UNDP, 2009; OECD DAC, 2011; Kanyamuna, 2019

3.3.4 Need for results-based monitoring and evaluation

The term "result" may also be referred to as objectives, goals, purposes, or ends, while the different results are categorised as impacts (long-term results expected from an intervention), outcomes (intermediate-term results required to achieve impacts), and outputs (short-term results necessary to achieve the stated outcomes) (Farrell, 2009; United Nations Development Group, 2010). Results-based M&E plays a crucial role in measuring the efficiency and effectiveness of policies, programmes, and projects (Kusek and Rist, 2004; Kusek, 2011; Kanyamuna, 2019).

The focus of results-based M&E is to address questions such as "What are the organisation's goals?" "Are they being achieved?" and "How can the achievement be demonstrated?" (Kusek and Rist, 2004, p.16). The implementation of policies, programmes, or projects becomes challenging without the inclusion of M&E, as it establishes the framework for managing and measuring the intended results (Spreckley, 2009). Consequently, the results-based M&E framework serves as a valuable tool, fulfilling various functions.

Box 3.2: The power of results

- If you do not measure results, you cannot tell success from failure.
- If you cannot see success, you cannot reward it.
- If you cannot reward success, you are probably rewarding failure.
- If you cannot see success, you cannot learn from it.
- If you cannot recognise failure, you cannot correct it.
- If you can demonstrate results, you can win public support.

Source: Kusek and Rist, 2004, p.11

3.3.5 Key features of traditional implementation-focused and results-based M&E

Results-Based Monitoring and Evaluation (RBM&E) distinguishes itself from traditional implementation-focused M&E approaches. Traditional M&E primarily addresses compliance-related questions, such as whether the agreed activities were completed, if the funds were spent as planned, and if there was any impact. In contrast, results-based M&E aims to answer more strategic questions, such as what success looks like and how it is achieved (Kusek, 2011, p.2).

Traditional M&E entails the continuous method of gathering and analysing information related to key indicators, and then comparing the actual results with the intended results. In contrast, results-based M&E employs systematic approaches to offer a more comprehensive evaluation of the advancement made towards achieving specified objectives and goals. Results-based M&E encompasses the measurement of outputs, outcomes, and impact results. As a result, both approaches are crucial for enabling the successful execution, administration, and assessment of policies, programs, and projects. The summarised key features between implementation and results monitoring are presented in Box 3.3 below:

Box 3.3: Key features of implementation monitoring and results monitoring

Elements of implementation M&E (traditional M&E)

- Initial depiction of the problem or situation prior to the intervention
- Set benchmarks for activities and immediate outputs
- Collection of data on inputs, activities, and immediate outputs
- Regular reporting on the provision of inputs
- Regular reporting on the generation of outputs
- Directly associated with a specific intervention or a series of interventions
- Intended to furnish information on administrative, implementation, and management matters rather than broader development effectiveness concerns

Elements of results M&E (modern M&E)

- Gathering baseline data to characterise the problem or situation prior to the intervention
- Identifying indicators for measuring outcomes
- Collecting data on outputs and assessing their contribution towards achieving the desired outcomes
- Placing greater emphasis on capturing stakeholders' perceptions of change
- Employing systematic reporting that includes both qualitative and quantitative information to track progress towards outcomes
- Collaborating with strategic partners in conducting the evaluation
- Documenting information regarding the success or failure of partnership strategies in attaining the intended outcomes.

Source: Kusek and Rist, 2004, p.17

Results-based M&E is a tool that demonstrates the changes made due to policies, programmes, and projects. Those results are measured as outcomes and impacts. Further, those results show to what degree those outcomes and impact are attributed to the policy, programme, and related interventions.

Looking into RBM&E, the Theory of Change was adopted to conceptualise the desired long-term goals of social change-orientated initiatives (Kanyamuna, 2019). Therefore, the Theory of Change is considered one of the instruments used to develop the RBM&E model for the CSGs programme. It will give direction to how interventions associated with the programme will lead to the attainment of specific desired outcomes of the programmes.

Hence, the following section will describe the Theory of Change and Logic Model in the general context of the Results-based M&E.

3.2.7 Theory of Change

Ahonen, et al. (2019, p.1) defined the Theory of Change as “a theoretical and logical framework that describes how a course of action will achieve its goals (i.e., a map for your programme).” From Anderson's perspective, “a Theory of Change explains how a group of early and intermediate accomplishments sets the stage for producing long-range results” (Anderson, 2004, p.1). The Theory of Change is understood as a set of assumptions visualising or explaining connections of activities, outputs, and outcomes that will produce the intended results (Stein and Valters, 2012; Sharpe, Martin and Roth, 2011; Taplin, Clark, Collins and Colby, 2013; Ghate, 2018). It expresses the assumptions on how the change will occur throughout the process. It stipulates how outputs and short and medium -term results contribute to achieving the intended long-term transformation (Anderson, 2004).

The Theory of Change is the approach of theoretical thinking (Vogel, 2012). It answers why and how questions of the intended or desired outcome results (Anderson, 2004; Auriacombe, 2011; Ghate, 2018; De Silva, et al., 2014), which are needed or essential. Such an approach may cover the sequence of changes as process mapping, outcomes chain, impact pathways, or logic model (Vogel, 2012).

While the Theory of Change is the backbone of the systematic analysis of the policy, programme, or project (Auriacombe, 2011), it can be empirically tested through the

measurement of indicators in every step that hypothesise causal pathways to the desired outcomes by applying the theory (De Silva, et al., 2014). Nevertheless, it does not guarantee the effectiveness of the interventions (Ghate, 2018) since it revolves around assumptions. Weiss believes that a key reason why complex policies and programmes are so difficult to evaluate is that the assumptions that inspire them are poorly articulated or, in some cases, not even identified (Weiss, 1998, p.11). Nevertheless, a Theory of Change is a strategic tool and process to:

- identify the needs to be addressed;
- document desired longer-term impact;
- describe activities;
- articulate outcomes;
- communicate the causal links between the service's activities and products; and
- strengthen service design and delivery (Dunne and Roberts, 2019).

The theory-of-change approach is increasingly used by developmental organisations and agencies. Therefore, it is recommended that government institutions and organisations commissioning evaluations for social interventions should always consider the Theory of Change as a vital tool that shows the pathway of the intended results (Ghate, 2018).

A Theory of Change is a valuable tool for strategic planning or programme/policy development. It helps identify the current and desired conditions, establish attainable goals, clarify accountability, and foster a shared understanding of the approaches needed to achieve those goals (Rogers, 2014). When creating a Theory of Change, it is crucial to depict the pathways of change in a logical manner. The key elements of a Theory of Change include:

- Identifying the problem and underlying assumptions.
- Defining the desired outcomes resulting from the strategies implemented to address the problem.
- Establishing the pathways of change that connect the strategies to the desired outcomes (Ahonen et al., 2019, p. 2).

Table 3.3 illustrates the main components of the Theory of Change as per Kusek and Rist (2004); Morris-Imas and Rist (2009); Mayne (2015); Ghate (2018):

Table 3.3: Main components of the theory of change

Roots cause	Inputs	Outputs	Outcomes	Impact
The factors that contribute to the problem	What actions or provisions are taken to meet the identified need and bring about change? What are the resources go into projects, programmes, or policies	Services provided or goods produced as a result of activities	Changes in knowledge, attitudes, aspirations, skills, or opportunities result from the outputs. Outcomes can be increased, decreased, enhanced, improved, or maintained. They can be short, medium, or long-term	Long-term changes due to accumulated outcomes. It can be the well-being change

Source: Adapted from Kusek and Rist, 2004; Morris-Imas and Rist, 2009; Mayne, 2015; Ghate, 2018

A well-developed Theory of Change serves as a foundation of the logic model of any policy, programme, or project. Hence, it might be seen as an elaborated programme logic model, emphasising causal explanation using mechanisms that work. Figure 3.1 presents the generic theory-of-change thinking model (Vogel, 2012, p.22).

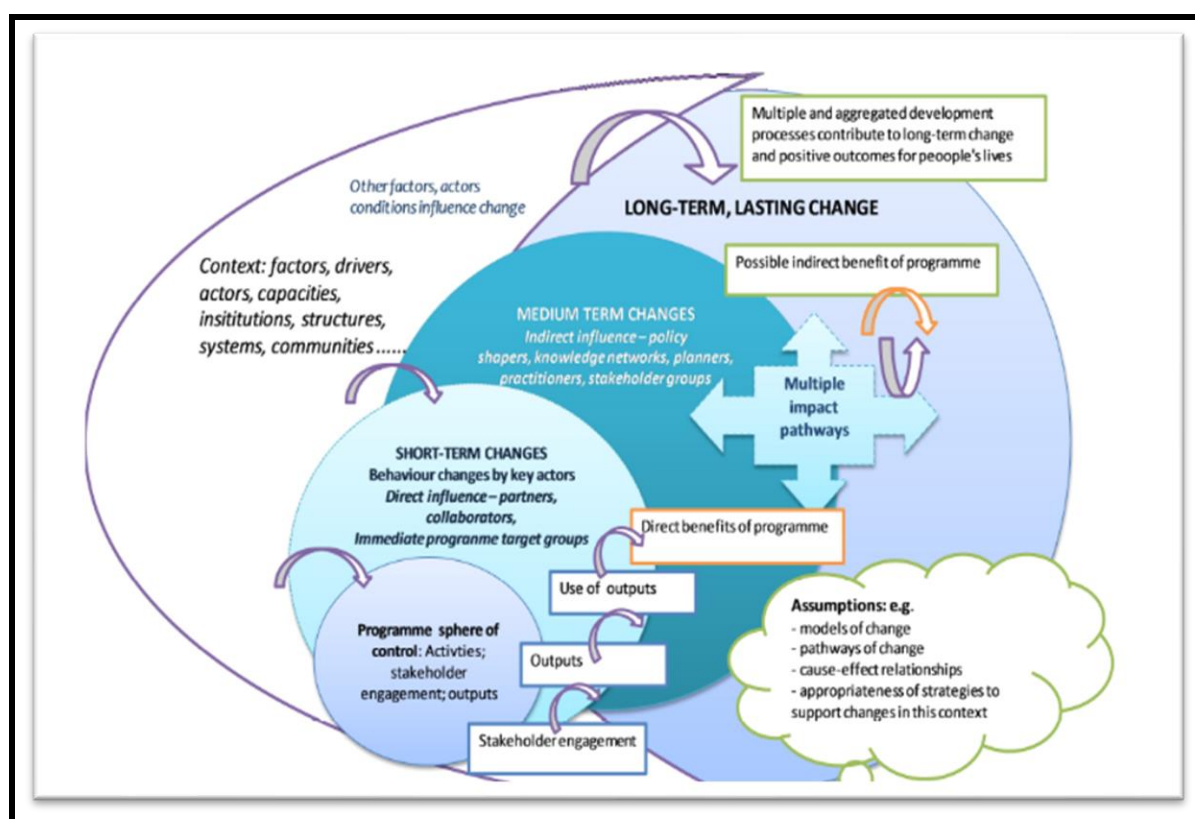


Figure 3.1: Generic Theory of Change model

Developing the Theory of Change is a game-changer for programme success as it requires stakeholders to think through the core ideas, assumptions, and activities (James, 2011; Vogel, 2012; Ahonen, et al., 2019). Therefore, it demonstrates what is being done and the anticipated process, solicits support from implementers, donors, and other key stakeholders, including community members, guides the development of a logic model of the programme, that drives implementation, monitoring and reporting processes (Ahonen, et al., 2019), including evaluation of such programme.

For this study, the Theory of Change at the programme level will be considered, and it will be developed alongside the logic model to measure the results-based outcome of the CSGs programme. In a sense, it will help construct the results-based model by using a clear pathway to realise the results and overall improved well-being of children participating in CSGs programmes.

Having explained and discussed the Theory of Change, the following section will look at the logic model concept and a snapshot of the differences between the two concepts.

3.2.8 Logic model

Sometimes, the Theory of Change and Logic Model are used interchangeably and must be clarified. Nevertheless, the LM is an extension of the Theory of Change. “The logic model supports the Theory of Change in that both advocate the importance of focusing on M&E results” (Stofile, 2017, p.10). The LM complements the TOC by providing details on how expected results should be achieved and how they should be measured at different programme, project, or policy implementation levels.

The LM is essential tool for planning, monitoring, and evaluating programmes and projects (Cloete and Auriacombe, 2014). The LM originated from the logical connections of the programme’s goals, objectives, and results (Sithomola and Auriacombe, 2018; Smith, Li and Rafferty, 2020). It is mainly used to unpack the practical implementation of the TOC (Auriacombe, 2011). An LM is a matrix of specific components, i.e., inputs, outputs, outcomes, impacts, and assumptions (De Silva, et al., 2014; Sithomola and Auriacombe, 2018) with anticipated measurable indicators of change (Coultras, 2019).

An LM is “a visual representation of a theory of action or programme logic guiding the design and implementation of a programme or policy and can be used to build a relevant evaluation design” (Shakman and Rodriguez, 2015, p.3). The LM is also called an action or implementation plan of the TOC (Auriacombe, 2011). It is also frequently used as a tool for programme evaluations.

An LM represents the hierarchical structure of inputs, activities, outputs, outcomes, and impacts (Uwizeyimana, 2020). It serves as a visual depiction or graphical representation of a theory of action or program logic, guiding the design and implementation of a programme or policy. Additionally, it can be utilised as a tool to develop an appropriate evaluation design and illustrate the components and relationships within a program (Shakman and Rodriguez, 2015; Macdonald, 2018). A logic model, also known as a log frame, is a matrix, chart, or format that shows the linkages between inputs, activities, and results of a specific policy, programme, or project (Uwizeyimana, 2020).

It processes outputs and generate outcomes (short-term, medium-term, or long-term), and outcomes contribute to the programme’s impact. Therefore, the components of the logic model are set to be the goals (impacts), purpose (outcome: short-term, medium-term, or long-term), outputs (products of activities performed), inputs (resources needed and their means of verification), as well as assumptions that could be associated with the implementation of the programme. The logic model example in Table 3.4 is presented as per the sequences of results.

Table 3.4: Example of a logic model/log framework matrix

Results	Indicators	Means of verification	Assumptions
Impact			
Outcomes			
Outputs			
Processes			
Inputs			

Source: Adapted from Morra-Imas and Rist, 2009

The logic model/log frame defines what resources are needed to implement the programme’s activities and what is intended to be the results of its implementation. A good logic model/log

frame represents the TOC by extending such a TOC in a logic matrix that shows the chain of actions, stages, and results (Rogers, 2014). Thus, “for each of these stages, the log frame sets out the intervention logic (a description of that change), objectively verifiable indicators of achievement; sources and means of verification, and assumptions” (Rogers, 2014, p.7).

The following are the components describing the logic model (Morra-Imas and Rist, 2009; Mtshali, 2015; Cook, 2017; Sithomola and Auriacombe, 2018):

- **Inputs:** Refers to the resources needed to support the programme’s implementation, such as human resources, budget, equipment, and materials.
- **Activities:** These are processes to achieve the programme’s objectives using identified inputs. However, the availability of resources may mean something other than that planned activities will be carried out as planned.
- **Programme results:** Different levels of results are expected to occur during programme implementation and beyond the implementation.
 - **Outputs results:** The immediate effort from the implementation of planned activities. The literature identifies two types of outputs, i.e., functional outputs in terms of quantity or number; and service outputs which measure the number of services provided to the target population and if such service is provided adequately in terms of accessibility, quality, and level of satisfaction of the beneficiaries (Mtshali, 2015).
 - **Outcomes results:** These are changes that are observed or expected of the targeted beneficiaries of the programme. These changes are categorised in different terms, i.e., short-term, medium-term- or long-term. The outcomes focus on efficiency, accountability, and effectiveness (Cook, 2017).
 - **Impact results:** These are intended or unintended results of the programme to the beneficiaries, such as improved well-being and health status of the population.
- **Assumptions:** These are factors that could contribute to the success or failure of the programme implementation results.

Although the terms Theory of Change (TOC) and Logic Model (LM) are frequently used interchangeably, they have distinct characteristics but also complement each other (Dunne and Roberts, 2019). The Theory of Change provides a strategic-level overview, outlining the

causal relationships involved. On the other hand, the logic model delves into the implementation process of the Theory of Change by specifying a particular set of interventions (Singh, Chandurkar, and Dutt, 2017). Table 3.5 summarises the differences between the TOC and the LM:

Table 3.5: Difference between the Theory of Change and the Logic Model

Theory of Change	Logic Model
1. Focuses on explaining HOW and WHY the desired change is expected to be achieved by detailing the links between activities and desired outcomes.	1. Focuses on depicting a service's intervention by specifying INPUTS ACTIVITIES, OUTPUTS, OUTCOMES , and IMPACT in a sequential series. It does not show WHY activities are expected to produce outcomes
2. Explains WHY activities produce desired outcomes. In other words, the TOC clearly shows the rationale for WHY one outcome leads to the subsequent outcome.	2. It has to be sequential, i.e., INPUTS before ACTIVITIES , ACTIVITIES before OUTCOMES ; and it should be presented in a logical and reasonable manner
3. Requires justifications at each step. The hypothesis must be articulated, stating WHY something will cause something else [It is a causal model].	3. It has limited scope to plot sequences of outcomes and the subtle aspects of causality
4. Usually begins from the TOP or END point, with the identification of the desired impact, then working BACKWARD to map the outcome pathways	4. Normally, it is designed after a TOC or service is developed. It starts at the BOTTOM or STARTING POINT depicting the inputs, activities, outputs, and outcomes that lead to the desired impact
5. Aims to answer the question: "IF we do X, THEN Y will change because...."	5. Aims to state: "IF we do X, THIS will give Y result" .

Source: Dunne and Roberts, 2019, p.6

The Theory of Change and Logic Model are essential policy, programme development, and evaluation instruments. This study used the Theory of Change and Logic Model to develop the RBM&E model for the CSGs programme. From the perspective of the study, empirical study and desk review informed the Theory of Change for the child support programme. The following section describes the development of results-based M&E systems.

3.3 EVOLVING RESULTS-BASED MONITORING AND EVALUATION SYSTEMS

A RBM&E is an approach for management and a mechanisms to follow up the implementation of development interventions (Kanyamuna, Kotzé and Phiri, 2019). Institutionalising an RBM&E system helps decision-makers ascertain whether and how goals are achieved as intended (Kusek and Rist, 2004). The RBM&E system supports governance and improves management functions. These lead to the practical implementation of

interventions for better service delivery and better outcomes that would ultimately improve people's lives (Sarr, 2015; Kusek and 2004). Mtshali (2015, p.22) describes an RBM&E system as a credible source to provide performance information about an organisation, which can raise public confidence and trust.

Thus, RBM&E systems are part of integrated results-based management systems that include planning, budgeting, staff management, monitoring, evaluation, and decision-making processes (Pazvakavambwa and Steyn, 2014). Such systems encompass information demonstrating the successes and failures of those interventions toward achieving the expected results. Those results are outputs, outcomes, and impacts of interventions delivered at an institutional, sector, or government-wide level (Lopez-Acevedo, et al., 2012). Such information is captured using a systematic reporting mechanism based on the intended effects (Kanyamuna, Kotze and Phiri, 2019).

An M&E system is the overall detailed fundamental features to monitor and evaluate an organisation or institution's policies, programmes, and projects. Several governments have established M&E systems consisting of performance indicators verified by evaluating the government's public policies (Lopez-Acevedo, et al., 2010, p.2). Thus, it is suggested that sector agencies are expected to design their M&E systems to meet their objectives, including demands and capacity (Rabie, 2011; Kanyamuna, Kotzé and Phiri, 2019). The M&E system may exist at the level of an agency, the sector level, or the government entities (Lopez-Acevedo, et al., 2012). However, a takeaway is that "there is no one size fit M&E system" (Kusek and Rist, 2004, p.2), which means that M&E systems should feature organisations' uniqueness.

For instance, based on their strategic priorities, M&E systems on social protection programmes in Kenya, Pakistan, and Ethiopia are placed high on the agenda. Those countries developed and strengthened their M&E systems in the past five years (DFID and UK Aid, 2011). However, it was revealed that "more programmes are needed to quantify the impacts of cash transfers, especially in terms of poverty reduction, human capital, empowerment, impact on women and girls, citizen engagement, and economic growth" (DFID and UK Aid, 2011. p.79). Thus, the institutions should design their M&E systems to suit their situation, considering their demands, needs, and capacities.

When developing a results-based monitoring and evaluation system, it is crucial to clearly distinguish and define the various processes and tasks involved. Institutionalisation of an RBM&E system poses numerous challenges, and one effective approach to overcoming these obstacles is to minimize ambiguity in each step of the process (Kusek and Rist, 2004). Kusek and Rist (2004) and Görgens and Kusek (2009) have proposed ten recommended steps for developing an M&E system that aligns with an organization's strategic goals and objectives. While these steps are discussed in a general sense, this section will delve into the specific steps involved in constructing the RBM&E system for the CSGs programme. Thus, the following section outlines the stages of developing a RBM&E system.

3.4 STEPS FOR DEVELOPING A RESULTS-BASED M&E SYSTEMS

Developing a results-based M&E system and ensuring its practical functionality is complex. The steps involved in building the RBM&E system are not uniform among practitioners (Kanyamuna, 2019). However, M&E experts have suggested and elaborated on essential steps towards building and sustaining an effective M&E system. Kusek and Rist (2004) proposed the ten (10) steps for building a RBM&E system, which were adopted in this study. The ten steps are preferred as an assessment framework for an RBM&E system since they are coherent, detailed, and easy to understand. The Kusek and Rist model is selected due to the outstanding work supporting various governments to set up RBM&E systems through the World Bank.

Figure 3.2 presents the ten-step model for building an RBM&E system (Kusek and Rist, 2004; Görgens and Kusek, 2009).



Figure 3.2: Ten steps model to build an RBM&E system

3.4.1 Conducting a readiness assessment

When developing a robust Monitoring and Evaluation (M&E) system, conducting a readiness assessment is crucial (Kusek and Rist, 2004; Shepherd, 2011). This step entails the assessment of the organisation's capability and readiness, as well as engaging key stakeholders, to establish an effective Results-Based M&E (RBM&E) system. The assessment focuses on various factors such as incentives, roles and responsibilities, organisational capacity, political support and willingness, economic and social contexts, technical aspects, legislative environment, and cultural contexts, as well as identifying potential barriers that could hinder the establishment of an effective RBM&E system (Kusek and Rist, 2004; Morra-Imas and Rist, 2009; Crawley, 2017).

Key stakeholders, including decision-makers, policymakers, managers, staff members involved, and beneficiaries, are involved in the readiness assessment process. The assessment aims to evaluate the current status of the existing system (Kanyamuna, 2019) and considers organisational, political, policy, legislative, and cultural factors and contexts. Additionally, it addresses the availability of champions and potential opposition to the system (Görgens and Kusek, 2009; Talbot, 2010). Assessing what is working and what is not provides valuable insights for building and sustaining the M&E system in the long term (World Bank, 2003; Liverani and Lundgren, 2007; Segone, 2008). Thus, the step should be carefully planned as it is the backbone for the rest.

3.4.2 Agreeing on outcomes to monitor and evaluate

The development of outcomes and/or results should be guided by the strategic objectives and goals of the programme (Kusek and Rist, 2004; Australian Aid, 2012). Those goals and strategic priorities should then be translated into desired outcomes. The critical requirements for developing strategic outcomes focus on and drive resource allocation and activities (Görgens and Kusek, 2009). Hence, such results should have measurements to track changes expected in the target groups due to interventions (Australian Aid, 2012). Similarly, Kusek and Rist (2004) provided selected guidelines for formulating outcome indicators. The golden rule is that these outcome statements should be expressed positively and grouped adequately in a single improvement area. Attention should be paid to the targeted group, the geographical focus, the amount of change to be achieved, and a specific timeline to achieve the intended change.

Morra-Imas and Rist (2009, p.116) emphasised that “agreeing on outcomes is a political process that requires buy-ins and agreements from key stakeholders. Therefore, setting outcomes and deriving indicators based on them is essential to designing and building results-based M&E systems”. A takeaway is that:

- “(i) there must be the realisation that the agreed-upon objectives and outcomes are a political process,
- (ii) participation of the interested parties, especially the key users of the system, is crucial,
- (iii) there has to be consideration of the impact on national/sectoral goals” (Kusek and Rist, 2004, p.56–64).

Nevertheless, institutions should safeguard the responsibility to sustain such planned outcomes; and should ensure that desired outcomes remain within the resources available (International Federation of Accountants, 2013). These issues will be addressed during the development of the Theory of Change and results-based outcomes of the programme during the empirical research phase.

Some examples of outcomes for the social protection sector could be improved child well-being. In contrast, examples of outcomes in the education sector could be improved learners' transition to higher education (see section 4.2.3). After agreeing on the outcome results to monitor and evaluate, there is a need to monitor those results using selected indicators. The following step discusses the section on indicators to monitor outcomes.

3.4.3 Selecting indicators to monitor outcomes

An indicator refers to a qualitative or quantitative variable that is designed to measure the progress or achievement of initiated policies, programmes, or projects (Kusek and Rist, 2004). The development of indicators and tracking changes in performance are based on the intended results of those initiated interventions (Mackay, 1999; World Bank, 2012). Therefore, to establish effective monitoring and evaluation (M&E) systems, strategies need to be formulated and implemented to support the creation of performance or outcome indicators (Lopez-Acevedo et al., 2012) that assess the extent to which the desired outcomes are accomplished.

Developing indicators is a fundamental task in constructing an M&E system, as it guides all subsequent data collection, analysis, and reporting activities (Görgens and Kusek, 2009).

Consequently, indicators should be developed for all levels of a results-based M&E system to ensure that they are in place for monitoring and measuring progress across all components of a results chain, including inputs, processes, outputs, outcomes, and impacts (Stofile, 2017; Kanyamuna, 2019). While indicators at different levels provide valuable information about program performance and deliverables, outcome indicators carry greater significance as they serve as markers to demonstrate whether the intended results of the program have been achieved (Rabie, 2011).

Kusek and Rist proposed five characteristics of a good indicator. A good indicator should be clear, relevant, economic, adequate, and monitorable (comprehensive enough to be valuable and measurable) (Kusek and Rist, 2004). Additionally, the process of selecting indicators should involve agreement and collaboration with other stakeholders to ensure commitment to making the results of the selected indicators available (World Bank, 2012). It is not advisable to select too many indicators, but rather to start with a minimal number and gradually expand based on the available capacity and resources (Stofile, 2017). Therefore, indicators should be carefully chosen.


For example, when developing indicators for the child support grants (CSGs) program, it is essential to include indicators specific to children. These child-related indicators within the CSG program encompass various positive outcomes related to health, education, and nutrition. Additionally, consideration should be given to ensuring that the indicators are age-specific (White and Sabarwal, 2014).

3.4.4 Establishing baseline data on indicators

Baseline data refers to qualitative or quantitative information that serves as a performance benchmark for an indicator at the beginning of an intervention. When selecting indicators, it is important to consider the availability of baseline data, as it enables the tracking of performance relative to the initial state (Morra-Imas and Rist, 2009). The baseline represents the current condition against which future changes are measured. It involves describing and measuring the initial conditions that are targeted by the desired outcomes (Görgens and Kusek, 2009), and it establishes the starting point for gathering information. The baseline can be established using qualitative or quantitative measures (Kusek and Rist, 2004).

At this point, the status of the selected indicator compared to the overall outcomes is measured and valued (Kanyamuna, 2019). The importance of this stage is that the future performance of the programme should be established based on the previous implementation. Then, the last performance or condition will determine the intended changes upon which progress tracking is secured. To get baseline data, there is a need to establish the methods to collect such baseline information. Baseline data may be generated through different collection methods, as presented in Table 3.6 below:

Table 3.6: Data collection methods

Informal and less structured methods		Formal and more-structured methods
Conversations with concerned individuals	Key informant interviews	Direct observation
Community interviews	Participants observation	Questionnaires
Field visits		One-time survey
Reviews of official records		Panel survey
		Census
		Field experiments

Source: Kusek and Rist, 2004, p.85

The process of setting the baseline involves several activities, including generating baseline data for selected indicators, gathering information for each indicator's baseline, identifying data sources, planning and designing data collection methods, considering the importance of pilot studies, and incorporating lessons learned from previously successful monitoring and evaluation systems (Kusek and Rist, 2004; Görgens and Kusek, 2009).

It is crucial to apply appropriate data collection methodologies to ensure the reliability and validity of the planning and monitoring processes for achieving results (Stofile, 2017). By establishing baseline data and employing sound data collection methods, the monitoring and evaluation system can provide accurate and meaningful information for tracking progress and assessing the impact of interventions.

Although the results of the outcomes are sometimes difficult to establish through scientific methods, “conducting social research at high scientific standards generally requires resources that exceed what is available for evaluation projects” (Rossi, Heinemann and Noy, 2004, p.23-

24). Furthermore, such a process “often delays the outcomes of the research to ensure the validity of data and findings” (Rabie, 2011, p.96). To overcome challenges to obtain outcome data, evaluators must find a workable solution to “ensure the validity of findings and those that make the findings timely, meaningful, and useful to the consumers” (Rossi, Heinemann and Noy, 2004, p.25).

In addition, the evaluator should involve the stakeholders and decision-makers; and be guided by the programme’s goals and objectives to ensure the validity of the established base.

3.4.5 Planning for improvement and selection of result targets

A target is “a specified objective that indicates the number, timing, and location of which is to be realised” (Kusek and Rist, 2004, p.91). At this step, the planning for improvement and selection of targets should be based on previous performance versus the expected level of improvement. It is also essential to measure the performance against the desired targets (Kusek and Rist, 2004). However, in some instances, it is difficult to determine the target.

In essence, the targets are the quantifiable levels of the indicators that a country, society, or organisation wants to achieve by a given time (Australian Aid, 2012). Thus, a better way to propose the targets is to consider adding the baseline information to the expected level of improvement (Kusek and Rist, 2004). The baseline indicator level with the desired improvement will be the targeted performance. Figure 3.3 shows the formula for devising a baseline (Australian Aid, 2012, p.47):



Figure 3.3: Process for formulating performance targets

Furthermore, some factors need to be considered when selecting performance indicator targets. These include a clear understanding of the baseline as a starting point, consideration of available resources, precisely the existing capacity, budgets, personnel, funding resources, and amenities over the targeted period (Kusek and Rist, 2004). Another consideration is how

the programme performed in the previous years before setting up future targets (Kusek and Rist, 2004; Rabie, 2011; Australian Aid, 2012; Kanyamuna, 2019).

Targets should be based on available resources, including the capacity to perform activities and outputs that will translate into the desired outcomes and impact of the programme (Rabie, 2011; Australian Aid, 2012). Further, political influence should be addressed in setting up performance targets, although the targets might be chosen based on not being politically sensitive (Kusek and Rist, 2004; Kanyamuna, 2019). It is also essential to consider the time frame since unpredicted risks may occur in the process that might affect the performance of the targets (Kusek and Rist, 2004). Thus, it is suggested that the target settings should be at most three to four years (Kusek and Rist, 2004).

Setting targets against stated indicators is among the critical processes for a practical RBM&E framework (Kanyamuna, 2019). Target setting follows a deductive method of breaking down the selected indicators into what is achievable in a specified period toward attaining a given outcome (Castro, 2009; Kanyamuna, 2019). Thus, the results-based framework should be relevant to guide the programme's managers toward achieving the desired results (Kusek and Rist, 2004). Ultimately, involving all necessary key role players will foster a sense of ownership. Further, improvement-related indicators should be measured at the outcome and impact levels. It is also advisable to use existing indicators instead of developing new ones (White and Sabarwal, 2014).

Setting up appropriate targets requires more than technical skills. It also requires the involvement of internal management and other relevant staff members, including key external stakeholders. For example, the CSGs programme in South Africa has specific indicators: cognitive development, food security, nutrition status, school enrolment and attendance, school progression, and learning outcomes (DSD, SASSA and UNICEF, 2012).

Table 3.7: Developing targets for a policy framework (child social protection area)

Outcome results	Indicator	Baseline	Target
Improved children's well-being	Child poverty rates	30% in 2018	20% in 2022
	% of children aged 0-4 who have access to ECD services	13% in 2018	25% in 2022

Thus, the targets are vital for measuring changes against the agreed-upon indicators throughout implementing an intervention (World Bank, 1997; Mackay, 2007). Hence, an M&E system with not correctly set and clearly defined targets will not provide valid and reliable information for decision-making purposes.

3.4.6 Monitoring for results

This stage entails monitoring the implementation process and the results (De Coning and Rabie, 2014; Australian Aid, 2012). It involves the development of data collection tools, data collation, analysis, reporting procedures, roles, and responsibilities of people involved in the implementation process, quality assurance, and compilation and dissemination of information guidelines (Görgens and Kusek, 2009; Australian Aid, 2012). The monitoring system must deliver reliable, valid results in time (Cloete and De Coning, 2011 cited in Cloete, Rabie and De Coning, 2014, p.295). Hence, both stages of monitoring and implementation of results are equally important. Table 3.8 below presents a results-based implementation and monitoring framework.

Table 3.8: Results-based implementation and monitoring framework

Results monitoring	Impact (goals)	Long-term results (improvement in society)
Implementation monitoring	Outcomes (objectives)	Intermediate effects of outputs on intended beneficiaries
	Outputs (services)	Products and services produced
	Activities/processes	Tasks personnel undertake to transform inputs into outputs
	Inputs (resources)	Financial, human, and material resources

Source: Kusek and Rist, 2004, p.99

In most cases, outcome and impact results are not readily available or easy to measure, predominantly qualitative indicators such as “quality education”. This type of outcome indicator must be unpacked to define what constitutes quality education (UNESCO, 2016). Further the dimensions that constitute the quality of education should be pre-defined and be tested to ensure the quality of information that will measure the quality of education. Thus, it is essential to have a monitoring system and related tools that will support the production of the impact and outcomes for monitoring purposes. Table 3.9 presents the monitoring plan matrix that could be considered to monitor any given program including the CSGs.

Table 3.9: Monitoring plan matrix

Results	Indicators	Baselines	Targets	Means of verification	Responsibilities	Risks and assumptions
Impact						
Outcomes						
Outputs						
Activities						

Source: Asenjo (2016)

The monitoring system should be developed to produce reliable, valid, timely information supporting informed decisions. Cloete and De Coning (2011, p.262) point out in Cloete, Rabie and De Coning (2014, p.295) that a monitoring system must deliver reliable and valid results on time.

Reliability is the consistency and stability of data collection across time and space. For example, most indicators that monitor learners’ progress in the education sector are relatively inexpensive. As a result, the data becomes available a year later (Holvoet and Inberg, 2014). Validity refers to the extent to which indicators directly measure the performance intended to be counted as an essential aspect of any M&E system. Timelines are vital as they indicate the frequency of data and guarantee accessibility in time for management decisions.

Organisations usually implement activities without aligning them to the intended outcomes (Kusek and Rist, 2004). As a result, it becomes more work to understand how implementing these activities results in improved Performance (Morra-lmas and Rist, 2009, p.127). Further,

the activities were undertaken, including using resources to implement the programme and efforts that may need to be translated into achievable outcomes (Rabie, 2011). Another concern between results-based and activities-based systems is that one looks at whether the activities were completed promptly and appropriately with an activities-based work plan. Monitoring systems, however, demonstrate whether results have been achieved.

Further, partnerships may also be needed to achieve the goals of the policy or programme at the international, multilateral, regional, country, and institutional levels to enhance RBM&E (Morra-Imas and Rist, 2009). Besides partnerships, the ownership aspect is also vital. Ownership has to come from all levels contributing to the results. Otherwise, it would difficult to convince the partners to invest in the programmes. Thus, a solid political champion to ensure the ownership of the system would be needed. A champion must stress that good performance data must be generated, shared, and adequately reported (Morra-Imas and Rist, 2009).

Hence, it is crucial to allocate sufficient budget, staffing plans, and an activity implementation plan to support the effective Monitoring and Evaluation (M&E) system. The administrative and institutional responsibilities associated with this include the following:

- Developing guidelines for data collection, analysis, and reporting;
- Assigning specific responsibilities to individuals or teams;
- Implementing quality control measures;
- Establishing timelines and costs;
- Clarifying the roles and responsibilities of key partners. (vi) Creating guidelines for transparently disseminating information and analysis (Morra-Imas and Rist, 2009).

3.4.7 Role of evaluation

This step focuses on the types of evaluation that need to be conducted at each implementation stage and how such findings will be used. Three critical aspects need to be taken care of to get appropriate and valuable evaluation information, as suggested by Kusek and Rist (2004, p.117):

- Strategy: Are the right things being done? (This entails rationale and justification)

- Operations: Are things done right? (This information measures effectiveness, efficiency, and customer satisfaction)
- Learning: Are there better ways of doing things differently? (This aspect focuses on alternatives, best practices, and lessons learned)

The development of an evaluation plan should be part of this specific step. An evaluation plan should have mechanisms for collecting and analysing information to determine answers to formative and summative evaluation questions to understand whether and how a programme is meeting its stated objectives, outcomes, and impacts (Markiewicz, 2014, p.10).

Evaluation could be independent, participatory, or empowerment approaches (Rabie, 2011). Cloete, Rabie and De Coning explain the differences between the approaches. In an independent evaluation, the primary responsibility is taken by the evaluator for developing the evaluation plan, executing the evaluation, and propagating the results. In contrast, the participatory evaluation comprises the evaluator and selected representatives from key stakeholders who perform the evaluation. Finally, empowerment evaluation is done in the same manner as participatory evaluation. However, the evaluator's responsibilities also include the development and capacity building of representatives to conduct their evaluations. In this case, the evaluator's role is guiding and mentoring the participants to be capacitated to conduct evaluations on their own. Internal and external evaluators can conduct evaluations, and evaluation functions may be centralised or decentralised within the functions of the M&E units.

The following Table 3.10 summarises the advantages and disadvantages of evaluation alternatives by Boyle and Lemaire (1999, p.54-64):

Table 3.10: Advantages and disadvantages of evaluation alternatives

	Advantages	Disadvantages
Internal evaluator	<ul style="list-style-type: none"> • Familiar with organisation • Facilitates programme • Improvement and credibility • Develops institutional memory • Monitor and follow up on recommendations 	<ul style="list-style-type: none"> • Lack of independence • Perceived organisational bias • Ethical dilemmas • The burden of additional tasks • Possible lack of power
External evaluator	<ul style="list-style-type: none"> • Superior skills • New perspectives 	<ul style="list-style-type: none"> • Lack of knowledge of the organisation • Limited access to information and people

	<ul style="list-style-type: none"> • Independence and objectivity • Readily available skills • Facilitates programme accountability 	<ul style="list-style-type: none"> • Expensive • Lack of follow-up
Central unit	<ul style="list-style-type: none"> • Develop a degree of independence • Develop institutional memory • Develop superior skills • Facilitate programme accountability • Enable strategic planning of evaluations 	<ul style="list-style-type: none"> • May appear threatening • It can be perceived as a tool for agency • Remoteness from the frontline
Decentralised unit	<ul style="list-style-type: none"> • Greater programme knowledge • Less resistance from managers • Facilitates participatory evaluations • Facilitates programme improvement. 	<ul style="list-style-type: none"> • May lack independence • May lack methodological skills • Possible lack of power.

Source: Boyle and Lemaire, 1999, p.54-64

Thus, it is appropriate to examine the evaluation function within established M&E systems. The focus should be on acknowledging the complementary role of evaluation in relation to monitoring activities. Consequently, governments aiming to establish results-based M&E systems should place significant emphasis on both monitoring and evaluation. These two concepts are methodologically distinct but complementary, and governments should fully engage with them. Most importantly, these systems should be constructed with the overarching goal of obtaining evaluation findings and evidence-based information. Such information is intended to be utilised by implementers and partners in making informed decisions, particularly in areas like public resource management (Kusek and Rist, 2004; Castro, 2009; Hatry, 2010).

Evaluations are necessary to demonstrate the evidence of outcomes and impact results of programmes and projects or policies implemented. Hence, evaluations should be rooted in the decision-making process for policies and programmes that support governments to learn, reflect, decide, and allocate resources based on the evaluation results (Lopez-Acevedo, et al., 2012). Therefore, an M&E system should not be regarded as an option but an obligation.

Since monitoring data does not provide the basis for ascribing causality and attributions for change, evaluation findings become critical to bridging the gap (Kanyamuna, 2019). Evaluation should assess planned, ongoing, and completed activities by demonstrating the programme's relevance, efficiency, effectiveness, impact, and sustainability (OECD DAC, 2002). In answering questions based on the abovementioned criteria, the evaluation should focus on programme description and satisfactory assessment (Rossi, Heinemann and Noy,

2004). “This, in turn, requires that there be some basis for making judgments, that is, some defensible criteria or standard to apply” (Rossi, Heinemann and Noy, 2004, p.172).

Although evaluation methodologies and approaches can differ, institutions must strive to develop RBM&E systems that accommodate M&E information. Hence, these systems need to be built to obtain evidence-based evaluation findings and information for programme managers and partners to inform decisions such as RBM (Kusek and Rist, 2004; Castro, 2009). Therefore, ensuring quality and trustworthiness while generating information is one of the critical steps in the evaluation process.

3.4.8 Reporting findings

It is essential to report on findings to be used for decision-making. Therefore, it is a requirement that managers in public entities report on their budget expenditures and progress toward achieving their strategic plans’ objectives (De Coning and Rabie, 2014; Stofile, 2017). There are different types of reports involved when reporting findings, i.e., progress against targets (quantitative), narrative report (qualitative), and report on the budget expenditure against actual performance (Cloete, Rabie and De Coning, 2014).

Figure 3.4 shows the relationship between strategic planning and reporting (De Coning and Rabie in Cloete, Rabie and De Coning, 2014, p.296):

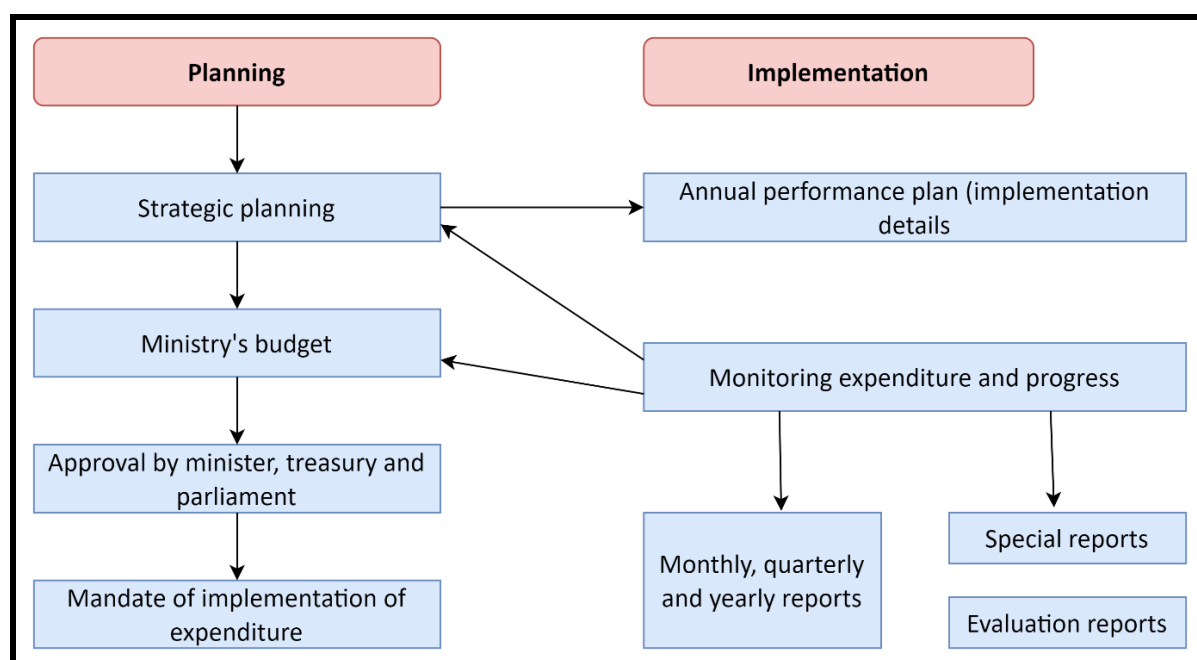


Figure 3.4: Typical relationship between strategic planning and reporting

As stated by Kusek and Rist (2004), reporting the outcomes attained through M&E procedures serves multiple purposes. It serves as evidence of service delivery and accountability, emphasising the political commitment involved. Furthermore, reporting supports a specific perspective, advocates for organisational learning, investigates the effectiveness of interventions, and analyses the reasons for success or failure. Additionally, it documents results to preserve institutional memory and engages stakeholders, fostering comprehension and support for the programme.

This step defines what should be produced, for whom, and in what format and timeline the information should be provided. It also addresses the existing capacity for delivering such information, focusing on the methodological dimensions of accumulating, assessing, analysing, and reporting (Kusek and Rist, 2004). Information should be prepared and presented, considering the users' needs. For instance, policy and decision-makers would want straightforward and quick information to understand the situation at the country level of a given policy, programme, or project (Kusek and Rist, 2004). Such information should be presented in a visual format like charts and tables. Such a report should include "trends, directions, delays, problems, successes, and prospects" (Kusek and Rist, 2004, p.136). The report can be used for decision-making regarding the progress of the implementation and to understand the programme's benefit from a country-level perspective. While senior and middle and programme managers can provide a narrative summary of the reports, including charts and tables, the report should include trends, achievements, challenges, and corrective measures. The report can be used for strategic planning, performance-based decision-making, provision of resources, and regular follow-up on the implementation progress.

When preparing reports, it is essential to consider the specific needs, interests, expectations, and preferred communication methods of the intended audience (Kusek and Rist, 2004). It is important to note that the report should not only focus on positive outcomes. Including negative findings is crucial for distinguishing between success and failure. A robust performance system can serve as an early warning system to identify areas for improvement (Kusek and Rist, 2004).

Reporting can be done through written summaries, executive summaries, oral presentations, and visual presentations, which are the four dimensions of reporting (Kusek and Rist, 2004;

Morra-Imas and Rist, 2009). The presentation of data should be done in a simple, clear, and easily understandable format, avoiding the use of acronyms and jargon that may hinder comprehension. The goal is to ensure that the audience can easily grasp the information presented in the report.

3.4.9 Using findings

One of the characteristics of a functional RBM&E system is the use of information. Using findings is one step towards learning but also ensures that generated knowledge informs decision-making and improves policy, programmes, policy design, and implementation (De Coning and Rabie in Cloete, 2014, p.297). Thus, the core purpose of the M&E system is not only to generate results-based information but it is also to get information to the intended users promptly to inform the decision-making process and to strengthen accountability, transparency, and modalities of allocation of resources (Kusek and Rist, 2004; Görgens and Kusek, 2009; Stofile, 2017). The M&E system must produce information that different stakeholders will use at different levels for various purposes, which include:

- Programme users' information should focus on procedures, operational targets, and client satisfaction. Programme users include programme directors, programme managers, and programme officers.
- For executive users, information should focus on attaining programme and organisational objectives. In contrast, legislative users' information focuses on achieving objectives and distributing benefits to the public. These categories of audience include ministers, parliamentarians, and other high-ranking officials.
- Finally, public users' information should focus on the quality and value of outputs (Boyle and Lemaire, 1999, p.28 in Cloete, Rabie and De Coning, 2014, p.297-298). Public users could be beneficiaries, taxpayers, social justice advocates, or other interested community members.

The production of reliable, consistent, and valid information is paramount. Table 3.11 depicts an example of an information dissemination plan for the social protection programme. It takes into cognisance the implementation of results at various levels, the audience, type of information, information format, timing, setting, and the purpose of information.

Table 3.11: An example of an information dissemination plan for a social protection programme

Targeted audience	Type of information	Information formats	Timing	Setting	Information use
Cabinet and parliament	Progress on the implementation of social protection programmes and understanding the importance of social protection programmes at the country level	National report on social protection programmes in summarised narrative format with charts, tables, trends, etc...	Annually	Cabinet and Parliament sessions	Decision-making
Top managements in the Ministry responsible for social protection programmes and other stakeholders i.e donors, civil society organisations	Progress on social protection programmes' coverage in the country	Oral presentation of summarised report in the form of charts, tables, trends etc. and printed summarised narrative report	Quarterly/ bi-annually	Meeting for report presentation	Strategic planning and decision-making Development of partners' decision for financial and technical support
Decentralised management body at regional level	Progress on the implementation of social protection programme at regional level perspective	Oral presentation with charts, tables, etc. and programme brief printed summarised narrative report	Quarterly	Meeting with regional council management committee and other stakeholders at regional level	Strategic planning and regular follow-up on progress of implementation
District management in the Ministry responsible for social protection programme	Progress on the implementation of programme	Oral presentation and summarised narrative report	Quarterly	Meeting with management staff, including regional and	Data is used to evaluate programmes at district level; and for planning and re-planning

Source: (Author's innovation, 2020)

3.4.10 Sustaining M&E Systems

Ensuring the sustainability of the M&E system is crucial for its long-term functionality and usefulness. This step focuses on maintaining and sustaining the M&E system, including its maintenance, while considering key factors such as demand, roles and responsibilities, trustworthy information, accountability, capacity, and incentives (Kusek and Rist, 2004; Görgens and Kusek, 2009; Australian Aid, 2012; De Coning and Rabie in Cloete, Rabie and De Coning, 2014). The long-term viability of an M&E system encompasses various social, economic, political, and institutional factors that strengthen the system (UNDP, 2012). The nine steps discussed earlier are part of this sustainability process. However, it's important to note that these steps alone are not sufficient to design, build, and sustain a results-based M&E system (Kusek and Rist, 2004). Additionally, factors such as financial, informational, human resources, and political considerations are part of the readiness assessment process.

Technical and managerial capabilities, incentives and sanctions, and the establishment of reporting and information-sharing platforms are other vital elements necessary for the sustainability of M&E systems (De Coning, 2014; Kimaro, 2018; Mackay, 2007; United Nations Group, 2012; Kimaro, Fourie and Tshiyoyo, 2018). These six components highlighted by Kusek and Rist (2004) play a significant role in sustaining a results-based M&E system:

- Consistent demand for M&E through the promotion of policies and reporting procedures;
- Clear restructuring of roles and responsibilities;
- Delivery of trustworthy and credible information;
- Promotion of accountability to stakeholders;
- Establishment of sound technical capacity for data collection and analysis;
- Introduction of incentives for the use of performance information.

By addressing these components, the sustainability of the results-based M&E system can be ensured and its benefits realized over the long term (Morra-Imas and Rist, 2009). Thus, for government ministries and others initiating the process of building a results-based M&E system, the ten steps articulated above by Kusek and Rist would be a practical guideline to support the development of the system that will provide helpful, reliable information for management as well as accountability and performance enhancement within those institutions.

Literature reflection on developing a results-based M&E system demonstrates how the essential steps can be used to build and sustain an RBM system. Such a system has been proven necessary for tracking the outcomes of policies, programmes, and projects (Morra-Imas and Rist, 2009; Kusek and Rist, 2004). Once the RBM system is established and maintained, it is a tool to measure the performance of established policies, programmes, and projects (Morra-Imas and Rist, 2009). Such a tool should produce trustworthy information that enables a better understanding of the problem, leading to programme improvement (Görgens and Kusek, 2009).

The effort to develop and sustain an effective M&E system is immeasurable and a long-term project (Kanyamuna, 2019). Furthermore, the ten steps for building such an M&E system are established and used in different countries with different systems and proven essential for building functional M&E systems (Kusek and Rist, 2004; Morra-Imas and Rist, 2009). It is, therefore, significant in this study to use features that include steps toward developing an effective M&E system. A similar conceptual framework will be used during the data collection and analysis process; and when providing recommendations to improve the results-based M&E system for the Namibian CSG programme.

Despite adopting Kusek and Rist's framework towards developing and sustaining an effective M&E system, other characteristics need to be considered while developing a robust M&E system. Those characteristics are described in the following section.

3.5 CHARACTERISTICS OF EFFECTIVE M&E SYSTEMS

De Coning and Rabie in Cloete, Rabie and De Coning (2014) identify the following characteristics as enhancing the effectiveness of an M&E system: appropriate M&E design to ensure availability of helpful information; committed leadership; commitment to generate and use M&E information; attentive management; capacitated and motivated staff members; participation in the M&E system; and a clearly defined role of the M&E system. Meanwhile, Mackay (2010) emphasised that the three main characteristics of an effective M&E system include intensive utilisation of the M&E information, availability of reliable and quality data, and sustainability of the M&E system. The above views show that no "one-size-fits-all" M&E system can be readily implemented in any institution or organisation worldwide (Rabie, 2011). Nevertheless, an effective M&E system has several essential characteristics. However, these characteristics have different values from one organisation to another. Thus, the section below will provide detailed information on the characteristics of effective M&E systems identified by Rabie (2011).

3.5.1 Appropriate M&E design to ensure the availability of helpful information

A functional M&E system should be able to generate reliable and quality information to use in the public policy cycle phases. Furthermore, there are established quality standards for monitoring data and evaluation information. These standard measures are validity, reliability, precision, integrity, and timeliness (Lopez-Acevedo, et al., 2012). In addition, the tools for optimising quality, reliability, and access and use of information are produced and used by M&E systems as essential instruments for verifying the progress of planned activities and determining if corrective measures are needed (Lopez-Acevedo, et al., 2010).

Peersman, et al. (2016) emphasised that storing and managing information to protect sensitive data and support dissemination tailored to different information users is crucial. However, "M&E information is not an end in itself; it needs to be linked to particular management and decision-making roles, particularly in the context of public sector reforms

or government agendas” (Lopez-Acevedo, et al., 2010, p.29). Thus, the M&E information should have the criteria specified in Table 3.12 below.

Table 3.12: Criteria of M&E information

Criteria	Explanations
Useful	Information/findings should be helpful and relevant.
Impartial and independent	The system should be independent and separate from other management functions and delivery.
Credible	Information in the report should focus on both successes and challenges. The report should also depend on the credibility of the evaluators and transparency in the system.
Harmonised	Duplication of the efforts and information in the system should be avoided and eliminated.
Schedules M&E programme	The planned information schedule should be based on the needs and demands of decision-makers.
Professionally designed	The system should be able to specify the purpose, methods, measures and standards, resources, and time needed for evaluation.
Report and feedback results	The report should be user-friendly, available to all stakeholders, and address all M&E challenges.

Source: Rabie (2011, p.110)

3.5.2 Committed leadership to generate and use M&E information

It is helpful to have strong leadership behind establishing a system committed and willing to champion the establishment and sustainability of an M&E system (De Coning and Rabie in Cloete, Rabie and De Coning, 2014; Boadu, 2019). According to Lopez-Acevedo, et al. (2010, p.29), “building and using M&E capacity requires more than resources and technical skills; it requires a political will, sustained commitment, and central leadership”. Kusek and Rist (2004, p.20) also point out that “sustainable results-based M&E systems are not based on technical processes, but rather political, which means that the system needs a strong and consistent political leadership, usually in the form of a political champion, to institute the system”.

To support the process, such a leader should understand how M&E information can assist institutional management in making decisions that contribute to the achievement of the strategic goals and objectives of the institution (United Nations Group, 2012). Thus, understanding how to use M&E information necessitates a leader who understands the value and benefits of the M&E information or system (Lahey, 2015). In return, such leadership also

influences the ownership that contributes to the sustainability measures of the M&E system (Kimaro, Fourie and Tshiyoyo, 2018; Lopez-Acevedo, et al., 2012).

A powerful champion could be a minister or any other senior official who can lead and advocate for the institutionalisation of the M&E system. Such a champion should understand how such an M&E system will contribute to evidence-based policymaking and override the organisation's existing culture (United Nations Group, 2012). Thus, a champion must have some degree of M&E understanding of tools and methods and an appreciation of the usefulness of M&E information within the government structures (Mackay, 2007). An influential and powerful champion should be able to lead the push to institutionalise M&E to convince and motivate colleagues about the importance of M&E, including allocating adequate resources to create a government-wide M&E system (Mackay, 2007).

Leadership has influence and plays a critical role in how M&E information should be generated and used (Molapo, 2019). Leadership is also needed for maintaining and sustaining results-based M&E systems. Political leadership is a critical factor, as Kusek and Rist (2004, p.20) point out, "it takes a strong and consistent and political champion to institute the system". A committed, powerful, influential leader is crucial for an M&E system to function effectively.

3.5.3 Attentive management to implement and maintain the M&E system

The management level improves the institution's strategic and operational decision-making (Molapo, 2019). Although a political champion is critical to the success of an M&E system, there is also a need to have managers at the institutional level who understand the benefits of the M&E system and are committed to using M&E information for decision-making, programme improvement, and strategic planning. Such levels of management can be demonstrated through the consistent production of M&E information and the use of findings generated by the system for decision-making and programme or policy improvement purposes.

It is also about the institutional ability and commitment to developing and implementing strategies for effective and sustained M&E systems. The manager or accounting officer should create an enabling environment by ensuring the availability of the budget and other resources

required to effectively build and maintain an M&E system (United Nations Group, 2012; Mackay, 2009). Financial resources should be sufficient to cover the cost of planning and implementing the M&E system. It should include the budget for developing plans and guidelines, database, software and equipment, salaries for personnel, training and capacity development, and other M&E-related events (DeLog Secretariat, 2015). It involves recruiting and training staff to conduct or manage M&E. Such a team should be able to use M&E findings. Such a system should be able to create the bureaucratic infrastructure that decides which government programmes should be evaluated and what issues should be addressed in each evaluation; and develop data systems and procedures for collecting, sharing, and reporting M&E information (Mackay, 2007, 2009).

It is also crucial that the managerial functions ensure collaboration and consensus among the intended users on how such information will be used (Rabie, 2011). The results of the M&E systems improve governance through policy planning and implementation; programme management and improvement planning; resource and budget allocation; accountability, and transparency (Andrien, et al., 2009). M&E systems also put pressure on governments to ensure the sustainability of their programmes by demonstrating concrete results and being responsive and accountable (Rabie, 2011). In that, the M&E system provides effective and efficient service delivery.

3.5.4 Capacitated and motivated staff to operate the M&E system

Government institutions and non-governmental organisations need to develop the capacity of their staff members attached to M&E units. These staff must collect, collate, analyse, and interpret data. Capacitation is also needed for the intended users of the information to ensure the system's adequate functionality (De Coning and Rabie in Cloete, Rabie and De Coning, 2014). For an M&E system to perform well, it is essential to have trained staff members and private consultants who are highly skilled in M&E (Mackay, 2007). Thus, organisations must be selective in choosing the type of M&E and skills needed to assess the worthiness of their activities and processes" (Matsiliza, 2019, p.494).

It is stated that capacity-building interventions often focus on concepts, tools, methods, and approaches without considering evaluation components (Lopez-Acevedo, et al., 2010; Mackay, 2007). Therefore, there is a need for staff with the expertise and skills needed for

M&E functions (Matsiliza, 2019) as well as a technical capacity in terms of the functionality of the M&E systems in producing relevant, trustworthy, and timely information on the performance of policies, programmes, and projects (Kanyamuna, 2019). For example, Kusek and Rist (2004) pointed out that capacities of successful and comprehensive construction and utilisation of performance indicators denote critical competence. Therefore, M&E staff should have skills and knowledge to support M&E system design, information flow, database development, indicator development, and verify the credibility of information, including skills and knowledge to conduct evaluations.

Lack of skills and capability from the government to conduct different types of evaluations and supervision capacity when hiring external evaluators to conduct evaluations on behalf of specific government institutions is a challenge (Kusek and Rist, 2004; Mackay, 2007; Lopez-Acevedo et al., 2010; Matsiliza, 2019). Indeed, well-trained officials or consultants highly skilled in M&E are needed (Lopez-Acevedo, et al., 2010; UNEG, 2012).

Another factor that needs to be considered is having an M&E human resource development plan to produce M&E experts for the country (Lopez-Acevedo, et al., 2010). Canada has institutionalised evaluation networks within government departments, and they meet regularly. There is also a professional network called the Canadian Association, with representatives from public, private, civil societies, and academic sectors, who meet periodically to update on new developments in the evaluation field (Lopez-Acevedo, et al., 2010). Figure 3.5 below demonstrates a comprehensive evaluation capacity-building model adapted from Mckegg, Wehipeihana and Pipi (2016).

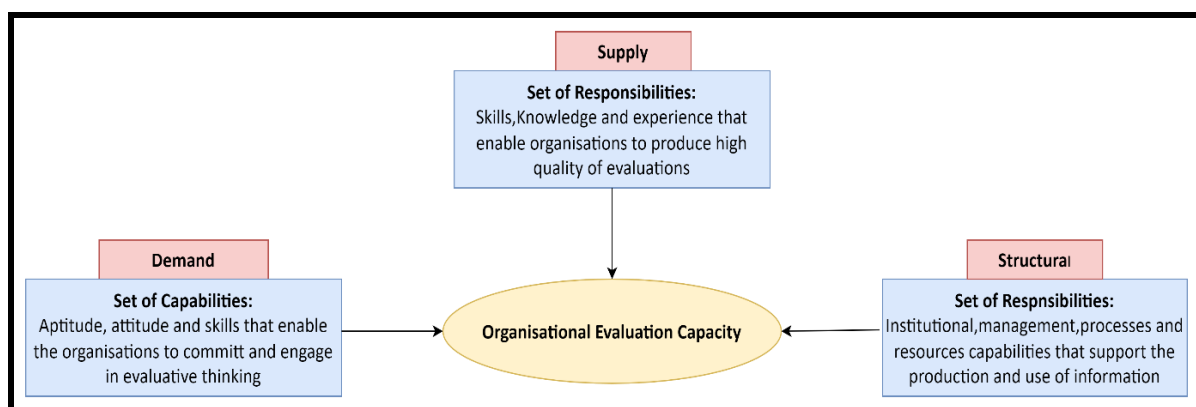


Figure 3.5: Evaluation capacity building model

The public or other organisations can use the capacity-building model to enhance M&E capacity at individual, organisational, and general levels (Matsiliza, 2019). It is helpful as it addresses gaps in the demand, supply, and use of information and structural capabilities (Mckegg, Wehipeihana and Pipi, 2016).

3.5.5 Participation in the M&E system

Besides the capacity building of staff members, participation is also essential. Participation in the M&E system should include stakeholders at central levels, decision-makers, programme managers, local implementers, and the programme's beneficiaries (Njama, 2015). Stakeholders' participation provides valuable feedback that can be used to improve performance and learning. In such a way, good practices at the heart of M&E are continually reinforced, positively contributing to the overall effectiveness of development (Njama, 2015; Stofile, 2017).

Indeed, Active engagement in M&E and decision-making processes enhances significantly the accuracy and relevance of the results. This approach fosters a sense of ownership among stakeholders through numerous inputs (Save Children, 1995; O'Sullivan, 2005 cited in Cloete, Rabie and De Coning, 2014, p.281). In addition, credibility, ownership, maintenance, and management are additional elements of an effective results-based M&E system. Thus, the effectiveness of an M&E system is determined by addressing the ethical concerns, timely production of quality and relevant information, and use of findings to improve the performance of the institution (De Coning and Rabie cited in Cloete, Rabie and De Coning, 2014).

Although various factors contribute to the effectiveness of the M&E systems, some stumbling blocks prevent the smooth running of such established M&E systems. Those issues may include producing inaccurate and unreliable information due to the need for more capacity and capability. Further, sustaining such a system may be challenging if no committed leadership understands the value and benefits of information. What may help the cause is the ability of management to secure an enabling environment to ensure that budget allocation, including capacity building and other incentives, would strengthen the functionality of the M&E systems. Furthermore, no participation of different stakeholders in M&E constrains the availability of input that would otherwise contribute to the improvement, accuracy, and usefulness of information generated from the system. Therefore, it is essential to ensure appropriate design/planning of the M&E system and devoted management to

direct the process and maintain focus. Attentive management to support the implementation and sustainability of the M&E system to prevent and address challenges that might occur while developing and establishing a results-based M&E system. Hence, the following section explains significant challenges that affect the effectiveness of a results-based M&E system.

3.6 CHALLENGES IN DEVELOPING AND SUSTAINING EFFECTIVE RESULTS-BASED M&E SYSTEM

Some countries are regarded best practices in institutionalising effective results-based M&E systems, while others are still in the process. The path toward institutionalising M&E systems is complex, lengthy, and costly. Some challenges are cross-cutting in various M&E systems related to data and information, unavailability of resources (financial and human), institutional arrangement, and M&E design.

3.6.1 Data and information challenges

More data availability is the biggest issue related to data and information within the M&E system. When the M&E data collection process does not start prior to the evaluation late in the policy, programme, or project cycle, there is usually little or no comparable baseline data available on the conditions of the target beneficiaries (Bamberger, Rugh, Church, and Fort, 2004). At times, the necessary information may not be readily accessible when it is required for making decisions (Rabie, 2011). This lack of capacity also contributes to the poor quality of information being produced and used. The inaccuracy of information or data could undermine the entire M&E initiatives as information would be unusable. Trends show that M&E resources have continued to be devoted to the monitoring function with little attention to the evaluation function (Kanyamuna, 2013). As a result, the M&E exercise could not be more effective and valuable (Molapo, 2019; Rabie, 2011). Information and data should be valid, verifiable, transparent, and widely available to the government and interested stakeholders, including the general public. Thus, adequate technical and capacity-building skills are very critical.

3.6.2 Resources challenges

To have an effective M&E system, an adequate and sufficient budget to conduct M&E activities should be allocated based on the requirements of the M&E plans and the costing (Matsiliza, 2019), including human resources skills and capacity. However, inadequate or

absent budget and lack of staff members to perform M&E activities are the stumbling blocks that slow down the successful institutionalisation of country M&E systems. Sometimes, the budget for M&E activities is not adequate or non-existent (Biscaye, et al., 2015). Financial constraints may prevent M&E activities from being conducted or lead to poor-quality information (Rabie, 2011). In addition, the lack of an M&E budget also leads to human resource limitations can lead to the scarcity of workforce to support M&E functions (Rabie, 2011).

3.6.3 Institutional challenges

Institutional challenges are associated with coordination and logistic arrangement issues from different parties involved in the M&E system that may cause interference and inhibit the flow of information (Rabie, 2011). Or might be associated with the M&E functions needing to be correctly placed, or there might not be an existing unit specifically for M&E activities. Thus, there is a grey area relating to the competencies in undertaking policy or programme evaluations. Such capacity is not only limited to government institutions since evaluation skills and expertise is also scarce outside government institutions such as in private, civil society organisations, and individual consultants (Kanyamuna, Kotzé and Phiri, 2019). The major political problem identified is those various institutions, primarily government entities, have reservations about publishing information related to their performance results.

In reality, not all key role players will be happy to have such publicity on their performance results (Kusek and Rist, 2004), especially if such results are not satisfactory to the public/citizens. A study by Kanyamuna, Kotzé and Phiri (2019) revealed that most registered organisations do not have systems to measure their pledges when they assume power, despite having promised deliverables once in power to the citizens. They should have their priority areas with their expected outputs, outcomes, and eventually, some impact results delivered from their contribution, with specific targets based on the constitutions, manifesto, and development plans (Kanyamuna, Kotzé and Phiri, 2019).

Furthermore, parliamentarians and other parts of civil society organisations have powerful and important roles to play in ensuring the implementation of countries' development plans and priorities. Nevertheless, they seem unmotivated to address findings that are suitable

mechanisms to track performance and to engage in dialogue on ensuring the effective implementation of such priorities (Goldman, et al., 2018).

Several donor agencies supporting African countries have their priorities and political agendas. As a result, they create parallel M&E systems, which are very expensive, and they mainly prioritise their reporting requirements instead of supporting and strengthening the existing government M&E systems by including their reporting priorities (Kanyamuna, Kotzé and Phiri, 2019). This gives rise to coordination and logistical complexities among the diverse agencies engaged in M&E, which can impede or even obstruct the smooth flow of information (Molapo, 2019).

Another problem is that most African countries are in an economic and political dilemma, with no culture of accountability, lack of ownership, corruption, and poor control of financial and performance systems. These challenges contribute to the absence of an M&E system that generates information to make informed decisions (Kanyamuna, Kotzé and Phiri, 2019). Those issues were found to be weakening the functionality of the national M&E systems.

3.6.4 Monitoring and evaluation design challenges

The design of the M&E system might not be suitable within the institution due to a lack of capacity due to the inability to serve the purpose as planned. Therefore, it is crucial to link M&E systems to planning. With practical and present planning, it will be easy to develop an effective M&E system (World Bank, 2010). An assessment of country-level governmental M&E systems in selected African countries shows that the introduction and sustainable culture of streamlining planning and budgeting for results was adopted through public management reform. Nevertheless, further clarification of the modalities is needed to actualise the policy provisions (Biscaye, et al., 2015). A practical example was Uganda: linking, sequencing, articulating, and developing national visions, national development plans, medium-term expenditure frameworks, sector strategic plans, and annual budgets. The provincial and district plans were challenged against the effective institutionalisation of the RBM&E system.

Another area for improvement is when there is a balance between developing top-down M&E systems that result in non-responsiveness to the needs of the partners and beneficiaries. For

example, monitoring and evaluation systems might not be appropriate within the available capacity leading to an inability to conduct and manage M&E. In some instances, such inability can compromise the quality of information, leading to questioning of the results and ultimately undermining the credibility of such information (World Bank, 2010).

The problems mentioned above can be addressed through appropriate planning and design of the M&E systems, provision of dedicated budgets for M&E activities, reliable structure and skilled staff for M&E functions, and proper planning that will inform M&E design.

3.7 CONCLUSION

Developing and implementing an effective results-based M&E system is crucial for government institutions and other organisations to measure the success of their policies, programmes, and projects. The chapter focused on the review of the concepts, theories, and contextual literature review on the results-based M&E systems to identify best practices. The historical perspective of the results-based M&E systems highlighted the evolution of M&E from a focus on inputs and activities to a focus on outcomes and impacts. The shift has been driven by a desire for greater accountability and more effective use of resources by demonstrating tangible results.

The purpose of the results-based M&E system is to track and evaluate the progress and impact of programmes, projects, and related policies to improve decision-making; improving the use of the RBM&E systems has been shown to inform decision-making and improve performance and accountability. Hence, the need for the RBM&E system is to ensure that resources are used efficiently and effectively to enhance the well-being of the targeted population for those related programmes and policies. The RBM&E system is also linked to the PMS, which provides institutional mechanisms to track the progress in achieving its goals and objectives. Therefore, the RBM&E and PM systems are essential to ensuring the success of policies and programmes aligned with the organisation's goals and objectives.

There is a need to track results and conduct evaluations to ensure the policies and programmes are successful or not. This results in the need to develop a Theory of Change and Logic Model that serve as tools for planning, monitoring, and evaluating programmes and policies. The Theory of Change defines the expected outcomes of a programme or procedure.

The logic model expands the Theory of Change with detailed information showing inputs, processes, outputs, outcomes, and impacts in a logical and sequential order. The logic model also helps identify the assumptions, risks, and challenges that may affect achieving the intended outcomes. Hence, the literature review on the Theory of Change and Logic Model informed the development of the generic Theory of Change and Logic Model of the CSG and a specific model in the Namibian context.

Experts recommended some steps in establishing or developing M&E systems highlighted in this chapter, including the characteristics that portray an effective M&E system. The steps and characteristics constitute a good practice for creating and sustaining an effective M&E system. However, adopting those good practices should consider the programme's uniqueness which such a system is being developed for its intended results. Therefore, information relating to the steps for developing the RBM&E system and related characteristics were used to structure interview guides of the case study and develop the themes and sub-themes used through the analysis and development of an improved M&E system of the CSGs programme.

Finally, there were several challenges discussed in this chapter. Those challenges included a need for more readily available data and poor-quality information; inadequate budget and skilled staff members to perform M&E activities; coordination and logistic issues among stakeholders involved in the M&E system; and lack of political commitments. Information on challenges was used to justify and support the findings from the study, including the recommended improvement actions.

This chapter focused on developing and implementing an effective RBM&E system to track and measure the progress and outcomes of policies, programmes, and related projects. The next chapter assesses the RBM&E policy frameworks for Namibia against the international best practice guidelines on developing and sustaining the systems. In reflecting on the policy frameworks for the RBM&E system, the assessment of the Namibian policy frameworks on the RBM&E system is the continuation of contextualising the study.

CHAPTER 4: ASSESSMENT OF THE RESULTS-BASED M&E POLICY FRAMEWORKS IN NAMIBIA

4.1 INTRODUCTION

This chapter assesses Namibia's monitoring and evaluation (M&E) policy frameworks. The chapter aims to identify the requirements and recommendations for the RBM&E system in the Namibian public sector context. The chapter begins with a review of best practices for M&E systems in selected countries. It then discusses the policies that provide the framework for M&E in the Namibian public sector. Furthermore, the chapter examines the strengths and limitations of Namibia's existing M&E policy frameworks against best practice guidelines and experiences from other countries that have developed and sustained results-based M&E systems. Finally, it reflects on policy frameworks for results-based M&E systems in Namibia.

Results-based M&E have gradually become essential and regular components of the policy-making process in all spheres of government. Thus, numerous countries and public entities have established M&E in the government. In addition, numerous governments are working towards improving their M&E systems for the PM to support and guide policy-making and management (Segone, 2008).

Along the same line, there is an extensive literature review on how different governments have institutionalised their results-based M&E systems to support informed decision processes based on their specific mandates. Some systems are embedded in legislation, while others are guided by the financial systems or adopted performance plans that pursue results (Rabie, 2010; Lopez-Acevedo, et al., 2012). This analysis forms part of discussions and recommendations on Namibia's emerging public sector M&E frameworks based on the best practices of governments that have developed and sustained M&E systems in their countries.

Therefore, the following section summarises nine (9) countries with institutionalised M&E systems that offer valuable lessons for other countries that wish to adopt more formal M&E systems.

4.2 INTERNATIONAL BEST PRACTICES GUIDELINES FOR M&E SYSTEMS

Although various factors may contribute to the effectiveness of M&E systems, the importance of those factors may vary based on the specific context of each country. Therefore, the countries selected are considered as the best practices. Their best practices are based on

- the location of the institution coordinating M&E activities; the production and use of high-quality M&E information;
- alignment of the M&E system with government policies and programmes;
- specific M&E legislation and policies;
- well-defined procedures and methodologies to produce programmes-related outcomes, and;
- the use of information at a strategic level to learn from experiences and use the information to improve future programmes and policies.

This section provides comparative viewpoints that may be adopted in the Namibian context to institutionalise M&E systems in government structures. Thus, the following countries with international best practices based on the above factors are discussed here. Those countries are Australia, Canada, Chile, Colombia, Mexico, South Africa, Uganda, the United Kingdom, and the United States of America and will be discussed alphabetically. Each country's summarised content focuses on the system, the locality of the system within the particular government structure, and the evaluation and use of the information approach.

4.2.1 Australia

Australia's M&E system essentially focuses on evaluations that shifted from the "let the managers manage" approach to a central Ministry of Finance and Administration's strategy (Rabie, 2010; Mackay, 2011). The system emphasises that evaluations are considered as methods to provide in-depth and reliable information on the efficiency and effectiveness of government programmes (Mackay, 2011). The Ministry of Finance administers the Australian evaluation management policy and requires every programme to be evaluated every 3-5 years. Such planned evaluations are submitted annually to the Ministry of Finance (Mackay, 2011; Mackay, 2007; Rabie, 2010). Each minister's new policy proposal should include a statement for future planned evaluations (Mackay, 2011). "The Department of Finance estimated that by 1994, almost 80% of new spending proposals relied on evaluation findings,

usually to a significant degree. The Australian National Audit Office found that line departments also used this information intensively, mainly to help themselves improve their operational efficiency” (Mackay, 2007, p.12).

The Australian system places a strong emphasis on addressing financial hurdles and function through mutual understanding recognised between departments and ministers. These agreements outline the intended results and the specific outputs necessary to accomplish them. Evaluation findings are systematically used for budget analysis, policy advice, and the Cabinet’s budget decision-making (Mackay, 2007). Although evaluations are conducted as a collaborative effort between the Ministry of Finance and other government ministries, challenges related to the quality of evaluations, inadequate provision of advanced evaluation training, the inadequacy of regular performance information, and administrative burden on ministries are acknowledged (Mackay, 2007).

4.2.2 Canada

Evaluation in the Canadian public sector management started many years back in 1969 with the notion of “outcome monitoring” (Lopez-Acevedo, et al., 2010); and with the introduction of formalised and centralised evaluation practices. The introduced approach was replaced by the government-wide evaluation policy in 1997. The policy introduced the model of the evaluation practice, which is still being used in evaluation functions. The M&E system provides evaluation and performance monitoring information (Lopez-Acevedo, et al., 2010).

Canada’s results-based M&E system is based on “letting managers manage”, similar to the then model of the Australian Government (Lopez-Acevedo, et al., 2010). Canada’s Evaluation Plan falls under the Treasury Board of the Canadian Secretariat. Corporate and government departments’ evaluation priorities are derived from individual departmental priorities to set the course for government priorities, which are communicated publicly to increase awareness of evaluation products (Rabie, 2011). A specific unit is responsible for evaluations, and the head of such a unit is responsible for the tools and methodologies of such evaluations.

The model gives a critical role to the federal government department’s deputy ministers to take responsibility for the outcomes of their specific departmental programmes and assume

accountability for public funds in implementing programmes (Rabie, 2010; Lopez-Acevedo, et al., 2010). Canada's evaluation plan has three main components:

- a) Commitment to leadership and capacity building;
- b) Increased strategic use of evaluation to support expenditure; and
- c) Continuation of accountability for the results (Rabie, 2010).

Thus, the M&E system provides information for different needs and users at different departmental and operational levels. M&E information is expected to serve as learning tools to assist in programme improvements and sound performance management practices (Lopez-Acevedo, et al., 2010).

The Canadian government strives to demonstrate value for money in a set-up where the government is accountable for the results. Thus, evaluation results are published to citizens and parliamentarians at departmental and central government levels.

4.2.3 Chile

Chile is one of the countries with best practices that has institutionalised a robust M&E system. The creation of the International Advisory Panel for Evaluation and Management Control System has recognised that "the increasing emphasis on evaluation within the Chilean context has been in part in response to demands from Congress for more and better evaluations and for the increasing use of such evaluations to guide public resource allocations" (Gaarder and Briceño, 2010, p.7). In fact, Chile has deployed a sophisticated M&E system with broad coverage (Lopez-Acevedo, et al., 2010; Lazaro, 2015) over the last three decades.

The system is a product of cross-national lessons and national policy learning experiences (Rabie, 2010). The system is mainly designed and used by the Ministry of Finance. The system comprises performance indicator instruments and evaluations, including measuring tools that use formulas based on selected variables (Lopez-Acevedo, et al., 2010). Hence, the country has established around 1 550 agreed-upon performance indicators, 10-12 rapid evaluations, and four impact evaluations annually (World Bank, 2008; Lazaro, 2015).

Furthermore, planned evaluations are outsourced transparently, and the results of evaluations are highly credible. Findings of evaluations are disseminated to the public, and

the Ministry of Finance uses them to set targets for ministries. “The Ministry of Finance uses the monitoring information and evaluation findings intensively in their budget analysis of the performance of each ministry and agency as an input to the government’s budget decision-making” (Mackay, 2007, p.12). The Ministry sets performance targets performance for individual agencies and implement measures to enhance improvements in management using achieved results (World Bank, 2008; Rabie, 2010; Lopez-Acevedo, et al., 2010; Lazaro, 2015).

Therefore, various tools are integrated into the budgeting processes and assimilated procedures that support multiple programmes’ conceptualisation, design and implementation phases. Those tools are:

- *Ex ante* cost-benefit analysis for all projects;
- Performance indicators for all programmes;
- Comprehensive management reports;
- Evaluations of government programmes by the Ministry of Finance and responsible ministry;
- Rigorous impact evaluations;
- Within-ministry comprehensive spending reviews;
- Programme and agency evaluations that include comprehensive spending reviews;
- Bidding funds for public programmes; and
- Management improvement programmes linked to performance bonuses for central government employees (Mackay, 2007, p.26; Rabie, 2010, p.4-5).

Given the various categories and types of information the system produces, such information is consistently used in the decision-making processes (Lopez-Acevedo, et al., 2010), and “it has facilitated the job of informing outside players and has produced a base for following up any changes that the programmes and institutions have had to introduce as a result of the findings and recommendations of evaluations” (Lopez-Acevedo, et al., 2010, p.15).

Although the system is considered among the best worldwide, it also has some challenges that must be addressed. These include disproportions in the quality of evaluations due to cost and time constraints. In addition, although evaluation results are being used, the level of utilisation and ownership is rated as low (World Bank, 2008).

4.2.4 Colombia

The Colombian Government's M&E system, SINERGIA, is managed by the Department of National Planning (DNP). Under constitutional obligations, the DNP must promote evaluation and performance-based in the public sector. The system is composed of three key elements: results monitoring, strategic evaluations, and reporting for the purposes of accountability or social control (Rabie, 2010). The introduction of PROGRESA was a factor that contributed to the institutionalisation of evaluations of social programmes (Gaarder and Briceño, 2010). In addition, the country has developed the Government Transparency Index to promote accountability and transparency. It is regularly used systematically by conducting studies aimed at strengthening public institutions and enforcing measures to curb the risk of corruption in the public sector (Lopez-Acevedo, et al., 2010).

For this purpose, the M&E system uses a performance information database containing about 500 performance indicators to track the government's performance against all 320 presidential goals (Rabie, 2010; Lazaro, 2015). For "each performance indicator, the publicly available database records the objectives, the strategies to achieve the objectives, baseline performance, annual targets, and the amount spent by the government" (Mackay, 2007, p.12). Moreover, the System of Programming and Management by Objectives and Results (SIGOB), a web-based information tool, supplies performance data in real-time (Shepherd, 2011). In a case where performance targets remain unmet, the manager is required to deliver a statement justifying the occurrence of underperformance." The president uses this information in his monthly management control meetings with each minister and weekly town hall meetings in municipalities around the country" (Mackay, 2007, p.12).

The level of disseminating the results and using the information derived from SINERGIA by the Office of the President and Congress seems high (Lazaro, 2015). However, there is room for improvement in terms of its effective use of evaluation results towards the improvement of programmes; and allocation of budget and other resources, as well as the quality of the information fed into the system in some instances (Lazaro, 2015). In addition, the primary external funding for the system presents a challenge to its sustainability in the medium-term (Lazaro, 2015).

4.2.5 Mexico

The development of a public policy monitoring system in Mexico began in the mid-1990s. In 1999, Congress approved a law that required the Federal Government to present annual

external evaluations of all subsidy programmes (Lazaro, 2015). Among the factors that increased the demand and technical assistance for evaluations were from multilateral agencies and the introduction of OPORTUNIDADES social protection programmes to alleviate poverty (Gaarder and Briceño, 2010; Lopez-Acevedo, et al., 2010). Hence, between 2000 and 2006, almost 500 external evaluations were conducted. Also, in 2001, the Secretariat of Social Development (SEDESOL) started the process of institutionalising evaluations in social policy, culminating in 2005 with the creation of National Council for the Evaluation of Social Development Policy (CONEVAL) (Shepherd, 2011). This institution was responsible for evaluating and coordinating social programmes and policies in the country's federal government secretariats.

M&E have gradually become essential to public policy-making in Mexico, and PROSPERA has set the example (Valle, 2016). As a result, the culture of programme evaluations in the public sector has drastically improved (Lazaro, 2015). Later, the Performance Evaluation System (SED) was established to coordinate the M&E of the federal programmes, which was the responsibility of CONEVAL, and Secretariat of Public Administration (SFP) (Lazaro, 2015; Valle, 2016).

There are general guidelines for federal government programmes relating to coordinating and implementing activities, monitoring, and evaluation (Lazaro, 2015). These guidelines set out actions for improving policy design, establishing a matrix from the logical framework as the method of reference for guaranteeing the internal logic of programmes. They also promoted an annual evaluation programme (AEP), including different evaluation instruments to analyse consistency, outcomes, impacts, and processes (Lazaro, 2015). The above initiatives allowed public entities to evaluate on their own. The introduction of mechanisms to promote the use of the information generated by the system, which is now regularly published on the CONEVAL website, was approved during the same phase (Lazaro, 2015).

Despite the long history of the M&E system in Mexico, there is room for improvement. There is a need to include improvement policy planning and design for better-integrated systems that enhance techniques of evaluations and increase the use of evaluations in decision-making processes (Lazaro, 2015).

4.2.6 South Africa

South Africa is among the first countries that introduced national M&E systems alongside Uganda and Benin (Makadzange, 2020). In South Africa, the institutionalisation of the M&E system resulted from various critical events at the political, administrative, and civic levels (Naidoo, 2011). Thus, the South African Cabinet approved a government-wide M&E system in 2007. The system included three domains: programme performance information, socio-economic and demographic statistics, and evaluation (Goldman, et al., 2018).

South Africa has a specific ministry in the Presidency responsible for monitoring and evaluating all government departments. In addition, each government department has established its own monitoring and evaluation unit accountable for all M&E functions within specific departments (Naidoo, 2011; Goldman, et al., 2018).

The department adopted an outcomes-based approach and played a strategic oversight role in managing the implementation of 14 strategic outcomes, approved by the Cabinet, that guide the planning and performance of government departments. The following principles underpin the system:

- measuring outcomes for accountability;
- prioritising particular sectors;
- focusing on sectoral rather than departmental and inter-governmental collaboration;
- emphasising accountability throughout the service delivery chain;
- changing behaviour, values, and attitudes; and
- improving data architecture.

The DPME namely have developed six frameworks:

- Policy Framework for the government-wide M&E system;
- Framework for managing programme information;
- National Evaluation Policy Framework;
- A National Monitoring, Evaluation, and Reporting Framework;
- Departmental Competencies and Standards for Evaluation;
- National Treasury Framework for managing programmes performance information (Naidoo, 2011).

The department coordinates the signing of performance agreements between the president and ministers. In addition, the department coordinates the development of sector performance agreements, focusing on outcomes and outputs. Although South Africa is among the advanced countries in Africa that have established M&E systems in the public sector, there is a need to continue developing and nurturing an efficient and effective result-based monitoring and evaluation system (Boadu, 2019). Therefore, well-designed and institutionalised results-based M&E systems have the power to improve service delivery as part of the public sector reform in African countries and beyond.

4.2.7 Uganda

Through a gradual process, Uganda has developed its national M&E system, and other progress markers were achieved regarding M&E (Goldman, et al., 2018). The first marker was introducing a nationally integrated M&E strategy in 2005. This strategy sought to strengthen performance assessment in the public sector, and another achievement was the development of an M&E policy in 2012 (Makadzange, 2020).

There is a National Integrated M&E System in the Office of the Prime Minister that was established to illuminate the duplication of indicators, relieve the data capturing burden on public servants, reduce outputs indicators, and focus on outcomes and impact indicators and their targets (Mackay, 2007; Makadzange, 2020). This includes prioritised indicators to improve government performance and accountability (Mackay, 2007). There were around 1 000 performance indicators collected on annual basis. Those indicators mainly were financial, outputs, and process indicators without proposed measurement of outcome and impact indicators. Hence, the data quality was considered unreliable and poor in informing decisions (Mackay, 2007). The PM office is also responsible for designing, commissioning, and disseminating evaluations of public policies and other significant programmes. The office also oversees the quality and utility of evaluations conducted across government institutions (Goldman, et al., 2018).

The learning experience of institutionalising the M&E system in Uganda has demonstrated how the institutionalisation of the M&E can contribute to the national capacity building instead of becoming a burdensome and useless data collection exercise. The experience resulted in a dedicated office coordinating M&E initiatives to improve the M&E capacity and

strengthen cost-effectiveness, focusing on the value for money in service delivery (Mackay, 2007). It is also essential to take note that Uganda is still in the process of improving its M&E system.

4.2.8 United Kingdom

The United Kingdom M&E system is based on Public Sector Agreements, stating the department's overall goal, priority objectives, and key performance targets under the prime minister's delivery unit (Shepherd, 2011). There are about 110 outcome targets for the government, shared between the Treasury and the 18 central government departments. These departments' strategic objectives reflect the contributions that communities and local government will make to the public service agreements; and those led by other government departments (Mackay, 2007). His Majesty's Treasury directs evaluation efforts using the "The Green Book". The book provides an overall methodology for assessing the social costs and benefits of all new policies, projects, and programmes, including the economic assessment of regulations under regulatory impact. The Green Book recommends that all spending proposals be accompanied by a proportionate and well-structured business case (Mackay, 2007).

The "Departments report publicly on conducted evaluations results twice a year, as inputs to budget decisions" (Mackay, 2007, p.12). Despite the initiatives to promote evaluations in the UK, the National Audit Office pointed out the areas for improvement in terms of the coverage and quality of evaluations and the degree to which information from evaluations is used (Lazaro, 2015).

4.2.9 United States of America

The Office of Management and Budget and Federal Agencies in the United States of America runs the M&E system. The system measures the performance of each federal programme for improvement purposes (Rabie, 2010). Around 1 000 government-owned offices have been rated using Programme Assessment Rating Tool (PART) to assess performance on an annual basis (Mackay, 2007; Rabie, 2010; Shepherd, 2011; Lopez-Acevedo, et al., 2012;). "PART focuses on the clarity of programme objectives and design, quality of the strategic planning, the extent of focus on programme targets, the effectiveness of programme management, and actual programme results achieved" (Mackay, 2007, p.12-13). Departments use PART rating

results in annual funding requests to the Office of Management and Budget. Such a request should highlight the PART ratings, the recommendations for the programme, and target performance, including the overall improvement of the programme (Mackay, 2007; Lopez-Acevedo, et al., 2012). “The PART ratings are also considered one input when office management and budget prepare the administration’s funding requests to the Congress” (Mackay 2007, p.12-13).

Thus, the tool provides a general rating of the programme, in addition to helping government agencies in developing improvement plans. However, there is a need for the developed improvement plan to be monitored to ensure the performance improvement of the programme (Lopez-Acevedo, et al., 2012; Mackay, 2007).

In conclusion, the above inventories from nine (9) countries that have institutionalised M&E systems in the public sector, it is evident that the systems were created to comply with a mandate from higher authorities or government expectations toward its citizens. Therefore, the adequacy of the countries’ M&E systems should be able to produce helpful information to support the decision-making process. Box 4.1 summarises critical lessons that emerged from good international practices.

Box 4.1: Lessons from international M&E best practices

- A capable institution for coordinating a government-wide M&E system
- A powerful champion to support the establishment of an M&E system
- Existence of M&E policies and guidelines
- Desired outcome results linked to policies and programs of government priorities
- Establishment of a capable M&E unit
- Clear roles and responsibilities within the M&E system
- Continuous M&E capacity building
- Capacity to supply and demand M&E information

Source: Mackay (2007)

4.3 EMERGING LESSONS FROM INTERNATIONAL PRACTICE ON THE INSTITUTIONALISATION OF AN M&E SYSTEM

The reviewed literature on the international best practices guidelines for an M&E system suggests that there has been an extensive body of experience arising from the efforts of various countries that have institutionalised the M&E systems of their governments, particularly in their public sector institutions. One of the essential success factors for

developing and sustaining an M&E system is to produce and use M&E information (Lopez-Acevedo, et al., 2012; Mackay, 2007). Indeed, an effective M&E system should have good quality performance and findings from evaluations for decision-making, accountability, and transparency purposes.

A sound M&E system should communicate the goals and objectives, subsequent outputs and outcomes of services, and the quality level of these results (De Coning, et al., 2011). This aligns with Lazaro's (2015) position that establishing the M&E should align with government policies, programmes, or strategies. Columbia is a good example where the SIGOB (Sistema de Gestión Segui-miento a las Metas del Gobierno) M&E system is an institutional arrangement and technology platform that allows monitoring of performance indicators in real-time. It provides readings of government performance from different perspectives of their national priorities, such as the national development objectives, poverty reduction strategies, and agency performance (Lopez-Acevedo, et al., 2012).

Countries such as Mexico, Canada, and Australia have government-wide policies focusing on monitoring and evaluation; while in countries like Colombia, the M&E system is built on constitutional obligations (Lahey, 2010a). Besides considering the country's overall goals, objectives, strategies, and priorities, a specific M&E policy and law exclusively articulates the requirements of M&E systems to be in place. Further, government legislative frameworks should also have well-articulated provisions on the need for M&E systems (Makadzange, 2020).

Thus, existing legislation and policy or directives, accompanied by well-defined procedures and methodologies to ensure the quality of producing information, are in place, communicated, and used (Bamberger, 2008; Mugxaso, 2015). Countries such as Canada, Columbia, the United States of America, and the United Kingdom have good examples of M&E systems based on their governments' priorities (Gaarder and Briceño, 2010; Lopez-Acevedo, et al., 2012; Razaro, 2015).

The locality of the M&E system also plays a vital role in the successful implementation and sustainability. It is suggested that a country's M&E system should be led and managed by a central government or a principal sectoral agency (Kusek and Rist, 2004; Mackay, 2007;

Bamberger, 2008). A central government-led agency should typically house the country's M&E systems. Countries such as Chile, Australia, and Canada accommodate their M&E systems under the Ministry of Finance or Planning (World Bank, 2008). In the case of South Africa, the government-wide M&E system is under the Department of Performance, Monitoring and Evaluation, which is also located under the Presidency's office (Rabie, 2010, 2011; Mugxaso, 2015; Makadzange, 2020). It shows that the M&E functions in the country are taken seriously. Thus, the pivotal factor is to have a powerful institution leading the M&E system and an influential champion alongside the system. This influences the buy-in of the system by the sectoral ministries, donors, and other key stakeholders such as CSOs.

A functional M&E supports governments in determining the efficiency and effectiveness of policies and programmes to inform decisions to extend, improve, or eliminate them (Shepherd, 2011). Within the evaluation, approach, and use of M&E information, evaluation activities should be coordinated and incorporated within sectoral and evaluation systems (Mugxaso, 2015). In Uganda, evaluations are commissioned under the Office of the Prime Minister. The quality and utility of those evaluations are also ensured. Information from evaluations is used to improve government performance and accountability (Mackay, 2007; Goldman, et al., 2018). Intensive utilisation of M&E information that meets the standards for quality data and evaluation reliability throughout the policy or cycles is one factor contributing to the effectiveness of M&E systems (Mackay, 2010; Lopez-Acevedo, et al., 2012).

Demand focused on the priority to use M&E data in support of core government activities is one of the success factors within the M&E system. In Uganda, for example, evaluation information includes assisting resource-allocation decisions in the budget process, helping ministries in their policy formulation and analytical work, aiding ongoing management and delivery of government services, and underpinning accountability relationships (World Bank, 2004). In the United States of America and the United Kingdom, evaluation information is used as a benchmark for budget allocation. Thus, the use and demand of quality information for decision-making, planning, and improvement of the programme contribute to the effectiveness of M&E systems.

The above discussions highlighted success factors contributing to institutionalising an effective M&E system with crucial lessons from different countries. Considering some similarities and differences based on countries' best practices, it will be challenging to answer what success looks like in terms of institutionalising public sector systems (Mackay, 2007; Lopez-Acevedo, et al., 2010). There are similarities and differences in the systems. Thus, the M&E system is not a one-size-fits-all, and there is no single route to answer the question relating to the success of the M&E system (Lopez-Avecedo, et al., 2010).

Thus, it should be noted that every country has its unique institutional arrangements, features, and contextual considerations to be considered (Lahey 2010, p.3; Mackay, 2011, p.1). Using one country's best practice or policy model as a blueprint to follow or apply it broadly is not advisable because it may not work in a different country's political, economic or social contexts. Hence, governments should consider the advantages and disadvantages of other countries' experiences before deciding on the nature and features of the M&E system to be developed.

A key takeaway is that the institutionalisation of M&E systems is a life-long process that needs continuous advocacy and support to enable all political bearers, managers, stakeholders, and the public to appreciate the role of M&E systems and their results. All these stakeholders should be able to use the information for policy and programme planning purposes and decision-making.

The emerging lessons from international practices are good examples that should be emulated by governments that are at the initial stage of developing and sustaining their M&E systems. Moreover, these best practices conform to the World Bank's best practice guidelines for government-driven M&E systems. Therefore, the same best practices will be used as guidelines in this study by examining the RBM&E system in the Namibian public sector context and the current M&E arrangement of the CSGs in particular.

The following section will explore how the Namibian Government has institutionalised the results-based M&E system in its policy frameworks.

4.4 POLICY FRAMEWORKS FOR RESULTS-BASED M&E SYSTEMS IN NAMIBIA'S PUBLIC SECTOR

The foundation for the RBM&E in Namibia's public sector is guided by the constitutional and legislative frameworks, including the 1990 Constitution of Namibia; the Namibia Institute of Public Administration and Management Act of 2010; National Planning Act of 2013; Statistics Act of 2011; Public Service Commission Act of 1990; Public Service Act of 1995; State Finance Act of 1991, Public Procurement Act of 2015; National Housing and Development Act of 2000; Regional Council Act of 1992; Local Authorities Act of 1992; and Decentralisation Enabling Act of 2000.

Furthermore, vision and priority area frameworks comprise Vision 2030, NDPs, Namibia's Medium-term expenditure framework, and the Harambee Prosperity Plan. General responsibility and accountability frameworks include the quality assessment framework and designating statistics as “official” statistics, PM guidelines, and the National M&E Reporting Framework of 2015.

The policy framework description will be the reference point while assessing the strengths and limitations of the existing Namibian policy frameworks within the government spheres. Hence, the description and assessment of the policy frameworks relating to the RBM&E in this chapter respond to one of the study's objectives: Assessing the Namibian policy frameworks guiding the establishment of results-based M&E systems for the public sector.

4.4.1 Policy, constitutional and legislative frameworks

4.4.1.1 The Constitution of Namibia of 1990

Article 32(2) and 40(a) I(e) of the Constitution of Namibia provide for the roles and responsibilities linked to the M&E outcomes-results approach and indicate that M&E is a joint responsibility between the political and executive leaders. Article 32(2) provides that the head of state delivers the state of the nation address on the government's future policies and reports on the previous year's policy-related outcomes. The Head of State also directs, coordinates, and supervises the activities of ministries, agencies, and state-owned enterprises to ensure the efficiency and effectiveness of government and parastatals policies and programmes (Republic of Namibia, 1990). Thus, outcome results are some of the evidence

that should demonstrate accountability across government institutions. The results align with articles 27, 28, 36, and 41 of the Constitution of Namibia, providing that accountability should be ensured at the political and not only the administrative levels.

Further, Article 40(e) provides that Cabinet members attend meetings with the national assembly and provide feedback on any queries and debates related to the effectiveness of their policies and programme implementations in line with government priorities and outcomes. In addition, the secretary to cabinet under the Office of the Prime Minister is responsible for coordinating executive directors from different government ministries in matters relating to the performance of their functions. They are accountable to the prime minister for the efficiency and effectiveness of public service delivery. Thus, they must ensure an effective M&E system in their institutions that will support the quarterly reporting on performance related to the implementation of their strategic priorities.

Apart from the constitutional obligations related to the results based on the effectiveness of government priorities, there is also a legislative framework delivered from the Constitution attached to the institutional role and responsibilities related to the development and sustainability of the results-based M&E system.

4.4.1.2 Namibia Institute of Public Administration and Management Act of 2010

The Namibia Institute of Public Administration and Management Act of 2010 functions under the auspices of the National Institute of Public Administration and Management (NIPAM). The institution is tasked with developing appropriate M&E training modules; building M&E capacity among public servants; and assisting in organising seminars, workshops, and learning events to share M&E knowledge and skills. The above functions are in line with the mandate of NIPAM, which is related to the provision of administration and management of training; coordination in partnership building and operational research and capacity building in evaluations, as well as “think tanking” in the public sector (Republic of Namibia, 2010; National Planning Commission, 2015).

4.4.1.3 National Planning Act (No. 2 of 2013)

The National Planning Act (No. 2 of 2013) is regulated under the National Planning Commission. Regarding the M&E responsibilities and functions, the institution is responsible

for providing leadership in coordinating monitoring, evaluation, and reporting efforts. It is also responsible for establishing coordination structures and mechanisms of M&E functions in the country; monitoring the implementation of the national M&E framework; developing a monitoring and evaluation plan for the NDPs; provision of M&E standards and support to institutions, including support in the development of sectoral plans; as well as the periodic submission of reports to Cabinet on government-wide performance and results, including evaluation of the effectiveness of Government's socio-economic policies in general.

The abovementioned role and its responsibilities align with the National Planning Commission's (NPC) mandate. The NPC is tasked with developing M&E mechanisms to effectively implement the national development priorities (Republic of Namibia, 2013; National Planning Commission, 2015). The NPC has an M&E structure and functions relating to collecting data from ministries, offices, and agencies, producing reports on the implementation status of the NDPs, and reporting to the Cabinet bi-annually (National Planning Commission, 2020).

4.4.1.4 *Statistics Act (No. 9 of 2011)*

Through the Quality Assessment Framework and Designating Statistics as "Official" Statistics, guidance is provided to all stakeholders in terms of data quality, i.e., accuracy, reliability, timeliness, objectivity, and completeness. In addition, the statistical capacity of institutions for data production and use is strengthened, statistics collected by other institutions are validated, and timely data is provided to enable reporting on various indicators within the country's priority plans (The National Statistics Act of 2011). It also dictates that statistics should be compiled and produced scientifically and transparently. This statistical data should be disseminated impartially following appropriate national and international standards and classifications. Furthermore, such distribution should be sensitive to gender, disability, region, and similar socio-economic features (National Statistics Agency, 2014).

Thus, the Namibian Statistics Agency's leading role in statistics production coincides with its mandate, which includes:

- Establishment of the central statistical authority for the State;
- Collecting, producing, analysing, and disseminating official and other statistics in Namibia;

- Facilitation of the capturing, managing, maintenance, integration, distribution, and use of spatial data;
- Developing and coordinating the national statistics system and the NSDI; and
- Advising the minister (DG of the National Planning Commission) on matters related to official and other statistics, whether of its own accord or at the minister's request (Republic of Namibia, 2011; National Planning Commission, 2015).

Within the perspective of the results-based M&E system, the statistics agency is responsible for ensuring the production of quality data and the availability of information to measure the national priorities outcomes (National Statistics Agency, 2015; National Planning Commission, 2015).

4.4.1.5 Public Service Commission Act (No. 2 of 1990)

The Public Service Commission Act of 1990 (No. 2 of 1990), under the auspices of the Public Service Commission (PSC), is mandated to provide support and guidance relating to establishing the M&E units in government institutions and the approval thereof. It aligns with the PSC authority as per the Public Commission Act of 1995. It investigates and advises the president and government on matters related to public services; ensures adherence to government policies, directives, regulations, and ethical standards, as well as fairness and transparency within the public service. It also provides objective, sound, and professional advice to the government on the whole spectrum of personnel administration (Republic of Namibia, 1990; National Planning Commission, 2015).

Within the context of the M&E system in the country, the public commission acts as the custodian of the public management system, which includes performance and knowledge management and service delivery improvement.

4.4.1.6 Public Service Act (No. 13 of 1995)

The Office of the Prime Minister (OPM) implements the Public Service Act of 1995. The specific roles and responsibilities related to the M&E attached to the OPM are to ensure that the M&E roles and duties for accounting officers are included in their performance agreements and assist institutions in aligning their strategic and annual plans to the NDPs and other related national priorities. The OPM's contribution to the M&E system is not far from

the mandate of the institution, which is connected to the provision for the establishment, management, and efficiency of public service; and provision for the regulation of employment, conditions of service, discipline, retirement, and discharge of staff members in public service, and other incidental matters (Republic of Namibia, 1995; National Planning Commission, 2015). Thus, this concerns the public management system of which M&E forms part.

4.4.1.7 Public Procurement Act (No. 15 of 2015)

The Public Procurement Act of 2015 is implemented by the Ministry of Finance (MOF). The M&E functions articulated under this Act are executed by the MOF's Public Management Unit (PMU). The M&E functions under the PMU are to:

- monitor compliance, evaluate and report on the performance of the public procurement system;
- evaluate ongoing training courses in public procurement;
- investigate non-compliance and recommend appropriate remedial measures;
- monitor and evaluate public entities and suppliers on public procurement matters and in preparation of bidding documents;
- monitor the databases on the Public Procurement Act of 2015 (Republic of Namibia, 2015).

Thus, the Procurement Management Unit under the MOF is tasked with promoting the objectives of the Public Procurement Act to promote integrity, accountability, transparency, competencies supply, effectiveness, efficiency, fair dealing, responsiveness, informed decision-making, consistency, legality, and integration in the procurement of assets, works, and services (Republic of Namibia, 2015).

4.4.1.8 State Finance Act (No. 31 of 1991)

The responsibility for the implementation of the State Finance Act 1991 is with the MOF. The MOF's role within the M&E system for the public sector is to ensure that information on inputs, activities, outputs, and outcomes supports planning, budgeting, implementation management, and accountability reporting; and to promote efficiency, effectiveness, equity, transparency, and expenditure control. The M&E responsibilities related to the functions of the MOF are to ensure the budget for M&E functions that include human resources and

material provisions, ensure timely, quality information on budget execution, as well as monitor expenditure and execution matters versus performance and results set in the medium-term expenditure framework (MTEF). In addition, the MOF is responsible for allocating the budget based on previous performance. This aligns with the finance mandate to implement the Act regarding budgeting and expenditure matters; monitor budget execution; and promote the effectiveness and efficiency of all public spending (Republic of Namibia, 1990; National Planning Commission, 2015).

The roles and responsibilities mentioned above fit well within the mandate of the Office of Auditor General (OAG). Moreover, Article 127 of the Constitution and Section 25 of the State Finance Act (No. 31 of 1991) state that implementing these responsibilities falls under the Office of the Auditor General (OAG). The office must investigate, examine and audit the accounts and financial statements of OMAs and state-owned enterprises and report to Parliament and Cabinet (Republic of Namibia, 1990; National Planning Commission, 2015). Regarding the M&E responsibilities, the OAG audits within government institutions' predetermined objectives, including indicators and targets set based on strategic priorities.

4.4.2 Vision and policy priorities frameworks

This section focuses on institutionalising the RBM and M&E systems through Namibia's vision and policy priorities. The RBM is informed by Vision 2030, which emphasises adopting the outcomes for different sectors, forming the basis for all planning in the RBM approach. The Vision 2030, further unpacked in the NDP5, the M&E will improve accountability and enhance transparency through significant results that would contribute to the countries' desired outcomes. The MTEF instils outcome-based results through rolling budget allocation, including a culture of performance and accountability. While the strategic plans ensure that the outcomes spelt in the NDPs are cascaded in the specific OMAs' strategic plans and their annual plans, and the results are reported through a PMS that has been established. The various instruments are discussed in detail in the following section. Figure 4.1 presents the vision and priority framework, how they complement, and the position of the results-based M&E at the institutional level (Office of the Prime Minister, 2011).

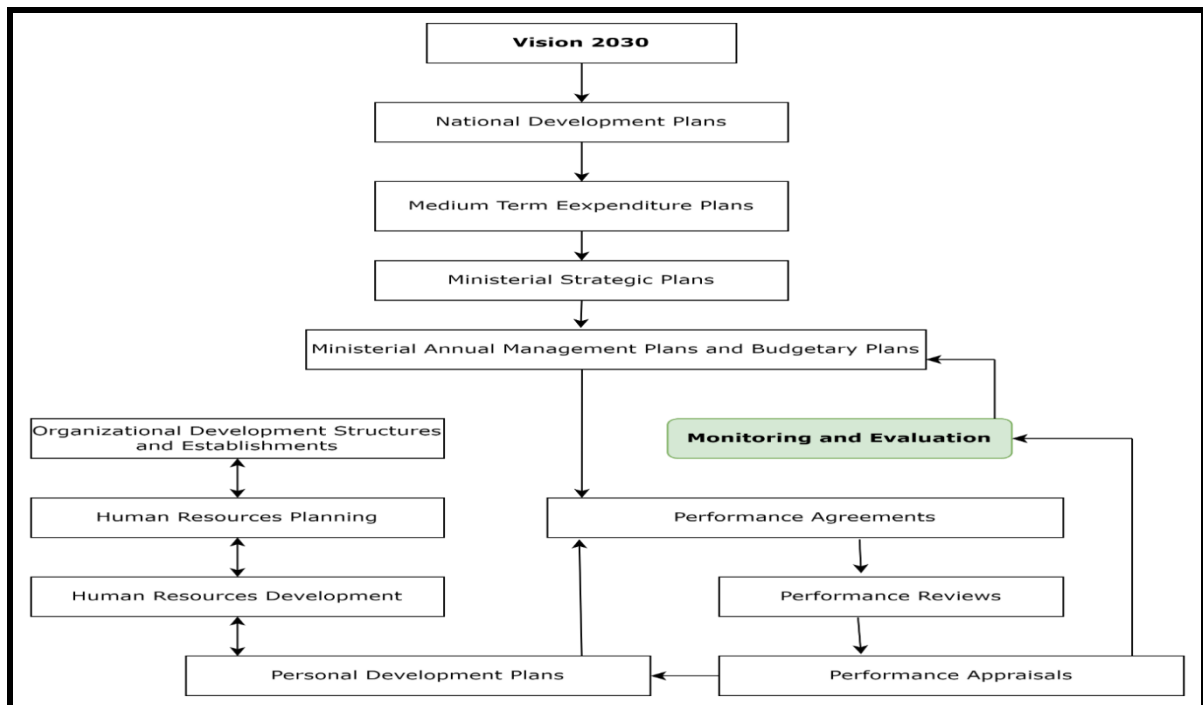


Figure 4.1: Performance management system

4.4.2.1 Namibia Vision 2030

Namibia's Vision 2030 is a national framework that spells out long-term development courses regarding policy strategies, programmes, and activities to be undertaken until 2030. Vision 2030 sets out specific sectoral targets adopted as outcomes for different sectors, forming the basis for all planning in the RBM approach (Office of the President, 2004). By 2030, it is expected that the population's social, health, economic, and overall being will have improved as a long-term result based on the programmes that are expected to be implemented (Office of the President, 2004).

The following are some selected examples of the pillars, objectives, targets, and outcomes of Namibia's Vision 2030, depicted in Figure 4.2 (Office of the President, 2004):

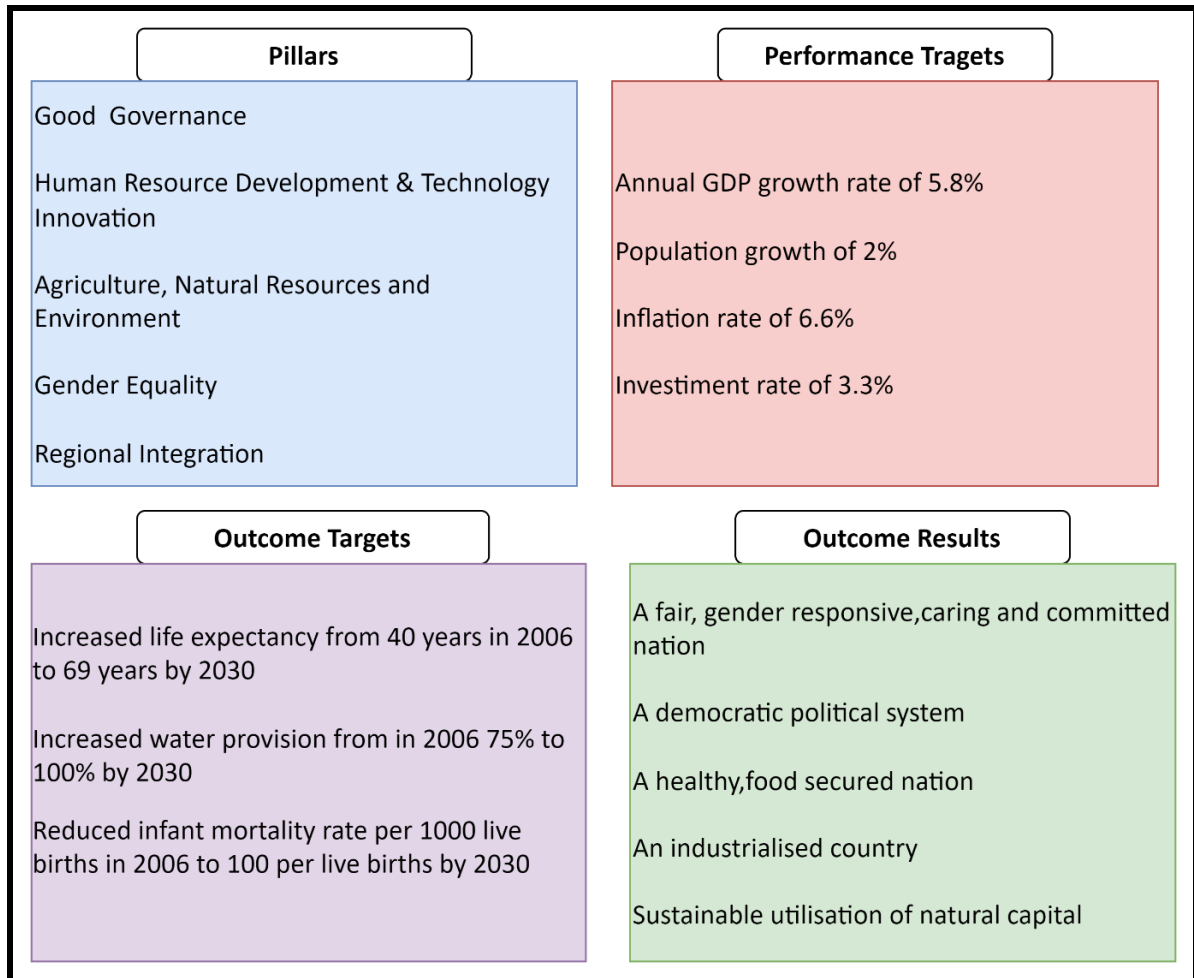


Figure 4.2: Namibia Vision 2030 results-based monitoring and evaluation

Vision 2030 presents Namibia’s development programmes and strategies through which the country intends to achieve its goals. Within the perspective of the results-based M&E, the CSGs programme contributes to the overall goal of Vision 2030, which is “to improve the quality of life of the people of Namibia.” In doing so, various social service programmes were developed and implemented. The outcomes of the CSGs that would contribute to this goal would be the improved well-being of children, ultimately contributing to the “life expectancy” positively or negatively.

4.4.2.2 Fifth National Development Plan

The fifth NDP will track progress by adopting an RBM system that considers the goals, desired outcomes, and outputs. A “result-driven approach places greater emphasis on monitoring and evaluating results of interventions while considering whether the use of inputs and the completion of activities were achieved” (National Planning Commission, 2017, p.102).

In the NDP5, it is envisaged that strategic programmes and projects will be identified for evaluation purposes. The evaluation plan will include selected projects and programmes (National Planning Commission, 2017). The two evaluations for NDP5 will occur under the NPC's leadership. It was planned that the process of evaluation/implementation would take place in 2020 to assess the progress toward existing activities to make changes to those activities, if necessary. The impact evaluation planned for 2022 will then assess the extent to which the intended NDP5 goals would have been achieved (National Planning Commission, 2017). The current NDP5 is structured based on pillars, and each pillar demonstrates the results-based chain of outputs, outcomes, and impacts.

Figure 4.3 depicts some examples of how the pillars are cascaded into goals, focus areas, and their desired outcomes (National Planning Commission, 2017):

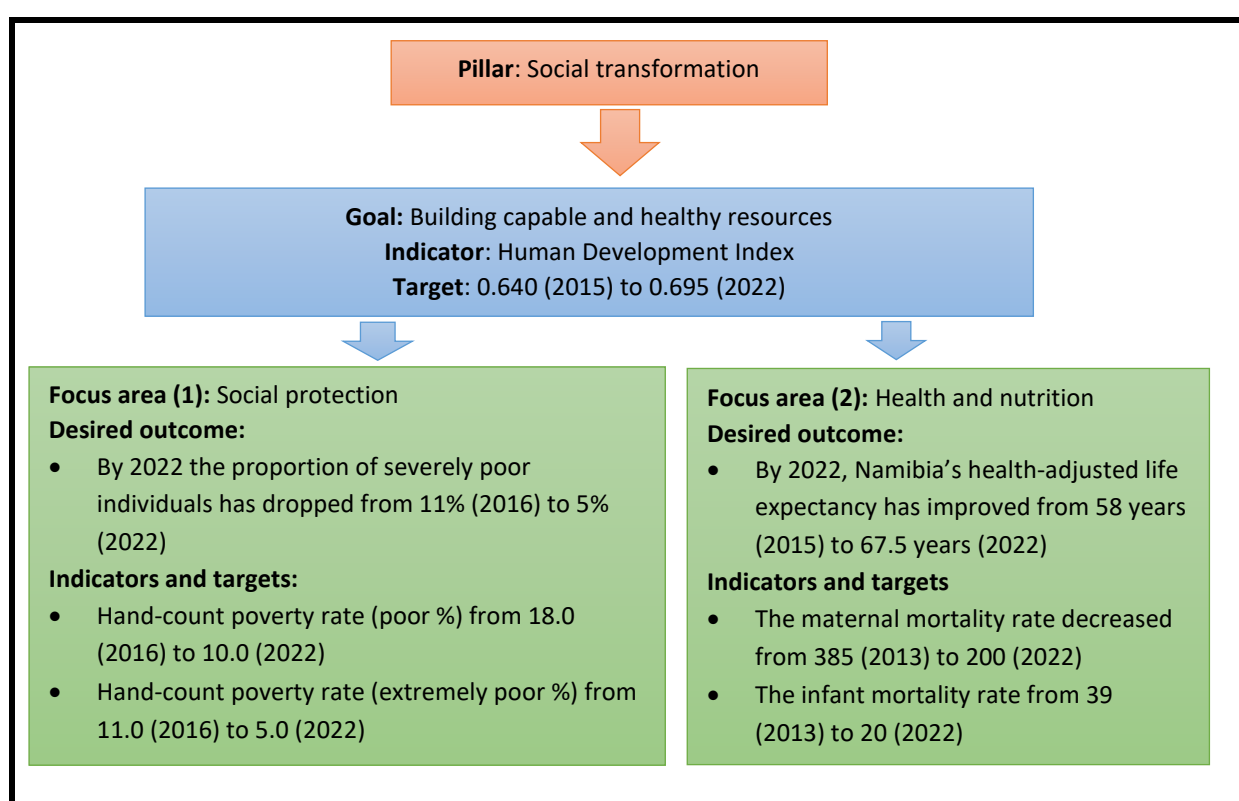


Figure 4.3: National Development Plan results-based framework

The NDP demonstrates outcome-based results, as stipulated in the plan. The CSGs programme is a social protection programme that contributes to reducing poverty. Thus, child poverty rate results are expected to contribute to the overall poverty rate in Namibia.

4.4.2.3 Namibia's Medium-Term Expenditures Framework (MTEF)

The MTEF controls the execution of the budget; and promotes the effectiveness and efficiency of public spending for ministries, offices, and agencies (OMAs). Expenditures are based on budget allocations and objectives of the programmes intended to be achieved. The MTEF instils elements of accountability and performance during the planning process and at the end of the rolling budget term based on budget allocations and outcomes (Ministry of Finance, 2019).

The MTEF tracks performance and results through reporting based on set targets versus budget allocations.

- The current feedback report covers the mandate and the core functions of each OMA;
- Summary assessment of the current situation and recent past performance at output level results;
- Outcome or impact results accrued during the implementation period; and main challenges (Ministry of Finance, 2019).

The reporting section should accompany the upcoming year's proposed budget and performance results. The proposal contains the following information:

- Programme purpose and objectives of OMAs;
- Main activities under each programme of the OMAs;
- Expected outputs and targets; and
- Detailed budget of each programme and activities that need to be undertaken, and allocation of the funding for different votes within OMAs (Ministry of Finance, 2019).

The requested budget allocation depends on the performance of the previous year. If the budget allocated was not used as planned, the amount of the following year's rolling budget is reduced due to poor performance.

Therefore, within the perspective of the CSGs programme, it is essential to account for the budget spent in demonstrating the results of the programme's outcome. Without the outcomes-based results, it is difficult to advocate for increasing the CSG budget without concrete results to support the case. The current challenge is that the reporting provided to

the MOF is on output indicators, as there are no institutionalised M&E mechanisms to measure outcome indicators.

4.4.2.4 Harambee Prosperity Plan (HPP)

The President of the Republic of Namibia, Dr Hage Geingob, initiated the HPP in 2017. The HPP highlights “effective governance”, specifically accountability, transparency, and improved performance and service delivery. Under its “execution, monitoring and reporting” chapter, it is envisaged that the HPP indicators will drive execution on performance (Office of the President, 2017). The HPP singles out the performance agreements of the civil servants at the ministries and agencies level, from top to bottom, delivered from the ministerial strategic and annual plans. It ensures that the nation is pulling in the same direction toward achieving its development by ensuring accountability, transparency, and improved service delivery (Office of the President, 2017). Emphasis is centred on the outcome results of the programme under different pillars in the plan. Figure 4.4 presents examples of expected results at the end of the implementation of HPP under the effective governance pillar (Office of the President, 2017):

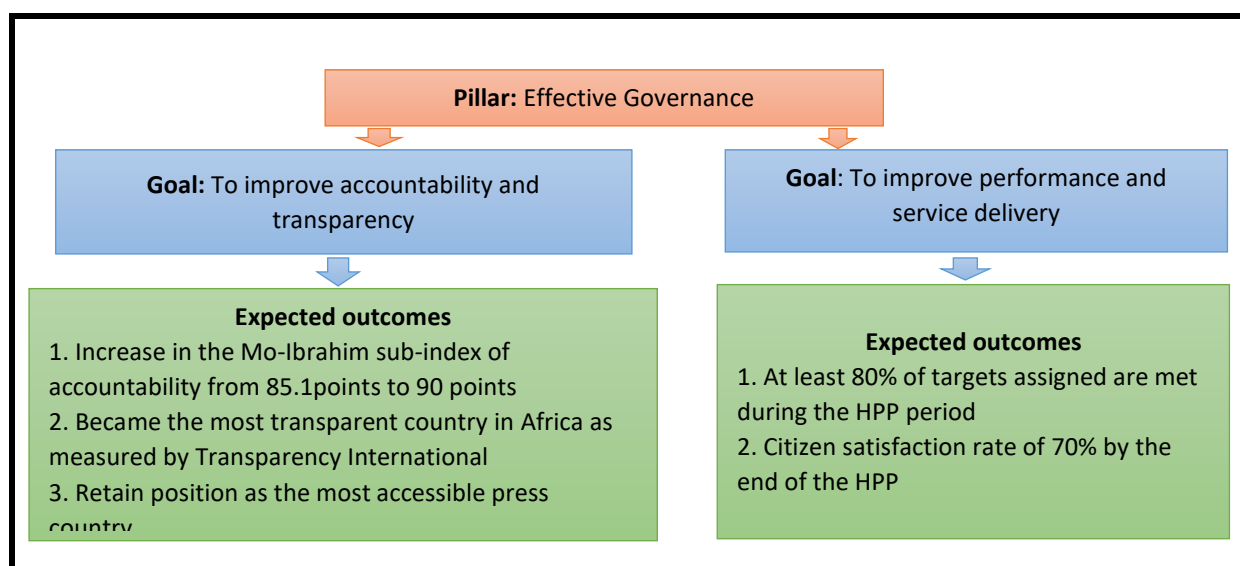


Figure 4.4: Example of Harambee Prosperity Plan results-based framework

The implication is that the CSGs programme should reach its intended beneficiaries to improve service delivery. Further, the CSG should be given to the intended beneficiaries transparently without leaving the intended beneficiaries behind. It will improve service delivery, accountability, and transparency, within the CSGs programme.

4.4.3 General responsibility and accountability frameworks

The known general responsibility and accountability frameworks contributing to the established M&E system in the public sector are the PMS guidelines and the National Monitoring, Evaluation, and Reporting Framework. Their objectives are discussed below.

4.4.3.1 Performance management system guideline

The performance management system provides for the management of the PMS in the public sector; and for the public service to be accountable to the public in terms of delivering efficient and effective services (Office of the Prime Minister, 2011). The PMS is a public service reform management to improve service delivery in public sector institutions. It is also a management method to get government business done efficiently and effectively and a vehicle to improve performance. The objectives of the guidelines are to:

- enforce and support the implementation of the PMS as an integral part of a performance culture in the public service;
- introduce the PMS as a core business performance;
- provide directives on how to manage the PMS within OMAS;

The PMS is a public service reform management to improve service delivery in public sector institutions. It is also a management method to get government business done efficiently and effectively and a vehicle to improve performance.

The PMS is cascaded from national strategies objectives to individual objectives from:

- Vision 2030, which drives Namibia's long-term development strategy;
- NDPs, which define the five-yearly objectives and the intended outcomes responding to the implement Vision 2030;
- Strategic and annual plans, which are aligned with NDPs and the medium-term expenditure frameworks;
- Performance agreements and personal development plans;
- Quarterly reviews and annual assessments (Office of the Prime Minister, 2011).

In the context of the study, the PMS provides individual performance to every staff member in the public sector. It provides the mechanisms to monitor the performance towards achieving the outcome results of the institution. Thus, PMS promotes the culture of M&E of

the performance of specific individuals and the institution as a whole to the system through RBM (Office of the Prime Minister, 2011).

4.4.3.2 National monitoring, evaluation, and reporting framework of 2015 (unpublished)

National monitoring, evaluation, and reporting are intended to guide and coordinate M&E activities within the Namibian OMAs. The framework articulates the role and responsibilities of OMAs in contributing to the inputs, activities, outputs, desired outcomes, and goals of the country's priorities. The framework's specific objectives related to M&E are:

- Provide a context and shared understanding of the critical concepts and terminology to be used in the domain of M&E;
- Articulate the main principles and values underlying the framework and M&E activities in Namibia;
- Describe the importance of M&E plans and development of indicators;
- Describe monitoring processes, mechanisms, and principles;
- Describe evaluation processes types of evaluation and the standards required;
- Specify the reporting requirements and responsibilities of institutions;
- Articulate stakeholders' role in terms of M&E and identify the legal mandate underpinning the roles and responsibilities of some institutions;
- Describe organisational structures and capacity-building interventions that are required for effective management and utilisation of M&E; and
- Describe the importance of having an M&E strategy (National Planning Commission, 2015, p.9-10).

The framework promotes sectoral and thematic evaluation reports; and supports the improvement of the M&E of national outcomes concerning the NDPs at national and regional council levels (National Planning Commission, 2015).

Figure 4.5 shows the proposed results-based monitoring of the National Monitoring, Evaluation, and Reporting (ME&R) Framework (National Planning Commission, 2015, p.31):

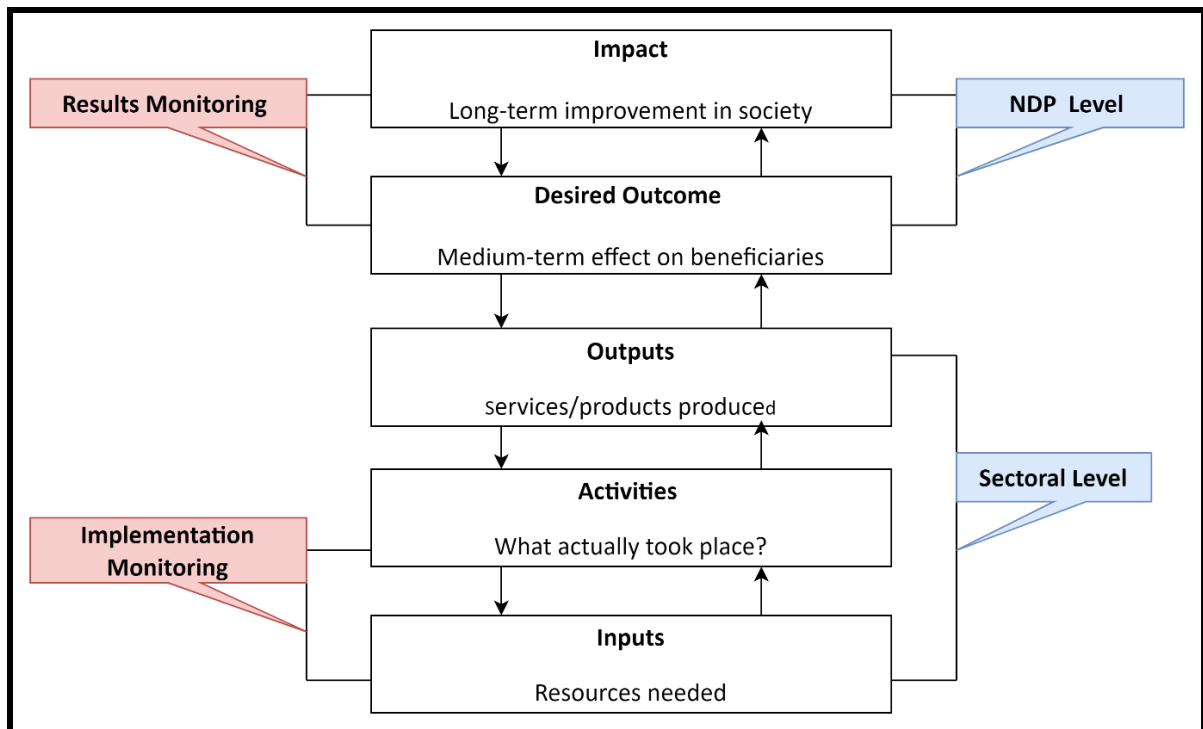


Figure 4.5: National Monitoring, Evaluation, and Reporting Framework

4.4.3.3 Ministerial strategic plan/frameworks

The OMAs' ministerial strategic plans are interconnected with the national goals and objectives attached to specific priorities stipulated in the *country's Vision 2030, NDP, and MTEF*. Different levels of results are reported to various hierarchies of other managerial and constitutional structures. Thus, the M&E system is embedded within the established reporting system based on the results-based framework. The individual contributions are also recognised through their *performance reviews* and *appraisals* that contribute *M&E information* for the ministerial *quarterly and annual reports*.

There have yet to be mechanisms to produce outcomes results so far. However, the performance results are at the output level. Thus, the reporting, performance reviews, and appraisals necessitate establishing the M&E system that will provide reliable, accurate, and timely information to develop the performance and results of interventions.

The following section will discuss the strengths and limitations of existing policy frameworks guiding the establishment of the results-based M&E system in the Namibian public sector from broader perspectives.

4.5 STRENGTHS AND LIMITATIONS OF EXISTING M&E POLICY FRAMEWORKS IN NAMIBIA

The previous chapters discussed characteristics of a sound M&E system, countries with best practices in institutionalising the results-based M&E systems, and various approaches that could be adapted in the Namibian context. Hence, those practices are abridged and authenticated in this section.

Lessons learned include that the institutionalisation of M&E systems is based on legislative frameworks and performance agreements for senior managers at the institutional level. The systems were continuously improved and are now part of policy-making processes. Mexico and Colombia's M&E systems are built on social protection policies and programmes for poverty alleviation. Meanwhile, the systems in countries such as Chile, the United Kingdom, and Canada focus on performance. Those systems support government departments, managers' responsibilities to improve programmes, and sound management practices.

In contrast, some countries' systems, such as Chile, Colombia, Uganda, and United Kingdom, focus on compliance. On the other hand, countries like Australia, Canada, Mexico, and South Africa emphasise the outcomes system. In comparison, the United States of America focuses on compliance and outcomes. It is deemed essential to embrace both cultures of compliance and outcomes to ensure the use of information for policy and programme management, decision-making, and improvement of service delivery. Thus, examples of countries that have introduced or revised their M&E systems to ensure the inclusion of outcome indicators and to use the information for soliciting budgets for new policies and programmes include Canada, Australia, and Uganda.

The best practices of different countries deliberated on in Chapter 3 under Section 4.2 and the characteristics of an M&E system discussed under Section 3.6 form part of the assessment of the strengths and limitations of the Namibian public sector policy frameworks for a results-based M&E system. The discussion was also used as a benchmark while assessing the current M&E system of the CSGs programme.

The strengths and limitations were identified using the rating scores against the characteristics of an effective M&E system and lessons learned from the international M&E

best practices guidelines. To understand and appreciate the assessment of strengths and limitations of the existing RBM&E framework for Namibia, the functional status of each characteristic has several criteria that need to be in place to meet the requirement to be qualified as strong.

The assessment scores were used quantitatively to make the analysed results and discussion simple and clear (as adapted from Rahat and Holvoet, 2016). The scoring system has four-point categories from zero to four. The below structure, Table 4.1, was used to demonstrate how strong or weak the current implementation of RBM&E national policy frameworks is. Hence, Table 4.1 presents the interpretation of the assessment score, adapted from Rahat and Holvoet (2016) and refined based on the characteristics and criteria of an effective M&E system.

Table 4.1: Interpretation of the assessment score

Value	Ordinal Score	Meaning
0	Weak	No one of the requirements is in place of all criteria of an effective M&E system.
1	Partially Satisfactory	Minimum requirements are in place, but no significant efforts are being made to improve.
2	Satisfactory	Up to approximately half of the requirements are in place for the majority of the criteria or can be extreme of weak and excellent criteria. However, both situations need to be improved to achieve an effective M&E system.
3	Good	Approximately two-thirds of the requirements are in place for most criteria, and some improvements can be made. However, the M&E system is currently well-functioning and sustainable.
4	Excellent	All of the requirements are in place for all requirements, and the M&E system is highly functional and sustainable.

Source: Adapted from Rahat and Holvoet, 2016

The following section shows the assessment of the Namibian public sector M&E system frameworks delivered using the characteristics of an M&E system and the set of criteria, as already discussed. Table 4.2 provides the applied scoring, with the reasoning that informed each score following in the discussion after the table. Those scores are based on the checklist of criteria for each characteristic of an effective M&E system. While the following assessment of each characteristic and the criteria requirements scores are based on the author's

assessment through desk reviews, the characteristics of an effective M&E system are elaborated under Chapter 3, Section 3.6 of this study.

Table 4.2 presents the assessment score of the characteristics relating to the appropriate M&E design to ensure the availability of helpful information based on its criteria requirements attached to it as follows:

Table 4.2: Appropriate M&E design to ensure the availability of useful information

Criteria requirements	Score
A comprehensive M&E plan indicating what to evaluate, why, how, and for whom	1
Goals and objectives priority plans informed by M&E information	1
M&E results integrated with planning and budgeting	0
Evaluation policy and guidelines	0
An explicit and consistent approach to reporting and dissemination	1
M&E units at decentralised levels and their linkage to the sector M&E unit	0
Average score	0.5

Source: Author's own (2021)

The characteristics relating to the appropriate M&E design to ensure the availability of helpful information is rated 0.5 and rounded up to 1, implying that “minimum requirements are in place, but no significant efforts are being made to improve” (Boerma, et al., 2007; Rahat and Holvoet, 2016). In terms of a *comprehensive M&E plan*, Namibia has introduced results-based M&E in several constitutional and legislative frameworks, the vision and priorities of the country, and other frameworks related to responsibility and accountability (see section 3.3). However, no comprehensive M&E plan for the public sector is in place to track national development results (CLEAR, 2013).

Nevertheless, it was found that the overall performance of government institutions in planning is good. This is based on the existence of the planning directorates within ministries and the overall sound performance in planning. Those directorates coordinate the formulation, implementation, and reporting against the government plans (National Planning Commission, 2021; Mutumba, 2021).

Furthermore, *the goals and objectives of aspirations and strategic priorities are supposed to be informed by M&E information/data*. It was revealed that the outcome results in national plans, that is, NDP and strategic plans, are not guided by a robust logic model while developing the outcome statements (National Planning Commission, 2021). Furthermore, public institutions do not allocate a budget for evaluations, and the few evaluations being conducted are supported by donors (National Planning Commission, 2021). Namibia must emulate other countries' good practices to ensure that the goals and priorities plans are informed by M&E information. Such M&E information is expected to serve as learning tools to assist in programme improvements and sound PM practices (Lopez-Acevedo, et al., 2010).

Moreover, *the M&E results should be integrated into planning and budgeting*. In Namibia, some monitoring information is used in planning processes, although it does not influence budget decisions (National Planning Commission, 2021). It is a different case to that of Canada, where it is ensured that the value for money is demonstrated and accounted for and that M&E results are considered during the budget allocation (Mackay, 2007; Lazaro, 2015). In terms of *evaluation policy and guidelines*, it is indicated that Namibia does not have a national evaluation that guides evaluations in the country; and there are no evaluation plans within various institutions within the government institutions (National Planning Commission, 2021). However, *explicit and consistent approaches to reporting and dissemination mechanisms* are available to some extent. It was also discovered that no robust M&E and reporting are in place to guide different reporting levels (Mutumba, 2021). While a results-based M&E framework was introduced, it is not standardised and does not provide an adequate performance feedback mechanism at institutional levels (Mutumba, 2021).

Regarding *M&E units at decentralised levels and adequately linked to the sector M&E unit*, evidence shows that most OMAs do not have central M&E units. Only 17% of the OMAs have established central M&E units in Namibia (National Planning Commission, 2021). It is essential to understand that no significant development should be expected without structures that produce results based on how public institutions and businesses are run (Mackay, 2007).

Table 4.3 presents the assessment score of the characteristic of committed leadership that generates and uses M&E information and its criteria requirements.

Table 4.3: Committed leadership to generate and use information

Criteria requirements	Score
A highly placed 'champion' within the sector ministry who advocates the strengthening of the M&E	0
Location of the government-wide M&E system	3
An appropriate institutional structure for coordination and support and overview analyses of data and feedback at the sector level with different stakeholders	2
Incentives at the central and local levels used to stimulate data use	0
Are the users of the M&E information identified, and are their decision-making needs explicitly known	1
Results of M&E used as an instrument for holding the government accountable	0
Average score	1

Source: Author's own (2021)

The characteristic of *committed leadership to generate and use information* is rated 1, implying that minimum requirements are in place, but no significant efforts are being made to improve (Boerma, et al., 2007; Rahat and Holvoet, 2016). One of the components of an effective M&E system is to have a *highly placed champion with the sector ministry* to advocate for strengthening the M&E system. The importance of an influential champion was also supported by Kusek and Rist (2004), Mackay (2007), Lopez-Acevedo, et al. (2010; 2012), United Nations Groups (2012), and Boadu (2019). Namibia is weak overall in championing the M&E system (National Planning Commission, 2021).

The location of the government-wide M&E system is also an essential element that influences the system's functionality. The NPC Act (No. 2 of 2013), clauses (c) and (d), which empowers the NPC to "develop monitoring and evaluation mechanisms," provides an enabling environment for championing the country's M&E system.

The systems in countries with best practices in terms of institutionalising their M&E systems are located under the Office of the Prime Minister (Rabie, 2011). The systems of Australia, Chile, the United States of America, and the United Kingdom, are located in the Ministry of Finances (Rabie, 2011; Lazaro, 2015); while in Colombia, it is under the NPC (Lazaro, 2015; World Bank, 2008). The comprehensive M&E system in Namibia is under the N within the presidency's Office (National Planning Commission, 2021).

An appropriate M&E institutional structure for coordinating, supporting and overseeing analyses of data and feedback at the sector level with different stakeholders. An assessment study on the M&E system in the country confirmed that government institutions do not have an analysis of performance M&E needs, and M&E information is not packaged or designed to suit the needs of different users at different levels of operations (National Planning Commission, 2021). However, the OMAs have planning directorates responsible for planning, implementation, and reporting coordination. Such overall performance is good (National Planning Commission, 2021). There is a call to apply M&E in performance measurement and reporting formats within the government programme cycle to strengthen efficiency, effectiveness, accountability, and transparency within government services (Mutumba, 2021).

Incentives used to stimulate data use: It is noted that “experience with M&E systems shows powerful incentives as important on achieving a high level of utilisation of the information they provide” (Lopez-Acevedo, et al., 2012, p.5).

However, in Namibia, this type of practice does not exist. No robust M&E system produces outcome information that answers the “so what question.” An assessment of the M&E system conducted in Namibia confirmed that the current M&E tools produce output information (National Planning Commission, 2021). Indeed, public service institutions tend to develop few and easy performance indicators which are easily achievable, but without any outcome or impact” (Kimaro, 2018). In a nutshell, the incentives to stimulate data use are non-existent in Namibia.

It is confirmed that in Namibia, there is an inconsistent internal and external demand for M&E information; and that analysis of the M&E information needs of the stakeholders was not undertaken (National Planning Commission, 2021). It is also difficult to confirm that there is a system to identify the users of the M&E information and their decision-making needs. On issues relating to the *use of results of M&E as an instrument for holding the government accountable*, it was noted that such culture is not practised in Namibia. Eighty-three per cent (83%) of the respondents have confirmed that evaluation evidence does not inform decision-making processes (National Planning Commission, 2021). The few evaluations are mostly

donor-driven, while the few government-initiated evaluations occur sporadically and do not form part of any evaluation plan (National Planning Commission, 2021).

Good practices from countries like Chile should be emulated, where evaluation results are strictly required for budget allocation (Mackay, 2007). Such information can also set future performance targets and improve management (World Bank, 2008, Lazaro, 2015). In Namibia, “only limited evaluation results have been used for decision-making purposes; and review of policies in most OMAs is not informed by performance M&E evidence” (National Planning Commission, 2021, p.11).

Table 4.4 illustrates the assessment score of the characteristic related to the attentive management ability to implement and maintain the M&E system based on the criteria requirements.

Table 4.4: Attentive management to implement and maintain the M&E system

Criteria requirements	Score
Availability of budget for M&E activities	0
Establishment of an M&E Unit responsible for M&E activities at the institutional level	1
M&E responsibilities are allocated	1
Staff have the appropriate capacity to implement M&E tasks	0
Results of M&E activities are used for internal purposes	0
Findings shared with policymakers and another grouping of stakeholders in the appropriate format	0
Average score	0.3

Source: Author's own (2021)

The characteristic of *attentive management to implement and maintain the M&E system* is rated 0.3, which, when rounded down, amounts to 0, implying that none of the requirements is in place of all criteria of an effective M&E system (Boerma, et al., 2007; Rahat and Holvoet, 2016).

The M&E systems in Africa are driven by donors (World Bank, 2004; Mackay, 2007; Kanyamuna, 2019). The availability of a budget for M&E activities indicates that most institutions do not have specific budgets for M&E activities, such as recruitment of skilled M&E officials and training opportunities (National Planning Commission, 2021). In some

cases, like the Ministry of Health, where the donors established the M&E system due to the HIV pandemic, such a system does not have sufficient funding to continue M&E activities (CLEAR, 2013). As such, there has not been a strategic and smooth transformational and transitional process from the donors to governments to continuously build and sustain their M&E systems (Kanyamuna, 2019). Thus, it is time for African governments, including Namibia, to prioritise and avail financial means to develop and sustain their M&E systems.

The Health Sector was identified as the most advanced regarding explicit M&E activities, although there are a few challenges. Only five (22%) institutions within the Namibian public sector have clearly defined M&E roles and responsibilities (National Planning Commission, 2021). One of the examples is the Ministry of Health and Social Services, which focuses on addressing the HIV and AIDS pandemic to guide the country's response to HIV/AIDS and measure the effectiveness of the M&E system (CLEAR, 2013). Nevertheless, in other government ministries, M&E activities and M&E technical expertise are minimal (CLEAR, 2013).

The advice is that public service institutions need to have appropriate independent structures coordinating M&E activities at the national level and for those to be cascaded to regional and district levels (Lopez-Acevedo, et al., 2012; De Coning and Rabie cited in Cloete, Rabie and De Coning, 2014; Kimaro, Fourie and Tshiyoyo, 2018). Those structures should have officials with clear reporting lines and expectations for each staff member who is part of the M&E structure.

Regarding *staff with the appropriate capacity to implement M&E tasks*, four (17%) of the OMAs have established central M&E units in the country. However, most government institutions lack the internal capacity to implement M&E activities (National Planning Commission, 2021). The Namibian situation confirms a high demand for skilled professionals in M&E (Görgens and Kusek, 2009, p.6), especially in evaluation compared to monitoring (Kimaro, 2018). Along the same line, it indicates that there are only two OMAs with skilled evaluators, while opportunities for peer-to-peer learning and knowledge sharing are non-existent (National Planning Commission, 2021).

Results of M&E activities for internal purposes use. From other perspectives, it is observed that M&E resources have constantly been devoted to the monitoring function with little

attention to the evaluation function (Bamberger 2000 in Kanyamuna, 2013). In the case of Namibia, evaluation was found to be the weakest area in the country's national M&E system, and most government institutions are not reliant on M&E information for decision-making; because of the limited understanding of the meaning, purpose, and methodology for conducting evaluations (National Planning Commission, 2021). Most evaluations commissioned by the OMAs are donor-funded and donor-driven (National Planning Commission, 2021) for their use.

In terms of *findings shared with policymakers and other groupings of stakeholders*, it was revealed that most M&E reports are not readily available, as they are not uploaded to websites for public use. It was also found that the demand for performance information from external stakeholders is high, despite the unavailability of such information (National Planning Commission, 2021). Therefore, integrating the M&E system with planning and M&E frameworks is essential. It facilitates the harmonisation, coordination, and use of performance information (Kimaro, 2018).

Indeed, strategies to strengthen the availability and use of quality information should be maintained at all levels of operations, from the top down, including any other organisations that would like to use information. Table 4.5 shows the assessment score of the characteristic of the capacity and motivation of the staff members needed to operate the M&E, including the criteria requirements.

Table 4.5: Capacitated and motivated staff members to operate the M&E system

Criteria requirements	Score
Capacitated and motivated staff members to operate M&E system	0
The present capacity of the M&E unit at the central sector, sub-sector, and decentralised levels	1
Plans for remediation, including training and appropriate salaries	0
Academic institutions have the capacity to carry out evaluation research and run professional courses on evaluation	1
Average score	0.5

Source: Author's own (2021)

The characteristic of *capacitated and motivated staff members to operate the M&E system* is rated 0, implying that none of the requirements is in place of all criteria of an effective M&E system (Boerma, et al., 2007; Rahat and Holvoet, 2016).

In terms of the *human resource capacity plan for M&E*, no public institution has implemented a plan to develop M&E capacity in the M&E in Namibia (National Planning Commission, 2021). According to Görgens and Kusek (2009, p.6), “there is a high demand for skilled professionals in M&E,” and more so in evaluation than monitoring. Hence, capacity development is vital to establishing more comprehensive initiatives for good governance and effective utilisation of public resources (Basheka and Byamugisha, 2015).

Regarding the *present capacity of the M&E Unit at the central sector, sub-sector, and decentralised levels*, the assessment has shown a lack of skilled M&E officials in most public institutions coupled with a weak M&E system. Those factors severely hamper public sector reform and performance, including regional councils and local authorities (National Planning Commission, 2021). However, some institutions have M&E units, including a few regional councils, although those units might not be effective. In addition, there are currently no academic institutions offering professional courses in M&E.

However, strategies are underway to develop a local M&E training programme to train M&E officers in the country (National Planning Commission, 2021). “There is an opportunity for Government to influence and form a partnership with local higher learning institutions and Namibia Institute of Public Management to offer M&E courses” (National Planning Commission, 2021, p.14). Nevertheless, there are no envisaged structures for M&E units at the institutional level in most OMAs. Furthermore, there are academic institutions with the capacity to carry out research. However, they still have limited ability to evaluate and run a professional course.

Table 4.6 presents the assessment score of the characteristic of participation in the M&E system and its criteria requirements scores.

Table 4.6: Participation in the M&E system

Criteria requirements	Score
Parliament adequately recognised, and alignment with parliamentary control and overview procedures, including its participation in joint sector reviews or established working groups	1
Civil society participation in joint sector reviews and working groups	0
Donors' recognition and transparent procedures for their participation, including participation in joint reviews and working groups	0
Efforts are being made to coordinate with donor M&E mechanisms for projects and vertical funds in the sector	0
Functioning high-level M&E committee that provides political oversight	0
Coordination unit to support the various committees	1
Average score	0.2

Source: Author's own (2021)

Participation in M&E system characteristics is rated 0.2, which approximates 0, implying that none of the requirements is in place of all criteria of an effective M&E system (Boerma, et al., 2007; Rahat and Holvoet, 2016). Different committees are established at the parliament level, and various tasks are allocated to monitor service provisions within the public sector. However, the methodologies used to carry out the tasks are not established; and the efficiency and effectiveness of those services are determined. Further, it is not known whether those committees use results-based information to perform their duties.

Regarding *civil society participation*, the national M&E framework was developed. The framework proposes the national M&E steering committee, whose responsibility is to ensure the country's successful implementation of M&E activities. The steering committee consists of the NPC; the Namibia Statistics Agency (NSA); the OPM, the PSC; the Ministry of Urban and Rural Development; the MOF; the Namibia Institute of Administration and Management (NIPAM), and the OAG (National Planning Commission, 2015).

It was demonstrated that the participation of public and non-public sector stakeholders improves the accuracy and usefulness of information (O'Sullivan, 2004). Thus, it was noticed that the frameworks have shortcomings related to the non-inclusion of representatives from donors, CSOs, private sectors, or parliamentarians.

Donors' recognition and clear participation procedures include participation in joint reviews and working groups. This is about coordination and oversight-related functions. Hence it is critical to have an appropriate institutionalised structure for coordination, support, oversight, data analyses, and feedback at different levels and to have a stakeholders analysis plan that includes their information needs (Kanyamuna, 2019). In the Namibian context, apart from a few donor-funded programmes, M&E is not integrated into most government-funded implementation programmes. Thus, donors create parallel M&E systems with their funding to cater to their reporting needs.

Regarding coordination units to support the various committees, the NPC is pivotal in coordinating national development planning and implementation, which entails tracking progress and government performance to ensure the achievement of planned outcomes (Kanyamuna, 2019). It also coordinates the efforts in the country to build and sustain the country's M&E system and mobilises financial resources for the functioning of the M&E system at the country level. However, the institution is highly understaffed, hampering its effective execution of planned M&E mechanisms (National Planning Commission, 2021).

Below, Table 4.7 shows a summarised assessment of the Namibian RBM&E policy frameworks based on the average score of the five characteristics of an effective M&E system.

Table 4.7: Summary of the average score assessment of the Namibian RBM&E policy frameworks

Characteristics	Average Score
1. Appropriate M&E design to ensure the availability of helpful information	0.5
2. Committed leadership to generating and use of information	1
3. Attentive management to implement and maintain the M&E system	0.3
4. Capacitated and motivated staff members to operate the M&E system	0.5
5. Participation in the M&E system	0.2

Source: Author's own (2021)

The average score of the assessment of the Namibian RBM&E policy frameworks is estimated to be 12.5%. The results show that the M&E system is weak; it is an observation consistent with other studies' findings (World Bank, 2007; OECD DAC, 2011). Hence, more efforts for the Namibian public sector to institutionalise and sustain the RBM&E system based on the policy frameworks guiding the implementation of RBM&E in Namibia.

Although many loopholes need to be closed to institutionalise the results-based M&E system in the country, the good news is that the NPC has currently taken the tasks to strengthen the M&E system, complementing ongoing activities meant to strengthen the M&E system, which the European Union supports. One of the activities is assessing the just completed situational analysis of M&E systems in Namibia. The assessment findings show an opportunity to promote M&E capacity development through existing and potential partnerships with multilateral bodies. Government can leverage local educational institutions, such as the University of Namibia and the Namibia Institute of Public Administration and Management, by collaborating on M&E course offerings. There is a willingness from stakeholders to be trained in M&E. Reviewing and implementing the revised PMS can pave the way for introducing M&E structures and tools in the public sector. The findings from the assessment of situational analysis of the M&E system in the country present an opportunity for devising and implementing evidence-based improvement strategies. The following section reflects on the Namibian context's policy framework for RBM&E systems.

4.5.1 Reflection on policy frameworks for results-based M&E systems in Namibia

Looking at different policy frameworks discussed in this section, Namibia has covered some ground in institutionalising outcome-based results. There are good policies and legislations in place that instil results-based outcomes. The frameworks are embedded in a structured format and sequence that show how they complement each other towards achieving the desired results of the country through different arrangements of the established M&E structures and systems within the public sector.

Results-based M&E is a mechanism to produce results-based information to improve service delivery, informed decision-making, transparency, and accountability. There has been an entire paradigm shift in public sector management calling for public sector reform towards increased responsibility and attaining development results through different national guidelines and frameworks promoting results-based information. Namibia introduced PMS in 2011; the system is not mainstream in all OMA, and the M&E reporting format does not consider outcome information but outputs.

The National Monitoring, Evaluation, and Reporting Framework was developed in 2015. It proposes a workable system to produce results-based information. However, the authority

has not endorsed the framework to date, nor has it been published or implemented. However, two parallel studies were undertaken in the country by the Namibian Government, i.e., *Enhancing the Performance Management System of the Government of Namibia*, 2021; and the *Situation Analysis of the Monitoring and Evaluation Systems in Namibia*, 2021. This indicates that the government is committed to improving PM and results-based M&E systems.

Considering the weaknesses related to implementing the RBM&E policy frameworks for Namibia, there is a need to conduct a thorough analysis to understand the factors contributing to those policy frameworks' weak performance. Furthermore, prioritising capacity building and availability of resources for M&E functions within the government structure would implement these policy frameworks, coupled with promoting a learning culture and innovation using results-based decisions.

4.6 CONCLUSION

Chapter three concluded from an academic perspective, how and what is required for an effective RBM&E system. The themes identified in Chapter 3 informed the basis for a first descriptive analysis of international and Namibian policy frameworks for M&E and the subsequent critical analysis of the Namibian frameworks in guiding practice by various public organisations. From a global perspective, there are good examples of countries in Latin America and elsewhere that have embarked on institutionalising and increasing the sustainability of their M&E systems to improve their public service delivery. These RBM&E systems are instituted based on countries' legislative and policy frameworks, financial systems, and government outcomes-based perspectives.

Although those international M&E systems are considered best practices, they are not one-size-fits-all, and every country has unique institutional arrangements, features, and contextual considerations. Furthermore, it is established that the development and sustainability of M&E systems is a process rather than a once and for all intervention. Additionally, the involvement of influential leaders, senior managers, and all key stakeholders, including private, non-governmental organisations and donors, is critical to contributing to the effectiveness of the country's M&E system.

Therefore, M&E systems are essential all over the world. To have a well-functioning system, there is a need to ensure the availability of helpful information; committed leadership to generate and use information; attentive management to implement and maintain the M&E system; capacitated and motivated staff members to operate the M&E system as described under section 3.5 of chapter tree.

It is crucial to determine the efficiency and effectiveness of the CSGs programme towards reducing poverty and improving the well-being of children in Namibia. In the Namibian context, underpinning work for results-based M&E is rooted in the various policy frameworks linked to the government's developmental outcomes, intending to demonstrate the worth of public policies and programmes. The Namibian policy frameworks emphasise the efficiency and effectiveness of public expenditure that translate into improving PM and service delivery, transparency and accountability, and to what extent the desired results would be measured and confirmed. Hence, the Government of Namibia is committed to reforming and improving service delivery within the public sector. The same principles would be embedded in developing the results-based M&E system of the CSGs as one of the public programmes benefiting eligible children and their families as one of the interventions to reduce poverty.

This chapter also assessed the strengths and limitations of Namibia's existing M&E policy frameworks. The assessment demonstrated how Namibia had implemented results-based performance through its policy frameworks. The findings showed that although the policy frameworks are in place, there is little effort put into the implementation of the said frameworks. There is no adequate M&E system to support the production of quality information for decision-making processes in various levels of OMAs. In addition, there is no budget allocation for M&E activities; neither are there M&E units and staff structures dedicated to M&E in most government institutions, and M&E committees to coordinate M&E efforts in the country. Thus, Namibia needs to identify a powerful champion to advocate for establishing and sustaining an effective M&E system. Such an effective system requires an adequate budget for M&E infrastructure, establishing M&E units, staff structure, M&E capacity building, and coordination with academic and private organisations regarding M&E interventions.

The overall assessment of policy frameworks for the Namibian RBM&E system was predominantly weak. Nevertheless, some positive aspects are identified, such as the government-wide M&E system, appropriated institutional structure for coordination, and support and overview analysis of data, including feedback at the sectoral level. However, the implementation status of the various policy frameworks related to RBM&E remains unsatisfactory, and therefore more work is needed to improve and sustain the implementation of the RBM&E policy frameworks.

The findings demonstrated the inability to produce outcome information due to a lack of human resources and capacity to deliver outcomes; a lack of the budget to ensure an effective M&E system; an inability to use results for budgeting, planning, decision-making, and decision-making and future programme improvement. Thus, the study intends to use the results obtained for the Namibian M&E policy frameworks to recommend how a robust M&E system producing results should be developed and sustained.

The following chapter (Chapter 5) discusses the available practices for tracking the cash transfer programmes' results that apply to CSGs, including their objectives, delivery mechanisms, and intended outcomes.

CHAPTER 5: MEASURING CASH TRANSFER PROGRAMMES IN THE CONTEXT OF CHILD WELFARE

5.1 INTRODUCTION

Chapter 5 focuses on measuring cash transfer programmes in the context of child welfare. It describes the CSG's objectives, delivery mechanisms, and intended outcomes. The chapter covers the description of the cash transfer programmes in the context of child welfare. It discusses the purpose of the CSGs programme. The chapter further provides the mechanisms of measuring and monitoring cash transfers outcomes in the context of child well-being, child poverty, and child rights notion with a specific focus on readiness and sustainability of the system, cash transfer outcomes and related indicators, M&E instruments, as well as reporting and use of the information pertaining the programme. Information in this chapter was used as a reference point to develop the proposed Theory of Change and Logic Model of the CSG programme under Chapter 8 of this study.

5.2 CASH TRANSFER PROGRAMMES IN THE CONTEXT OF CHILD WELFARE

Cash transfer is one of the social protection interventions aimed at targeting beneficiaries in terms of poverty alleviation and other well-being aspects (Nyamukapa, 2016). Cash transfer is described as "regular non-contributory payment, in cash or in kind (e.g., food or vouchers), made by government or non-government organisations (NGOs) to individuals or households, to decrease chronic or shock due to poverty; and addressing social risk and reducing economic vulnerability" (Samson, Van Niekerk and Mac, 2010, p.3; Devereux, et al., 2017, p.167). Cash transfers are payments from formal institutions such as governmental, international, or non-governmental organisations to select recipients to meet their minimum consumption needs (Pega, et al., 2014).

The cash transfers comprise different approaches based on developmental objectives; design and implementation choices; and financing options (DFID and UK Aid, 2011; Sellars, 2021). Hence, a suitable design will be subject to a specific country's context and political and economic constraints (DFID and UK Aid, 2011). Cash transfers often target households with particular population groups that are considered vulnerable, including older people, persons with disabilities, and children (DFID and UK Aid, 2011). The transfers can be unconditional or

conditional on households and meant to actively fulfil human development responsibilities such as education, health, and nutrition or dependent on recipients providing labour in compliance with a work requirement (Samson, Van Niekerk and Mac, 2006, 2010). The transfers can be universal or can specifically target vulnerable or poor groups (Samson, Van Niekerk and Mac, 2006, 2010).

For this study, the term unconditional cash transfers will be used. Total cash transfers focus on some eligibility and enrolment criteria like poverty or vulnerability-related criteria (UNICEF, 2016). They are classified as non-contributory schemes such as old age pensions, family allowances, CSGs, other social transfer programmes, and other welfare grants, including social pensions and disability and family allowances. The idea behind implementing unconditional cash transfers is that the beneficiaries are deemed to make the right choice in using the money (Sellars, 2021). Such uses are often in their best interests, such as improving their livelihoods, health, and education. Thus, participation in unconditional cash transfer programmes does not impose any behaviour choice or outcomes.

However, there are concerns that the unconditional programmes' beneficiaries do not use the money for the intended purpose but instead, spending the cash carelessly (Sellars, 2021). A further criticism is that cash transfer programmes promote laziness and dependency (Sellars, 2021). Nevertheless, much evidence has demonstrated the productive use of cash transfers. These include using the money for nutrition, education, health, and productive assets (Garcia and Moore, 2012; Beegle, Honorati and Monsalve, 2018; Sellars, 2021). Although unconditional cash transfers do not impose any behaviour change, some eligibilities are determined based on the objectives of such programmes to qualify for a particular unconditional cash transfer. These total cash transfer programmes are expected to address specific problems (Nyamukapa, 2016).

On the contrary, conditional cash transfers are based on promoting behaviour change through cash-based incentives and enforcing compliance (Sellars, 2021). They are provided through education or health services and in kind transfers such as school feeding programmes, food stamps, or vouchers for needed commodities (Pega, et al., 2014; Devereux, et al., 2017; Sellars, 2021). Such conditions or behaviour are determined based on a programme's objectives and intended outcomes. Further, such situations should have

mechanisms to monitor and evaluate their implementation. In most cases, those programmes have goals related to the promotion of health and education of children (Fiszbein, Ringold and Srinivasan, 2011; Garcia and Moore, 2012; Sellars, 2021). However, Pellerano and Barca (2017) stress that although cash transfer programmes are geared toward tackling poverty, conditional cash transfers might not be the best option to tackle the prevalent poverty.

Besides the design of cash transfer programmes, the conditionality factor plays a critical role in enforcing behaviour by monitoring the participants enrolled in the programme (Sellars, 2021). The monitoring process defines the effect of compliance and non-compliance on the participants. Thus, non-compliance might result in punishments such as temporary suspension or exclusion from the programme (Garcia and Moore, 2012). Another challenge is monitoring compliance; there is a need to have a sufficient budget covering the monitoring component. Without dedicated funding for monitoring purposes, enforcing compliance on the beneficiaries will make it difficult (Garcia and Moore, 2012; Pellerano and Barca, 2017; Sellars, 2021). Conditional support is complex as it requires valid and reliable data, administrative and human capacity, and coordination mechanisms within and outside the programme (UNICEF, 2016).

Therefore, conditional cash transfer programmes are mainly used to enforce strategies where families and their children require a pre-condition to participate (Hoddinott and Bassett, 2009; UNICEF, 2016). For example, in Brazil, the conditions are fundamentally viewed as encouraging beneficiaries to take up and exercise their right to free education and free health care. As a result, non-compliance manifests as an obstacle the family cannot overcome to access the service rather than an unwillingness to comply (UNICEF, 2016).

Those cash transfers approaches have different purposes and time frames. Some might be considered as once-off disbursements, while others are provided within a specific time, and yet still others are provided based on the programme's eligibility for a longer time (Nyamukapa, 2016). Thus, the following section discusses the purpose of the child-related cash transfer, bearing in mind that the CSGs programme that forms the basis of this study.

5.3 PURPOSE OF THE CHILD SUPPORT GRANT/CASH TRANSFERS

States introduce social grants to target the communities' poorest and most vulnerable people. The child support grant (CSG) is one of the cash transfer programmes under the social protection interventions aimed at reducing poverty, specifically child poverty (Wright, et al., 2016). The CSGs are financial assistance provided through grant transfers, a vital component of a national safety net that seeks to prevent those in need from falling further into poverty and deprivation (Wright, et al., 2016).

The CSGs benefits orphans and other vulnerable children through their primary caregivers, who might also be classified as poor (Ministry of Gender Equality and Child Welfare and National Planning Commission, 2012). However, the support does not replace other sources of income in the family but supplements poor households' incomes (Patel, Knijn and Wel, 2015). Hence, beneficiaries and service providers are responsible for ensuring the programme's positive outcomes for children (UNICEF, 2016).

The purpose of the CSGs is to ensure that parents and caregivers of children living in poverty or possessing other vulnerabilities can access income to meet their children's basic needs (Dinbabo, 2011). In other words, the programme is designed to increase access to children's critical services, i.e., health, education, and nutrition. In addition, it supports realising the human rights of children and their families (UNICEF, 2016; Kgawane-Swathe, 2017).

The children have the right to basic nutrition, shelter, basic healthcare services, and social services; the right to protection from abuse and neglect; and the right to family or parental care, or appropriate alternative care (United Nations, 1989; Delany, Grinspun and Nyokangi, 2016, p.25). Its purpose is to assist lower-income households with their children's basic needs (Waidler and Devereux, 2019). Hence, CSGs create potential economic benefits that increase beneficiaries' ability to cope with potential risks and insecurities and lessen recipients' exposure to shocks (Neves, et al., 2009 cited in Matuku, 2015).

The CSGs programme alleviates child poverty by ensuring that the poorest children in society can access resources (Matuku, 2015), realise their rights in terms of social assistance, and improve access to food, education, and other primary resources critical needs (Hall, 2012). Social protection programmes such as CSGs are crucial for children considering their higher

levels of vulnerability compared to adults. Social protection is essential in ensuring adequate nutrition and access to and utilisation of social services (Sanfilippo, De Neubourg and Martorano, 2012). Hence, those social programmes for children should be child-sensitive. Based on different approaches, different types of grants are designed for various purposes, with varying requirements for eligibility (Children's Institute, 2016). For instance, in South Africa, there are three types of social grants specifically targeting children (Children's Institute, 2016):

- CSG, which is an income that supports caregivers living in poverty with children;
- Care Dependency Grant that supports caregivers with children who are physically or mentally disabled and require permanent care or support services. A medical assessment report is required to access this type of grant;
- Foster Child Grant supports foster care parents legally appointed by the children's court to care for a child. A court order is needed for such foster parents to apply for a foster child grant.

Indeed, the CSGs programme has proven to be one of the interventions to reduce poverty and vulnerabilities among children and their families. It should be supported primarily by the government as a constitutional obligation. Therefore, this type of social protection intervention meets the critical needs of children by responding to children's multiple physiological and biological requirements (Fiszbein and Schady, 2009). Hence, cash transfer programmes have been conceptualised in terms of their purpose and objectives, focus areas, and the type of social protection instruments. Table 5.1 summarises the dimensions of different approaches to social protection and the role of transfers. In summary, the cash transfer programmes are building into broader social protection interventions (Samson, Van Niekerk and Mac, 2010). Table 5.1 presents the dimensions of different approaches to social protection and the role of transfers:

Table 5.1: Dimensions of different approaches to social protection and the role of transfers

Transformative social protection	Social risk management	Role of social transfers
Protection	Risk coping	Social transfers are a form of assistance of income at households, empowering them to alleviate the severe consequences of poverty. Moreover, these transfers play a

		vital role in safeguarding families by providing temporary support and enabling them to navigate through periods of financial hardship. In addition to cash income, social transfers may encompass initiatives such as short-term public works projects or temporary aid programmes.
Preventative	Risk management	Social transfers play a crucial role in preventing households from being severely affected by poverty shocks, thus reducing the negative outcomes they experience. Targeted programmes within social transfers often incorporate various elements of risk insurance, which prevent households from further sinking into poverty.
Promotive or transformative	Risk reduction	Social transfers enhance the economic capabilities of households, potentially empowering workers to engage in negotiations for higher wages. These transfers provide support for the accumulation of assets, with a particular focus on developing human capital. Public work programmes contribute to the creation of productive infrastructure. Moreover, transfer programmes have macroeconomic stabilising effects that help alleviation of the severity of poverty shocks.

Source: Samson, Van Niekerk and Mac, 2010, p.5

The preventative, protective, promotional, and transformational cash transfer programmes within the social protection agenda should be implemented based on policy frameworks to protect children and their families. Indeed, there has been a call that while implementing social protection programmes focusing on children and their families, it is equally essential to consider child-sensitive social protection interventions in terms of policies and programmes (Roelen and Sabates-Wheeler, 2012). It is also known that children are the most valuable resource of any society as much as they are also the future drivers of prosperity, harmony, and creativity (International Policy Center for Inclusive Growth, 2018).

Cash transfer programmes were identified among the strategies that reduce poverty under social protection and ultimately improve the child's well-being (Patel, et al., 2016). Within children's well-being, cash transfer programmes are generally regarded as interventions supporting families to provide better quality care for children (Roelen, 2016; Delany, Grinspun and Nyokangi, 2016). Through cash transfers, families can access children's critical services, generate capital needs for families and their children, and break up the generational cycle of poverty.

Evidence suggests that social protection programmes have impacted children, specifically health, nutrition, and education outcomes (Barrientos, et al., 2014). Cash transfers, including

CSGs programme, are increasingly essential for assisting vulnerable children globally (Zwane, 2014; Devereux, et al., 2013). The nexus between cash transfers, caring services, and family support to enhance child well-being is receiving increasing attention in some African countries (Cluver, et al., 2016; Roelen, Delap, Jones, and Karki Chettri, 2017). The following section provides an overall view of how cash transfer programmes' intended outcomes are measured, monitored, and reported.

5.4 MEASURING, MONITORING, AND REPORTING OF CASH TRANSFERS OUTCOMES

It is essential to have mechanisms for measuring, monitoring, and reporting cash transfer outcomes to ensure accountability and transparency, improve the programme, promote learning, and plan for relevant evaluations. These mechanisms require a robust M&E system with accurate and reliable data collection instruments, appropriate data analysis, and clear and concise reporting of intended results. Thus, the following section describes the readiness and sustainability of the M&E system; related intended outcomes in the context of child-sensitive social protection; indicators, and associated measurements; including reporting and use of information.

5.4.1 Readiness and sustainability

A readiness assessment is essential to building any M&E system. The focus here is to understand the current situation or status of the M&E system arrangement focusing on existing capacity, the processes of tracking results, as well as the existing reporting and use of information practices. The readiness assessment is an analytical framework on which the holistic status of an M&E system's overall capacity and improvement strategies are planned and implemented (World Bank, 2012; Kanyamuna, 2019).

The M&E study framework should focus on who has benefited and who has not, including the results-based measurements of the knowledge, behaviour, situation, or condition that has changed due to the CSG programme (Rubio, 2012). In addition, sustainability should focus on institutional capacity, legislative frameworks, and the social, economic, and political environments supporting the desired system (Kusek and Rist, 2004; Görgens and Kusek, 2009; Kanyamuna, 2019). In developing a results-based M&E system for the CSGs, it is essential to look at the sustainability components based on international best practices and established characteristics of an effective M&E system. Having a status on the readiness and sustainability

results-based M&E system of the CSGs programme. The next step would be identifying outcomes and related indicators that will be institutionalised to measure the performance and effectiveness of the programme.

5.4.2 Cash transfer outcomes and indicators

Monitoring for outcomes includes specifying intended results by ensuring that processes align with resources and that continuous M&E and feedback mechanisms to improve performance are in place. The results should be delivered from the policy or programme-level strategic priorities. Therefore, reflecting and understanding “how effective the M&E system for cash transfer programmes addresses key outcomes related to children’s survival, education, and protection measures” is essential. It is suggested that “a formal and explicit articulation of the assumptions that underpin the rationale and design of a programme or intervention is needed to explain why it is reasonable to expect the programme to achieve change for service users” (Ghate, 2018, p.3).

Cash transfers provide poor households with supplementary income to invest in their children’s future (Mishra, 2017). The idea is to help families meet their children’s basic, human capital, and critical needs and break up the generational cycle of poverty (Rubio, 2012; Mishra, 2017). Within the context of children’s well-being, cash transfers improve nutrition in the sense that the programme enables families to purchase more and better quality food, which contributes to improved nutrition and better health outcomes for children (Samson, Van Niekerk and Mac, 2010; Rubio, 2012; Ben-Arieh, et al., 2014; Byegon, Kabubo-Mariara and Wambugu, 2021). Cash transfers enable families to pay for healthcare expenses, which can improve children’s health outcomes (Samson, Van Niekerk and Mac, 2010; Rubio, 2012; Ben-Arieh, et al., 2014). The programme provides a financial incentive for families to send their children to school, increasing school attendance and reducing child labour (Byegon, Kabubo-Mariara and Wambugu, 2021).

Furthermore, it is recognised that cash transfer programmes can contribute to reducing child poverty by providing additional income to households and improving the overall well-being of children (Carraro and Ferrone, 2023). In some instances, cash transfer programmes were linked to children’s outcomes relating to water and sanitation, protection from violent exploitation, shelter, and a fair chance at life (Harvey and Pavanello, 2018). Table 5.2 presents

domains and outcomes for child well-being that could be the outcomes of the cash transfers programmes:

Table 5.2: Domains and outcomes for the child's well-being

Domains	Outcomes
Nutrition	Wasting
	Stunting
	Underweight
Health	Immunisation coverage
	Under-five mortality rate
Education	Attendance to early childhood development
	School readiness
	Net intake rate in primary education
	Net attendance ratio
	Gross intake
	Completion rate
	Grade transition rate
	Use of improved drinking water sources
Water and sanitation	Use of basic drinking water services
	Availability of drinking water
	Handwashing facility with water and soap
	Use of improved sanitation facilities
	Birth registration
Protected from violence and exploitation	Violent discipline
	Child labour
	Child marriage
	Main material of the floor and roof
Shelter	
Equitable chance in life	Coverage by social cash transfers
	Health insurance coverage

Source: Adapted from Samson, Van Niekerk and Mac, 2010; Rubio, 2012; Ben-Arieh, et al., 2014; Harvey and Pavanello, 2018; Byegon, Kabubo-Mariara and Wambugu, 2021; Carraro and Ferrone, 2023

Furthermore, scholarly views suggest that child rights and child well-being dimensions can be used to measure the outcomes of the CSGs at the child level (Bastagli, et al., 2016), as illustrated in Table 5.3:

Table 5.3: Child well-being categories and dimensions

Survival	Development	Protection	Participation
a) Food	a) Education	a) Exploitation and child labour	a) Birth registration
b) Water	b) Leisure	b) Other forms of exploitation	b) Nationality
c) Healthcare	c) Cultural activities	c) Violence at school	c) Information
d) Shelter and housing	d) Information	d) Social security	d) Freedom of expression: Views, opinions, being heard, and freedom of association

Source: United Nations, 1989; Sanfilippo, De Neubourg and Martorano, 2012

A further study measured the outcomes or impacts of the cash transfers using the following six categories: monetary poverty, education, health and nutrition, savings, investment and production, and employment and empowerment (Bastagli, et al., 2016).

Table 5.4 presents social protection outcomes on poverty, health, education, expenditure, income, inequality, food security, and food expenditure.

Table 5.4: Outcome domains and indicators as measures of social protection programmes

Domains	Indicators
Poverty	<ul style="list-style-type: none"> • Poverty headcount index • Poverty gap index • Poverty severity index
Education	<ul style="list-style-type: none"> • Educational performance • Completion rate
Expenditure	<ul style="list-style-type: none"> • Household spending • Household consumption as a proxy for spending
Income	<ul style="list-style-type: none"> • Household or individual earnings or income
Food security	<ul style="list-style-type: none"> • Calorie consumption • Number of meals per day
Food expenditure	<ul style="list-style-type: none"> • Total spending on food • The proportion of total household spending

Source: Devereux, et al. (2013, p.17)

These indicators have shared characteristics, and they are all positive outcomes towards improving the well-being of children in terms of child poverty reduction associated with health, education, and nutrition outcomes. The following Table 5.5 also presents some of the child well-being outcomes and related indicators that could be adapted and used in the context of cash transfers targeting children:

Table 5.5: Child well-being domains, outcomes, and indicators

Domains	Outcomes	Indicators
Poverty	Child poverty reduced	Poverty rate
Health	Health status improved	Under-five mortality rate Vaccine-preventative childhood diseases incidence rate
Nutrition	Nutritional status improved	Stunting prevalence Underweight prevalence
Education	Educational status improved	Primary education completion rate Secondary education completion rate
Water and Sanitation	Drinking water sources improved Sanitation facilities	% of household members using improved sources of drinking water % of household members using improved sanitation facilities
Protection from exploitation and violence	Civil registration enhanced Child labour reduced	% of births registered within 12 months after birth Number of child labour cases reported in the past 12 months
Shelter	Main material of the floor and roof	% of children living in houses with the floor of earth, sand, dung % of children living in houses with a roof of thatch, palm leaf

Source: Adapted from Samson, Van Niekerk and Mac, 2010; Rubio, 2012; Ben-Arieh, et al., 2014; Transform, 2017; UNICEF, 2017

Figure 5.1 depicts the Theory of Change for social cash transfers at the household and individual levels (UNICEF, 2015)

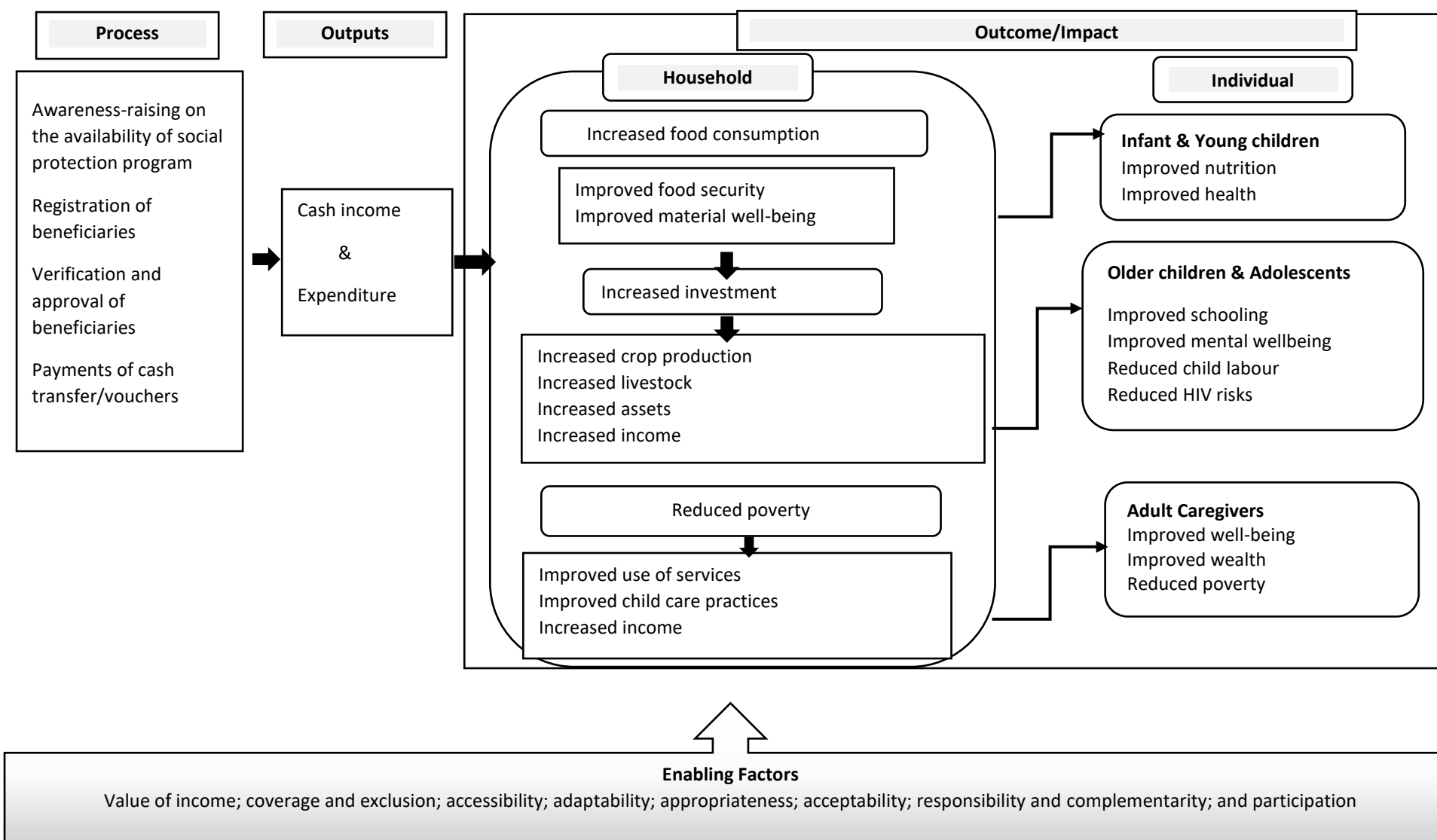


Figure 5.1: Theory of Change for social transfers at the household and individual level (UNICEF,2015)

Looking at the Theory of Change above (Figure 5.1) does not entirely focus on the child's outcomes that would positively affect the child's well-being. Instead, it covers both adults' and children's outcomes. Although some adults' related effects can contribute to the children's well-being, the Theory of Change does not cover other vital results contributing to the child's well-being, as presented in Table 5.2. Such as water and sanitation, shelter, and protection from violence and exploitation.

Rapidly growing numbers of social protection programmes designed and implemented globally demonstrate momentum and confidence (Devereux, et al., 2013). Those programmes are widely acknowledged to improve the well-being of the poor and vulnerable people (Sanfilippo, Neubourg and Martorano, 2012). Within the context, the CSGs programme was also proven to address child poverty. However, the emphasis is that poverty is not only about not having money; it is about not having access to income that will contribute to adequate living standards for children and the capability to access and use health, education, and other critical services (Zembe-Mkabile, et al., 2018; Sanfilippo, Neubourg and Martorano, 2012).

Poverty in the context of the child is termed 'child poverty', which is described as the lack of both material and social support needs critical services that are indispensable to ensure the well-being of children (Minujin, et al., 2006 in Dinbabo, 2011). Indeed, it was proven that "those children who experience poverty in their lives are not able to positively build their academic, spiritual, emotional, and psychological development; and they always have a low standard of living in any society" (Dinbabo, 2011, p.73). As a result, those children are more likely to have lower educational outcomes and to be confined to lower levels of attainment in the labour market, and hence the circle of poverty continues when they become adults (Sanfilippo, Neubourg, Martorano, 2012; Roelen and Sabates-Wheeler, 2012). There has been an increased recognition that children deserve a special focus in the debate on poverty reduction in developed and developing countries. Hence, poverty eradication measures should be able to provide income that will facilitate access to critical services that will contribute to the well-being outcomes of the targeted population, i.e., orphans and vulnerable children, as well as children from poor households. Cash transfer interventions have also been proven to support families to provide better quality care for children (Roelen, 2016). The following subsection will amplify indicators that will be utilised to measure the performance towards achieving the goals of the CSGs programme.

5.4.3 Indicators and M&E instruments

Establishing indicators for various levels of the programme is necessary; because they provide information on different aspects of the intervention within the programme; and the performance of such programmes at various stages of their lifespan (Sammon, et al., 2015). All indicators identified in the Theory of Change and Logic Model should be able to be collected even if the collection process requires rigorous methodologies (Simister, 2009). Hence, when selecting indicators, define the tools and methods used to collect information (Simister, 2009).

The indicators to measure cash transfers of programmes such as the CSGs programme should consider the direct service level, including information availability, local policies' existence, and mechanisms for seeking beneficiaries' views and record keeping (Sammon, et al., 2015). The development of indicators measuring cash transfer programmes should consider the context, culture, and M&E capacity at the institutional or programme level (Sammon, et al., 2015).

Developing indicators for CSGs programmes are similar to other social protection programmes (Rubio, 2012), depending on the design and structure, objectives, components, duration, and target population (Rubio, 2012). The indicators of the CSGs programme cover the awareness of the types of grants available; application and registration process; selection and approval of beneficiaries; processing and payment methods; mechanisms to control the efficiency and effectiveness of the programme, including the coverage and accessibility (Rubio, 2012). Such indicators should cover the whole range of interventions within the programme, including the content of the causal chain (White and Sabarwal, 2014).

Figure 5.2 suggests the results chain of the unconditional cash transfers programme (Rubio, 2012, p.29):

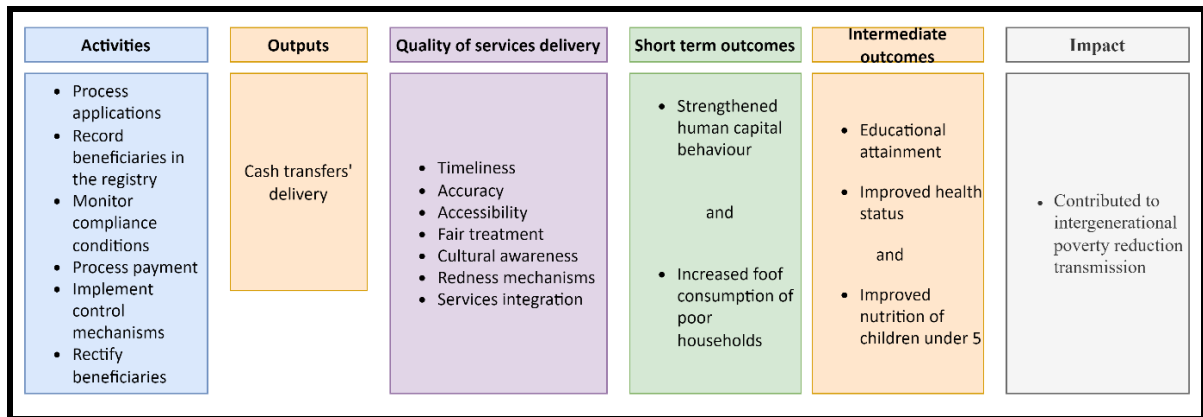


Figure 5.2: Results chain of unconditional cash transfers programme

Furthermore, several enabling factors influence how social protection programmes, such as social transfers, improve intended outcomes differently (Waidler and Devereux, 2019). These factors include the frequency and regularity of the payments, the size of the transfers, as well as their use (Waidler and Devereux, 2019, p.680). UNICEF (2015) outlines additional indicators or factors that could influence the expected outcomes positively or negatively. These factors include income value, coverage and exclusion, adaptability, acceptability, appropriateness, responsibility and complementarity, and child participation (Arnold, Conway and Greenslade, 2011; UNICEF, 2015).

While developing indicators, it is essential also to determine the baselines and targets of indicators. One way of describing baseline data is that it “provides information (qualitative or quantitative) about performance on an indicator at the beginning of (or immediately before) the intervention. One consideration in selecting indicators is the availability of baseline data, which allows performance to be tracked relative to the baseline” (Morra-Imas and Rist, 2009, p.119). The above clarification shows that the selection of indicators would have to consider the implications of the data agreed upon to be selected. A practical framework for baseline data collection should take into consideration the indicator types, source of data, data collection methods and personnel, frequency of data collection, costs involved, difficulties encountered, data analysis, reporting modalities and responsibilities, as well as the use of data (Kusek and Rist, 2004). From the above description, it is clear that data is fundamental to developing and sustaining an M&E system. Thus, the envisaged RBM&E model of the CSGs

will consider the availability of baselines based on the proposed indicators. If not available, the mechanisms to collect such information will be suggested.

The foundational information plays a crucial role in various monitoring and evaluation (M&E) systems, as well as in setting performance targets. It represents the initial state or conditions before a programme or activity commences, serving as the starting point for monitoring the outcomes. Conversely, the target refers to the desired state or outcome expected at the conclusion of a programme or activity. Consequently, a comprehensive analysis of the key factors influencing a development issue complements the establishment of baseline data and target setting. Hence, the process of determining the baseline involves the following steps:

- generating or acquiring baseline data for agreed-upon indicators;
- gathering information for each indicator's baseline;
- identifying the data sources for the indicators;
- designing, planning, and comparing various data collection methods;
- recognizing the importance of conducting pilot studies;
- incorporating data collection activities; and
- leveraging insights from successfully implemented or related programmes (Kusek and Rist, 2004; Görgens and Kusek, 2009; Kanyamuna, 2019).

Performance targets play a crucial role in assessing the progress made in implementing an intervention based on the agreed-upon indicators (World Bank, 1997; Mackay, 2007). It is not only essential to measure the desired changes but also necessary to create suitable instruments or tools that effectively capture the intended programme outcomes. Consequently, if an M&E system has indicators with poorly identified and defined targets, the information generated will lack credibility and reliability for decision-making purposes.

Therefore, the purpose of the M&E system for cash transfer programmes is to improve process delivery and results articulation, inform programme managers, policymakers, and other stakeholders of alternative approaches, and mobilise support for programme sustainability (Samson, Van Niekerk and Mac, 2006). The results framework of the

programme must include the appropriate instruments or tools either developed or adapted from other similar programmes for data collection and analysis (Simister, 2009).

M&E for the CSGs programme are significant and essential because there is a need to provide information related to value delivery, the number of resources for the programme, and efficiency enhancement (Gomersall, 2013). Different ideas, methods, and tools can be adopted in this study and used as foundations of a model to measure the results-based outcomes of the CSGs programme. Child support transfer programmes generally involve rigorous M&E criteria and have some of any social transfer programme's most robust inbuilt evaluation systems (Marshall and Hill, 2015). Hence, a solid national M&E system will support the understanding and analysis of the CSGs interventions at the programme level by generating accurate, relevant, and timely information on social protection performance issues at the policy and operational levels (Wyatt, et al., 2018).

The fundamental reason for the provision of the CSGs is to produce the intended outcomes for the well-being of the targeted children. Although it is acknowledged that some M&E methodologies are complex, it is essential to use these methodologies as complete M&E systems in their own right (Simister, 2009). Furthermore, it is crucial to ensure the availability of instruments to collect information on the critical focus indicators for the M&E system of an established programme throughout the cycle of such a programme. In this regard, other empirical evidence has proven that CSGs programmes improve the well-being of children, with positive results on child well-being indicators such as school enrolment, attendance, and learning, as well as access to health services (Biyase and Zwane, 2016).

The following figure (Figure 5.3) shows the components of the CSGs to be considered while assessing the programme's effectiveness. The idea was adapted from the core components of the social protection programmes from Rossi, Heinemann and Noy (2014).

Figure 5.3 presents features of social protection programmes adapted to the CSG programme (Adapted from Rossi, Heinemann and Noy, 2014):

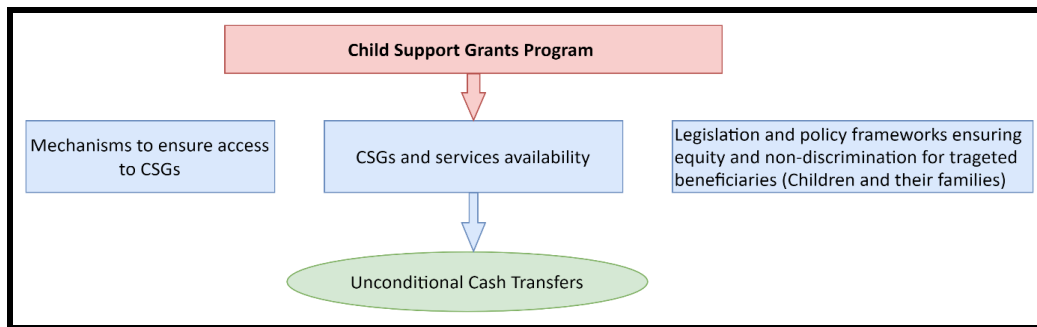


Figure 5.3: Features of the CSGs programme

The suggested components for the CSGs programme are essential in that the results-based model of the child support grants will consider results relating to the accessibility of services, social support, and care. At the same time, legislation and policies ensure that children and their families can access benefits without any discrimination.

The M&E instruments should be developed specifically for the programme's intended results. Furthermore, the system should be able to address the supply and demand side aspects (Attah, et al., 2014). On the supply side, it is crucial to ensure that the objectives of the programme, Theory of Change, prioritisation of indicators, and other core information of the programme are done in a participatory manner to ensure that the information needs of stakeholders are addressed (Cecchini and Madariaga, 2011; Attah, et al., 2014). On the other hand, the demand side should focus on the implementation, considering the logistics, distribution, and available capacity to achieve the programme's objectives (Cecchini and Madariaga, 2011).

The proposed M&E system model of the CSGs programme provided a framework to consider when evaluating child-sensitive cash transfer programmes presented under (subsection 8.4.2.3.1) of this study.

5.4.4 Reporting and use of information

The reporting and use of information are essential in demonstrating the policy, programme, or project results. Reporting justifies the existence of a programme throughout its implementation. It is one of the most common ways of tying an organisational system together and is a key focus area of M&E for different programmes (Simister, 2009; Kabonga, 2019). The achievements of a programme must be reported in quantitative or qualitative terms depending on the specification of the agreed-upon indicators (Kabonga, 2019). Thus,

reporting is done regularly based on information collected for timely decision-making, considering the findings, and the signing off of periodic reports, which could be quarterly, bi-annually, or annually.

The reporting phase of a programme is a crucial milestone as it determines what information should be reported to whom, in what format, and at what intervals (Kusek and Rist, 2004; Görgens and Kusek, 2009). Consequently, the reporting step should consider existing capacity, methodology, and financial implications for producing information (Görgens and Kusek, 2009).

A variety of information and sources can be collected through the monitoring process. For instance, within the context of the cash transfer programme, the reporting guidelines are established based on the implementation process and tracking of the progress against the goals and objectives of the programme (UNICEF, 2011; Hitchcock, 2014; Child Poverty Social Protection and UNICEF, 2017). The cash transfer programmes mostly report information on the registration and enrolment process, implementation status, and outcomes (Child Poverty and Social Protection and UNICEF, 2017). Hence, it is typically required to have information about the implementation status, engage with implementers, and have follow-up and grievance mechanisms in place (Child Poverty and Social Protection and UNICEF, 2017).

Therefore, such information should be presented in different types of reports depending on who will use the report at the various levels of the institutions and beyond. For example, within the M&E system of the programme, reports at lower levels are focused on activities and budgets (Simister, 2009). At the higher level, the reports are built on the descriptions of progress and achievements coupled with supportive evidence, including failures, corrective measures, lessons learned, and recommendations for future work (Simister, 2009).

There is no single reporting format that is universal for all programmes. However, significant reports are deemed necessary as the programme unfolds. Those reports should feed into the higher-level quarterly and annual narrative reports. Thus, the purpose of the annual reports is to show the achievements made every quarter over one year (Kabonga, 2019). The same principle applies to the CSGs programme.

5.5 CONCLUSION

The objective of Chapter 5 was to establish possible available instruments for measuring cash transfer programmes in the context of child welfare. The mechanisms tracking the results of the CSGs programme, including their objectives, delivery mechanism, and intended outcomes, were discussed. The introduction and implementation of social protection programmes are high on the global developmental agenda. Various countries have initiated programmes aimed at reducing poverty. Thus, one of the social protection programmes is the CSGs. The programme has proven its capacity to reduce poverty at the household level. CSGs programme reflect the lenses of the child rights-based perspective; hence, poverty, health, and education are the most common measures of a child's well-being outcomes. The CSGs programme or other cash transfers are developmental mechanisms for children and their families geared at addressing child poverty. Yet, the objectives and targeted category of beneficiaries for those social protection programmes differ based on the context of respective communities or countries (Stofile, 2017).

It implies that it is crucial to strengthen mechanisms of measuring and monitoring a "missing middle" of service delivery within social protection programmes (Honorati, 2011). In particular, better measures of the primary functions of social protection, such as identifying and enrolling beneficiaries, payment systems, fraud and error control, performance monitoring of service delivery providers, responsiveness to citizens, transparency, efficiency, management information, and M&E systems (Honorati, 2011) need to be instituted.

The improvements cannot be measured unless the initial circumstances of the beneficiary households have been documented. Hence, it is crucial to ensure that the readiness and sustainability plan; expected outcomes; indicators to measure performance, including the M&E instruments, are in place; and that reporting and use of information mechanisms are established and implemented accordingly. These will also be a benchmark for developing a Theory of Change and Logic Model of the CSGs in general and from Namibian perspectives.

The following chapter discusses the historical overview of the CSGs programme in the Namibian context.

CHAPTER 6: HISTORICAL OVERVIEW OF THE CHILD SUPPORT GRANTS PROGRAMME IN NAMIBIA

6.1 INTRODUCTION

Chapters 3, 4, and 5 discussed the importance and challenges in implementing RBM&E systems, specifically measuring social welfare results. Chapter 6 now shifts the focus to the CSGs programme in the Ministry of Gender Equality, Poverty Eradication and Social Welfare (MGEPEWSW). The chapter's objective is to provide a historical overview of the CSGs programme in the Namibian context. It describes the strategic focus of the CSGs in the MGEPEWSW, M&E practices, including international and national policy frameworks of child welfare in the Namibian context.

This chapter presents the historical background of the MGEPEWSW, including its strategic direction in terms of the child support grants programme (CSGs) and M&E system in the MGEPEWSW. The chapter further elaborates on the structural arrangements of the CSGs in the Ministry. The chapter gives the effect of international and national policy frameworks on child welfare and its relevance to the study.

It also describes the CSG in the Namibian context and its M&E arrangement. It finally covers the different Namibian types of CSGs programme and its objective. The chapter's content will give the direction in proposing the location of the M&E activities; and proposed indicators that may be required to institutionalise to report on related policy outcomes to the CSGs programme.

6.2 HISTORY OF THE MINISTRY OF GENDER EQUALITY, POVERTY ERADICATION AND SOCIAL WELFARE (MGEPEWSW)

The MGEPEWSW is responsible for gender equality, poverty eradication, child care, protection, and women empowerment programmes. The Ministry's present organisational structure and strategies resulted from the restructuring of Government ministries undertaken by the current President of the Republic of Namibia, Dr Hage Geingob, during his second term in office in March 2020. The restructuring exercise aims to achieve better alignment and do

away with the duplication of mandates of some ministries. Further, it was a strategy aimed at cost-cutting and efficient and effective service delivery to the targeted beneficiaries.

Thus, the MGECSW was merged with the Ministry of Poverty Eradication and Social Welfare, forming a new ministry named “The Ministry of Gender Equality, Poverty Eradication, and Social Welfare.” The revised structure of the Ministry is headed by one minister, three deputy ministers, one executive director, one deputy executive director, and seven directors.

6.3 STRATEGIC FOCUS OF THE MINISTRY OF GENDER EQUALITY, POVERTY ERADICATION AND SOCIAL WELFARE (MGEPESW)

A five-year strategic plan for the 2020-2025 period was developed to respond to the current needs of the new Ministry’s revised mandate as a result of merging the two Ministries. The strategic plan was cascaded to the Annual Plans and the performance agreements of all staff members, forming the basis for implementing the PMS. The strategic focus of the Ministry through its vision, mission, and mandate demonstrates high-level statements embedded in the strategic pillars as per Figure 6.1: Strategic pillar of the MGEPESW below (MGEPESW,2020).

Figure 6.1: Strategic pillar of the MGEPESW

The MGEPESW’s vision is to become “a caring and inclusive society where all Namibians enjoy a dignified life,” The mission is “to create and promote an enabling environment and equal opportunities for sustainable socio-economic development for the well-being of targeted groups.” The Ministry is mandated “to ensure gender equality, eradicate poverty, and ensure socio-economic development of targeted groups.” As per the mandate, the Ministry’s strategic plan outlines comprehensive social assistance programmes to improve the well-being of children, older adults, and people with disabilities, ensuring gender equality and women’s empowerment; and uplifting marginalised communities (MGEPESW, 2020).

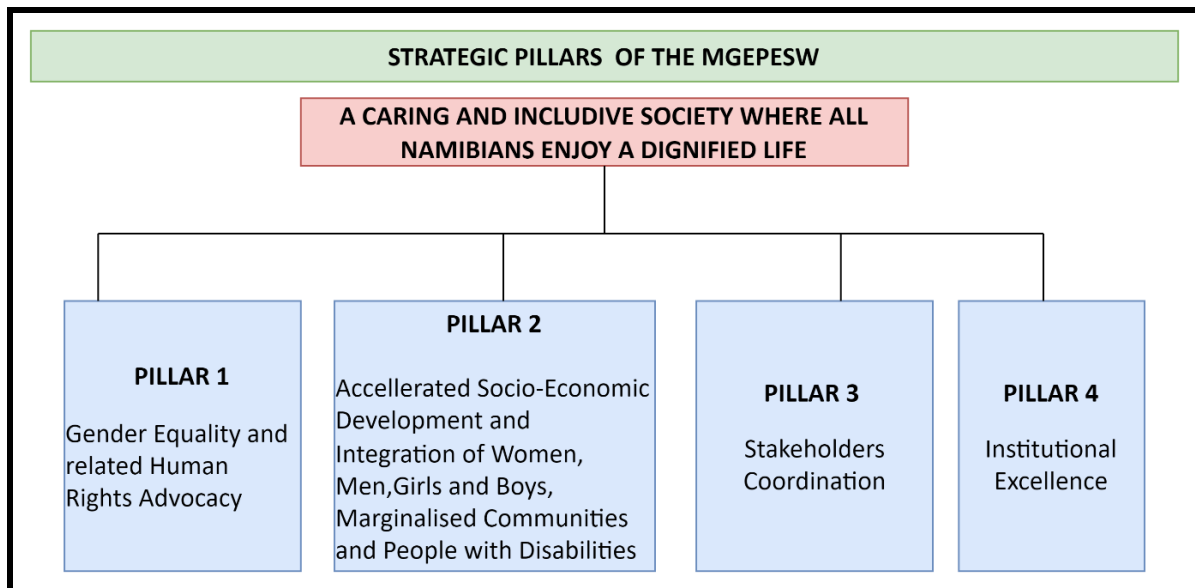


Figure 6.1: Strategic pillar of the MGEPSW

Further, the strategic pillars are unpacked into specific strategic objectives, which are:

- **SO1:** to ensure gender equality, equity, and the empowerment of women, girls, boys, marginalised communities, and people with disabilities;
- **SO2:** to advocate and promote related human rights for women, girls, boys, marginalised communities, and people with disabilities;
- **SO3:** to strengthen and expand social protection;
- **SO4:** to mobilise communities towards socio-economic empowerment;
- **SO5:** to improve care and protection for children's well-being;
- **SO6:** to ensure stakeholders' communication and coordination;
- **SO7:** to develop integrated management information systems;
- **SO8:** to enhance the enabling environment for high-performance culture and service delivery;
- **SO9:** to ensure effective Policy and Legislative frameworks (MGEPSW, 2020, p.14)

The strategic pillar and objectives evolve developmental and service-orientated policies and programmes per the Ministry's vision, mission, and mandate. Further, as discussed in the following section, these high-level strategic commitments are unpacked through strategic objectives and outcomes related to the CSGs programme.

6.3.1 Strategic objectives and outcomes related to the CSGs and M&E system in the MGEPEWS

The relevant MGEPEWS SOs associated with this study are SO3, “to strengthen and expand social protection”; SO5, “to improve care and protection for children’s well-being”; SO7, “to develop integrated management information systems”; and SO8, “to enhance an enabling environment for high-performance culture and service delivery” (MGEPEWS, 2020).

The associated outcome for SO3 is that “All *children are lifted out from extreme poverty*” (MGECSW, 2018). The SO3 address identified issues, such as fragmentation of social protection programmes (National Planning Commission, 2017; MGECSW, 2018; MGEPEWS, 2020); poor investments for administration and service delivery of the social protection programme; exclusion of some children from receiving CSGs; and inadequate grants allocation for sufficiently meeting the basic needs of the child (MGECSW, 2018). Hence, expenditure, coverage, exclusion, and accessibility are identified as the CSGs programme's measurements and are covered under the above strategic objective.

The SO5 addresses problems related to inadequate birth registration for children 0-5 years; lack of education and communication of the availability of decentralised birth registration centres; denying of birth registration of children in cases where parents are undocumented; and removing barriers related to paternity and birth registration (MGECSW, 2018). The related outcome for SO5 seeks to ensure that “Children 0-5 are registered for a birth certificate” and “all children are protected through an enabling legislative and policy environment” (MGECSW, 2018). It is crucial to understand that national documents are the prerequisites to qualify for different social protection programmes such as Child State, old age, and disability grants. Thus, measures related to accessibility, adequacy, appropriateness, and adaptability are addressed (Rossi, Heinemann and Noy, 2014).

The associated outcome for SO7 is to ensure an “*improved integrated management system.*” The SO7 addresses issues related to inefficiency and difficulties in measuring and reporting the CSG's continued challenges of coverage for GSG and lack of a central database for all cash transfer programmes that result in duplication of recipients, further confounds the coverage challenge (MGECSW, 2018). It also addresses issues related to the lack of data for evidence-

based planning (MGEPEWS, 2020). Addressing the problem under SO7 will contribute to developing an effective results-based M&E system for the GSGs programme.

Lastly, SO8 seeks to ensure *“improved performance and service delivery”* (National Planning Commission, 2017; Office of the President, 2017, 2021). The SO8 addresses problems related to a lack of understanding and commitment to the PMS and the organisational structure and capacity of the CSGs programme. Thus, proper implementation of the PMS will contribute to accountability and transparency within the MGEPEWS responsible for the administration of the CSGs programme (National Planning Commission, 2017; Office of the President, 2017, 2021). Thus, there is a need for an adequate structure that should be responsible for M&E activities in the MGEPEWS to translate its strategic focus into tangible results that would provide information on the status of implementing policies, programmes, and projects for the Ministry. The absence of a structured and well-defined M&E system may distract from the effective execution of the M&E function in the Ministry. Section 6.4 below unpacks the structure of the CSG programme, including the existing M&E arrangements of the CSG programme in the MGEPEWS.

6.4 STRUCTURAL AND RELATED M&E ARRANGEMENT OF CSG IN THE MGEPEWS

The organisational structure of the MGEPEWS is based on the mandate and functions of the Ministry. Those functions are divided into different directorates. The Minister is the overall head of the Ministry as both a political appointee and a leader, supported by three deputy ministers attached to different functions of the Ministry who are also politically affiliated. The minister and the deputy ministers are accountable for all related programmes in the Ministry at the political level. The Minister is responsible to the President of the Republic of Namibia regarding achieving the mandate assigned to the MGEPEWS.

The executive director oversees the overall management of the Ministry, deputised by the Deputy Executive Officer. Five directorates are headed by the Directors reporting to the Ministry’s executive director (see Figure 6.2 below).

The directorates have subdivisions headed by the deputy directors, the programme, and programme officers second. The directorates are further decentralised at regional and

constituency levels, except for the directorate of General Services and Administration; and the directorate of Planning, Research and M&E.

Figure 6.2 illustrates the organisational structure of the MGEPSW (Author's innovation, 2022):

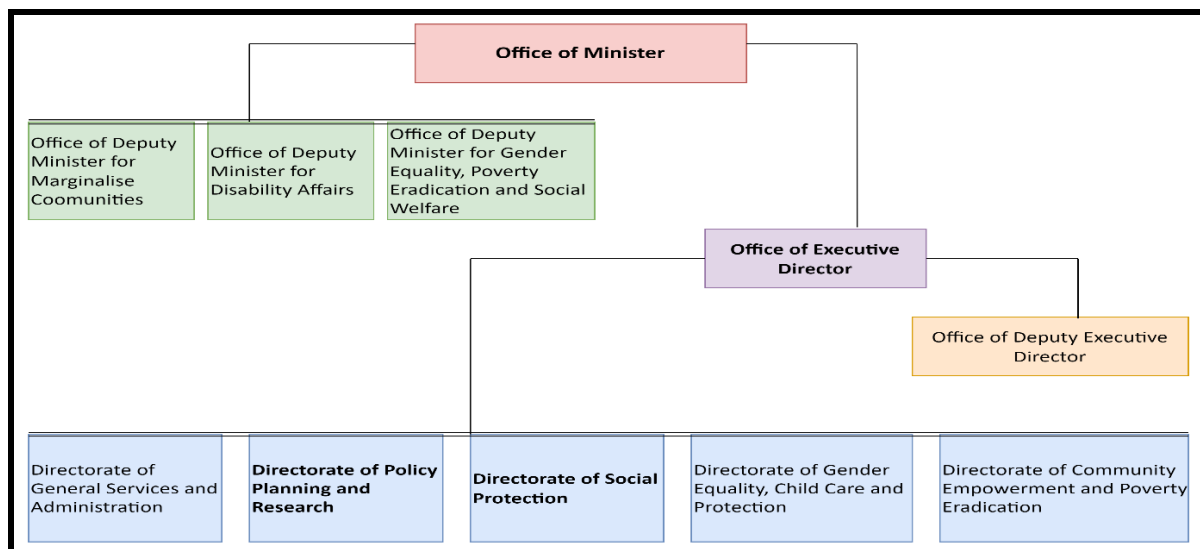


Figure 6.2: Organisational structure of the MGEPSW

Although the development of the results-based M&E system would benefit the entire Ministry, the current interest of the study focuses on the two directorates, namely the Directorate of Social Protection and the Directorate of Policy Planning and Research. The Social Protection Directorate is responsible for the administration of CSGs, while the Directorate of Policy Planning and Research includes the division tasked to oversee the M&E activities in the Ministry.

The executive director oversees the entire functions of the Ministry (see Figure 6.2), including those of the CSGs and related M&E. The Directorate of Social Protection comprises the director, who is supported by the two deputy directors responsible for planning, budgeting, reconciliation, implementation, monitoring, and reporting. Three control and two chief administrative officers collectively support the deputy directors. They ensure the implementation, verification, and approval of applications, capturing of information, and monitoring and reporting in their respective subdivisions.

The Directorate of Policy Planning and Research includes the director, supported by two deputy directors for planning and research; and M&E. The Directorate has five economists responsible for both planning and M&E functions, with limited involvement in research activities in the Ministry. Currently, the position of deputy director for the planning and research division is vacant.

Concerning the main topic of the study, M&E activities under the Social Protection Directorate are summarised as follows:

- **Planning:** Five years Ministerial Strategic Plan with a component of the CSG programme plan relating to the strategic objective SO3, which is “to strengthen and expand social protection” that is cascaded to related activities in the annual work plan.
- **Monitoring:** Monthly data capturing, verification, and approval for payment purposes; monthly report on the number of new children receiving grants; and quarterly report output results based on targets in the annual work plan.
- **Reporting:** Quarterly and annual reporting per the PMS guideline for public sector institutions.

The PMS is cascaded from the Ministerial Strategic Plan to the annual work plan of the directorate, down to individual performance agreements. The reporting process involves the monthly information related to the number of children captured in the social assistance database and other related activities about the entire implementation of the CSGs programme. Monthly information forms part of the quarterly report of the programme and individual performance reviews. Further, quarterly information is combined into the annual report of the directorates. It is also used as a tool for appraisals at the end of the financial year.

Looking at the above-related planning, monitoring, and reporting processes are associated with the PMS within the Directorate of Social Protection. The abovementioned processes are associated with the strategic plan and other strategies that may not have appropriate M&E procedures.

It is important to note that strategic planning is one of the essential tasks in governmental structures. It involves processes that prepare short- and medium-term plans, such as annual

implementation plans with associated resources. The same procedures apply to other programmes in various directorates of the MGEPSW. Therefore, it is crucial to ensure the integration of M&E functions in the planning process (Khan, 2003). Such M&E functions serve as a fundamental instrument ensuring accountability and measuring the outcomes of the programmes embedded in the institutional frameworks (Shayo, 2020).

Theoretically, the M&E system is supposed to form part of national and organisational planning (Khan, 2003). Nevertheless, in most cases, M&E is considered periodic reporting, including monthly, quarterly, bi-annual, and annual (Khan, 2003). The common practice is that information/data is presented in figures or graphics. Often, such information is at the output level, though it is presented as the programme's results.

The presented organogram of the Ministry (Figure 6.2) shows that M&E functions are allocated under the Directorate of Policy Planning and Research. Within the same directorate, there is a division responsible for M&E operations. However, related monitoring activities that form part of the PMS are undertaken by each directorate. There is an appropriate and structured M&E system to ensure that the PMS is effectively implemented, including the M&E system that would provide the attainment of objectives and goals of those strategies. A similar sentiment from Khan (2003) suggests weaknesses in planning and implementing the plan. This includes the absence of effective M&E systems that track the progress and measure the performance at different stages of implementation of those strategies. If practical, M&E systems are developed and sustained; the quality service delivery to the beneficiaries and constructive feedback for future improvement and planning would be ensured.

The status of the current M&E practice in the Ministry and the CSGs programme, mainly, is the subject matter that will be further analysed and discussed in this study. Therefore, M&E processes should be undertaken throughout the programme's implementation (Khan, 2003). Likewise, this should apply to the CSG programme, facilitating tracking results to ensure effective service delivery to the intended beneficiaries.

Nevertheless, the following section discusses international and national frameworks applicable to the CSGs in Namibia.

6.5 INTERNATIONAL, REGIONAL, AND NATIONAL POLICY FRAMEWORKS FOR CHILD WELFARE

The strategic direction governing the implementation, monitoring, and evaluation of the CSGs programme in Namibia is embedded in the following policy frameworks, in conformity with the international and regional policy frameworks. The legislative and policy frameworks ensure equity and non-discrimination of children and their families to access critical services, aiming to improve their well-being as described in the following policy frameworks guiding the child welfare services applicable in the Namibian context. This section discusses the international, regional, and national policy frameworks intended to coordinate the implementation of child welfare programmes that promote the welfare of children in Namibia. The implementation of these international commitments and the government of Namibia's commitment to supporting the welfare of children is captured in several policy frameworks. These are presented in the next section. The discussions are divided into the following parts; international and regional frameworks and national frameworks. The following Section provides summarised information on international, regional, and national policy frameworks for child welfare:

6.5.1 International and regional policy frameworks promoting child welfare

The following are the international and regional frameworks for child welfare programmes that guide the principle of sensitive social protection of children in Namibia; and elsewhere. The frameworks consider the child's best interest; and ensure children's rights are upheld. These frameworks include the International Covenant of Economic, Social, and Cultural Rights; the United Nations Convention on the Rights of the Child; and the African Charter on the Rights and Welfare of the Child and are discussed in chronological order below.

6.5.1.1 *United Nations Convention on the Rights of the Child, 1989*

Article 27(1) recognises the right of every child to a "standard of living adequate for the child's physical, mental, spiritual, moral and social development." The primary responsibility for this duty rests with the child's parents. However, Article 27(3) obligates, by national conditions and within national means, to provide parents and others responsible for children with material assistance in case of need, mainly to ensure that the children have adequate nutrition, clothing, and housing (United Nations Convention of the Rights of the Child, 1989).

Table 6.1 presents additional articles that should also be considered while dealing with social protection for children:

Table 6.1: Articles relating to the United Nations Charter on the Rights of the Child

Article 23	Article 24	Article 26	Article 28	Article 32
Rights specific to disabled children	Right to health and healthcare services	Right to benefit from the social security	Right to education	Right for protection against harmful work

Source: (United Nations, 1989)

6.5.1.2 International Covenant on Economic, Social and Cultural Rights, 1976

Article 11 (1) of this Convention spells out the rights of all persons to an adequate standard of living for themselves and their families, including good food, clothing, and housing, and to the continuous improvement of living conditions. While this Convention provides for the progressive realisation of rights, all States have a minimum core responsibility to ensure minimum essential levels of each of the rights. For example, a State “in which any significant number of individuals is deprived of essential food items, essential primary care, basic shelters, and housing, or the most basic forms of education is, prima facie, failing to discharge its obligations under the Covenant” (UN, 1976).

6.5.1.3 African Charter on the Rights and Welfare of the Child, 1999

The African Charter on the Rights and Welfare of the Child (ACRWC) also focuses on the well-being of children. The ACRWC’s provisions focus on material support with particular attention to nutrition, health, education, clothing, and shelter. For example, Article 5 states that “every child has a right to live”; Article 13 emphasises that “every child who is mentally or physically disabled has the right to special protection to ensure his or her dignity, promote his self-reliance...”; while Article 14 enforces that “every child has the right to enjoy the best attainable state of physical, mental, and spiritual health. This includes provisions for nutritious food, safe drinking water, and adequate health care” (AU, 1999).

6.5.1.4 Sustainable Development Goals, 2015-2030

SDGs are 17 goals that serve as a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity. The SDGs build on the successes of the Millennium Development Goals, which embody eight goals, one of which was to eradicate

extreme poverty and hunger. SDGs set out to end poverty in all forms and reduce income inequality within countries. SDGs also aim to ensure healthy lives and promote well-being for all ages. Within the context of leaving no one behind is a commitment to end extreme poverty in all its forms. Thus, the SDGs include interventions to prevent children from falling into poverty.

6.5.2 National policy frameworks promoting child welfare

Several policy frameworks and programmes exist for the CSGs in Namibia. Those frameworks that are related to the CSGs programme are the Constitutions of the Republic of Namibia, 1990; Child Care and Protection Act of 2015; National Policy on Orphans and Vulnerable Children (MWACW), 2004); National Plan of Action for Orphans and Vulnerable Children 2006-2010; and National Agenda for Children 2018-2022.

6.5.2.1 Constitution of the Republic of Namibia, 1990

The 1990 Constitution of the Republic of Namibia is the fundamental and supreme law of the country. A system of governance is grounded on constitutionalism, the rule of law, and respect for individual human rights. Notably, Article 95 emphasises the promotion of the welfare of the people. Article 95 states that the State shall actively promote and maintain the welfare of the people by adopting, among other things, policies aimed at the following:

- (e) insurance that every citizen has a right to fair and reasonable access to public facilities and services by the law;*
- (f) insurance that senior citizens are entitled to and do receive a regular pension adequate for the maintenance of a decent standard of living and the enjoyment of social and cultural opportunities;*
- (g) enactment of legislation to ensure that the unemployed, the incapacitated, the indigent, and the disadvantaged are accorded such social benefits and amenities as are determined by Parliament to be just and affordable with due regard to the resources of the State;*
- (j) Consistent planning to raise and maintain an acceptable level of nutrition and standard of living for the Namibian people and to improve public health;*

Socio-economic rights are also part of the Namibian Constitution; articles particularly relevant to this study are the right to education (Article 20) and children's rights (Article 15).

Article 15(1) stipulates that *“all persons shall have the right to education.”* This is reinforced by a provision stating that primary education is compulsory and that *“The government will provide no-fee schools to effect this right”* (Article 15(2)). On children’s rights, the Constitution dictates that:

“each child has the right from birth to a name, nationality and to know and be cared for by its parents” (Article 15(1)); and that,

“Children are entitled to protection from exploitation by anyone for economic benefit (i.e. child labour)” (Articles 15(2-4)).

6.5.2.2 Child Care and Protection Act of 2015 (Act no. 3 of 2015)

The Child Care and Protection Act 2015 provides for different types of CSGs, and establishes rules for who can apply for and receive a grant on behalf of a child and for the various types of grants. The Act also makes abuse of the grants system a crime and obliges refunds where grant money was wrongly or inappropriately used (Child Care and Protection Act of 2015).

The Child Care and Protection Act provides for some issues of CSGs:

Eligibility criteria for state grants for children, who gets the grants to care for children, and different types of state grants for children.

6.5.2.3 National Policy on Orphans and Vulnerable Children (MWACW), 2004)

The National Policy on Orphans and Vulnerable Children (NPOVC) was developed as a national framework for protecting and promoting the well-being of orphans and other vulnerable children. The sections relevant to this study in the policy are under the following priority areas (Ministry of Women Affairs and Child Welfare, 2004):

- strengthening and supporting the capacity of families, social networks, neighbourhoods, and communities to protect and care for orphans and vulnerable children (OVC);
- stimulating and strengthening community-based responses;
- ensuring that government protects and provides essential services to the most vulnerable children;
- enhancing the capacity of children and young people to meet their own needs; and
- creating an enabling environment for affected children and families.

Social welfare assistance is advocated as one of the core measures for strengthening and supporting the capacity of families to protect and care for OVCs (Ministry of Women Affairs and Child Welfare). Furthermore, it is stated that government must ensure that “laws and policies governing the granting of social assistance grants for orphans and other vulnerable children and their caregivers as well as laws and procedures governing the placement of children in need of protection are revised and amended to ensure efficient and speedy access to such assistance” (Ministry of Women Affairs and Child Welfare, 2004).

6.5.2.4 National Plan of Action for Orphans and Vulnerable Children 2006-2010

The National Plan of Action (NPA) is structured under five identified strategic areas, i.e., Rights and Protection; Education; Care and Support; Health and Nutrition; and Management and Networking. These strategic areas contain an overarching objective, target, and related activities. For example, child welfare grants are addressed primarily under the Care and Support strategic area. The importance of the grants in providing economic opportunities to low-income families caring for children and expanding access to critical services and the expansion in the coverage of the grants are also covered in the document. However, many concerns are raised with the grants, i.e., the exclusion of particularly vulnerable groups of children due to the eligibility criteria. According to the MGE CW (2007), the groups not being reached are:

- children in families where both parents are alive but unable to provide adequate support due to unemployment and lack of assets;
- double orphans (although those who have lost both parents may be eligible for a foster care grant if they are in foster care);
- child-headed households;
- children with one or both parents who cannot be located;
- children in families with an income exceeding N\$1,000 per month, which may need to be divided among a large number of dependents;
- children who have six or more siblings already receiving a maintenance grant.

Other activities proposed under the NPA which have a bearing on the child welfare grants are recommended for review of social welfare grant criteria and procedures. The revision of the grants will allow the extended families or persons caring for OVCs to access appropriate social assistance quickly, and the neediest OVC is not excluded.

6.5.2.5 *National Agenda for Children 2018-2022*

The National Agenda for Children calls for child and sensitive social protection. The country must ensure that all children are lifted from extreme poverty through a comprehensive social protection system. The Agenda appeals for integrated, harmonised, and better coordinated social protection programmes to ensure the poorest and most vulnerable children are reached through social safety nets that include CSGs (Ministry of Gender Equality and Child Welfare and UNICEF, 2018). Other related frameworks discussed under the legal framework and policy guiding the results-based M&E system also have the child support component.

The Namibian Vision 2030 articulates that providing opportunities to disadvantaged children, including orphans, is essential, preparing them for and enabling them to live meaningful and happy lives (National Agenda for Children, 2018).

Through its 5th National Development Plan five (NDP5), the Namibian Government is committed to improving social protection systems to eradicate poverty. The related objective of social protection interventions is to decrease the proportion of severely poor individuals living in impoverished households in Namibia. Hence, one of the poverty eradication strategies is through various grants given to vulnerable people, including the CSGs programme. The grants programme is intended to benefit children and is typically provided through primary caregivers who might also be classified as poor (National Planning Commission, 2017). The Namibian Government solely supports the programme unconditionally with means testing criteria.

The HPP, meanwhile, emphasises that Government has the dual responsibility to take care of those neediest and to create an environment where those with ability can prosper, each according to their needs and abilities. Under the social progression pillar, several social safety nets need to be expanded and strengthened to ensure that vulnerable populations in society are catered for. These social safety nets programme grants for OVCs, including old age social grants (Office of the President, 2017), form part of the social protection interventions in Namibia.

6.5.3 Relevance of international, regional, and national frameworks to the study

The overview of the international, regional, and national policy frameworks on child rights and welfare highlights the importance of tracking progress and results on the welfare of children. The frameworks indicate the commitment of various international and regional bodies towards improving children's well-being and demonstrate how the legal and policy frameworks are being implemented as measures to protect children's rights, as described (under section 5.4). The Namibian Government has obligated itself to provide care and support to children, especially vulnerable ones, through developing and adopting a wide range of legislation, policies, and programmatic interventions.

Furthermore, the discussed policy frameworks provide the intended outcomes relating to the improved standard of living that promote healthy lives and the well-being of children. This means that the proposed RBM&E model of the CSG programme should be able to track those outcomes regarding the child's well-being. It also implies that outcome indicators are more effective when developed with policy framework strategies in place. Thus, all programme interventions should strengthen some selected issues within the country's social protection systems. At the same time, progress in their reinforcement must be monitored and evaluated together with the intended outcomes.

Therefore, ensuring children's rights within international frameworks that protect children have M&E systems that track progress towards achieving goals in these frameworks; and identify areas where improvement is necessary. The M&E ensures that child protection efforts are evidence-based and responsive to the children's and community's needs. The proposed RBM&E system model will be able to continuously track related outcomes on child well-being embedded in the policy frameworks promoting children. Hence, the developed RBM&E system of the developed CSGs programme is directed and informed by the discussed international and regional policy frameworks of child welfare.

International, regional, and national that promote child welfare and well-being outcomes were discussed. The following section describes the CSGs programme in the Namibian context and its M&E arrangements.

6.6 CHILD SUPPORT GRANTS PROGRAMME IN THE NAMIBIAN CONTEXT AND ITS M&E ARRANGEMENTS

Although the CSGs programme is a rare example, in Africa, of a comprehensive social grant programme for poor children (Department of Social Development, 2011), Namibia and South Africa are the two countries that have adopted and implemented the CSGs programme as a part of social protection programmes for children, and fully funded by their national governments. The following section describes the CSGs programme in the Namibian context. It looks at its origin, purpose, and types of grants, including their eligibility requirements. It further discusses the existing M&E arrangements of the programme that is already available in Namibia.

6.6.1 Child support grants programme in the Namibian context

The Comprehensive CSGs programme has its roots in the apartheid era and has continued since Namibia gained independence in 1990. Over the years, there has been increasing political, policy, and programmatic focus on addressing the needs of vulnerable children in Namibia, particularly OVCs. The country's high prevalence of HIV/AIDS has led to a significant number of children becoming orphaned as a result of the disease, further exacerbating their vulnerability due to poverty (Ministry of Gender Equality and Child Welfare, 2010).

The intersection between HIV/AIDS and other poverty-related factors has strained and weakened the traditional family structure and community safety nets. Consequently, there has been a sense of urgency within the country to redesign and implement social protection programmes, such as cash transfers, as a means of addressing the challenges posed by chronic illnesses and orphanhood (Ministry of Gender Equality and Child Welfare, 2010).

Despite the interventions mentioned above, one of every three Namibian children still live and grows up in a poor household. Suppose poverty is not addressed at an early age. In that case, it risks being passed on to the next generation, perpetuating a vicious cycle that is hard to break (Ministry of Gender Equality and Child Welfare and National Planning Commission, 2012). In tackling this problem, the Namibian Government has shifted its discourse on addressing orphanhood to broader vulnerable groupings of children, including children living in poverty. Thus, Namibia has taken measures to address child poverty and social exclusion through the CSGs programme.

The CSGs programme aligns with poverty eradication, one of the SDGs. According to national definitions, countries must report child, extreme, and half-child poverty by 2030 (Stewart and Okubo, 2017). Low- and middle-income countries have adopted cash transfers as central to poverty reduction and social protection strategies (Bastagli, et al., 2016). Similarly, the CSGs programme is part of the social protection strategies being implemented in Namibia. Namibia is one of the few countries in sub-Saharan Africa with a long history of providing cash transfers under social protection strategies to disadvantaged population groups (Levine, Van Der Berg and Yu, 2011; Chinyoka, 2019). Its social protection landscape is rich compared to other sub-Saharan African countries, and it has sizeable social protection programmes which form the basis of social assistance in the country (World Bank, 2017). The landscape includes public spending on old age pensions, war veterans' grants, CSGs, and disability grants for adults and children (World Bank, 2017).

Within the Namibian context, the CSGs programme is intended to benefit children and is typically provided through primary caregivers who might also be classified as poor (World Bank, 2017). CSGs are provided through unconditional cash transfers; the Namibian Government solely supports the programme. Although it is an unconditional type of cash transfer, there are some eligibility criteria to access the grants, and these are discussed under the different kinds of CSGs.

The following Figure 6.3 illustrates the process of the CSGs application process at different levels of administration (Ministry of Gender Equality and Child Welfare, 2010):

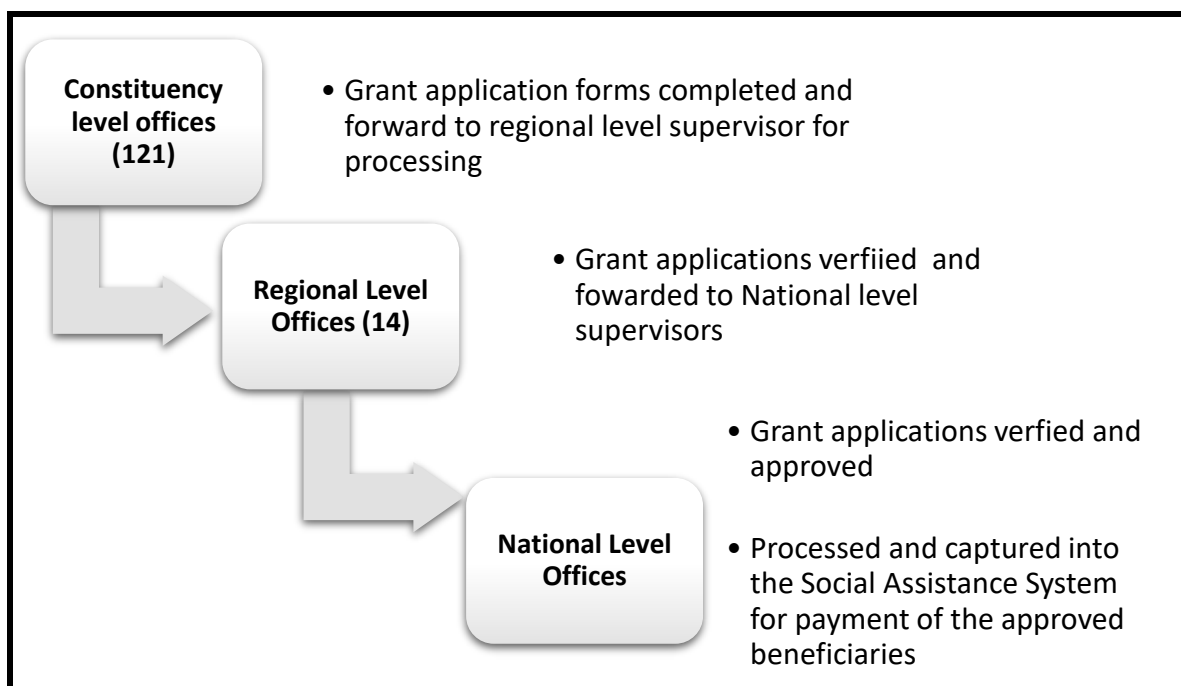


Figure 6.3: Child grants application process

The application process is done at the constituency level. The Administrative Officer facilitates the application process by completing the application forms on behalf of the applicants, including crosschecking the availability of the required support documents. The applications are then forwarded to the regional level for verification. After verification, the regional office delivers the verified applications to the National level for further verification and approval. Once the applications are approved, they are further processed for data entry into the Social Assistance System for payments to the authorised beneficiaries. The Social Assistance System generates disaggregated information/ data on the number of children receiving grants by type, region, constituency, sex, and recipients of the grants on behalf of children beneficiaries. The system also generates data on the monthly budget spent.

Figure 6.4 shows the increase in child beneficiaries from 2013/2014 to the 2022/2023 government financial years (Social Assistance System (SAS), 2023):

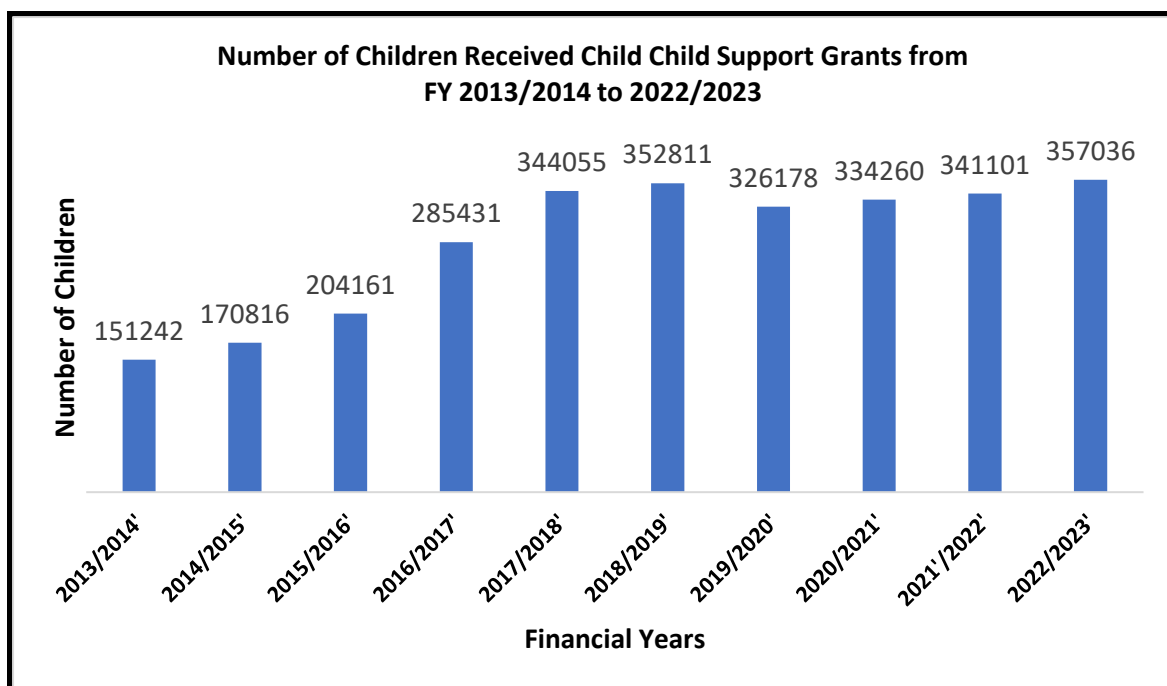


Figure 6.4: Number of children who received child support grants from FY 2013/2014 to 2022/2023

With the introduction of the vulnerable child grant in 2015 targeting children from poor households earning less than 1 000 NAD per month, the uptake of children on child grants has been steadily increasing, reaching close to 30% in 2017 (UNICEF, 2017). The percentage increase in the number of children receiving gifts can be attributed to the introduction and rollout of the vulnerable child grant. The allocation of the child grants budget accounted for 81.3% of the MGECSW's budget in 2017, up from 75.8% in 2015 (UNICEF, 2017). Although there is a remarkable increase in children receiving the CSG, there are still inequalities in grants distribution across regions; and the system does not adequately ensure that the most vulnerable children have access to the CSGs.

Further, the National Statistics Agency introduced the Multidimensional Poverty Index (MPI). The MPI has been adopted and adapted to nationally defined sets of dimensions and indicators in Namibia's context and development priorities using data from the National Housing Expenditure Survey done in 2016 (Namibia Statistics Agency, 2021). It is also considered a tool to establish child poverty rates based on the selected domains and related indicators. The purpose of the MPI is to guide government-coordinated policies by providing clear goals and targets for each hand and act as a monitoring and accountability tool; it also provides an understanding of the multidimensional nature of poverty and the various

deprivations faced by different groups of people in Namibia by location and demographic groups. The evidence produced on the drivers of multidimensional poverty is used to monitor progress on NDPs and SDGs, particularly SDG 1, of reducing, by half, the proportion of men, women and children of all ages living in poverty in all its dimensions by 2030 (Namibia Statistics Agency, 2021). Thus, the MPI includes a child-specific analysis based on the Multidimensional Poverty Index. Table 6.2 illustrates dimensions and indicators adopted and adapted to child-specific studies regarding multidimensional poverty in Namibia.

Table 6.2: Child-specific dimensions and indicator of the Multidimensional Poverty Index for Namibia

Dimensions	Indicators
Health	Child nutrition
	Food security
	Access to clinics/hospital
Education	Years of schooling
	School attendance
Living standards	Housing
	Toilet
	Drinking water
	Cooking and lightening energy
	Transportation assets
	ICT

Source: (Namibia Statistics Agency, 2021)

The above MPI dimensions and indicators were used to measure the outcomes of the CSGs as nationally recognised mechanisms dimensions and indicators to measure multidimensional poverty, including the population under 17 years. Indeed, different social protection programmes in Namibia, including CSGs, have contributed to reducing poverty in general and child poverty in particular. The following section discusses various types of CSGs programme available in the Namibian context.

Namibia's Comprehensive CSGs system comprises cash transfer programmes that specifically target vulnerable children, including orphans, children with disabilities, children in foster care,

and those in vulnerable households (Ministry of Gender Equality and Child Welfare and National Planning Commission, 2012).

Consequently, the Ministry of Gender Equality, Poverty Eradication, and Social Welfare (MGEPEWSW) oversees the administration of five types of CSGs. These grants, namely state maintenance, foster care, residential child care facilities subsidies, disability, and short-term emergencies, are classified as unconditional (Child Care and Protection Act of 2015). The following section provides an overview of the various types of CSGs programme and outlines the eligibility criteria for individuals to apply.

6.6.2 Different types of the child support grants

Namibia has a notable track record among African nations for its longstanding practice of offering unconditional cash transfers to children (Chinyoka, 2019). In Namibia, there are five distinct categories of CSGs provided to children based on means testing. These grants are established within the legal framework of the Child Care and Protection Act of 2015 (Act no.3 of 2015). The Act outlines five specific types of grants: state maintenance grants, foster parent grants, grants for residential child care facilities, child disability grants, and short-term emergency grants or assistance in kind.

6.6.2.1 State maintenance grant

According to the Child Care and Protection Act of 2015 (Act no.3 of 2015), the State maintenance grant is available to a wide range of individuals who meet the criteria for this particular type of grant. All children in the household are eligible for the grant and are treated equally. The following categories of people can apply for the State Maintenance Grant:

- a parent or guardian of a child;
- a kinship caregiver who is taking care of a child based on an agreement registered with the children's court. Kinship care refers to the care of a child by a family member or extended family member other than the child's parent or guardian;
- a child-headed household, which is recognized as such when there are no parents or caregivers available or able to care for the children. The minister responsible for children needs to officially acknowledge a household as a child-headed household; and

- an adult supervisor of a child-headed household or an organization, either governmental or non-governmental, acting on behalf of the children in the child-headed household.

The criteria for applying for a State Maintenance Grant are as follows:

- the child must be a Namibian citizen or permanent resident;
- the child's parents should not be liable for income tax payment in the preceding tax year, except in cases where significant changes in circumstances have occurred, such as loss of employment or the death of a parent (Child Care and Protection Act of 2015, Sections 240 (3));
- the applicant must provide an affidavit indicating whether the child's parents are taxpayers and their relevant tax numbers;
- the applicant's details and instructions on how the grant payment should be made (e.g., mobile cash or bank deposit) need to be provided;
- proof that the child is under the care of the applicant or the proposed grant recipient is required. If the applicant is not the child's parent, proof of eligibility to apply for the grant is needed. If one or both parents are deceased, a certified copy of the relevant death certificate is required.

Typically, a State Maintenance Grant is paid until the child reaches the age of 18 or no longer meets the grant criteria. However, parents, guardians, or caregivers can apply for an extension of the grant from the executive director. In certain circumstances, such as the child needing to complete education, the grant can be extended until the child reaches the age of 21, subject to recommendation by a social worker.

There have been changes in the number of children receiving State maintenance grants. Previously, the first child in a household would receive NAD 200 monthly, and NAD 100 would be provided for each additional child from the same family who qualified for the grant. However, the Child Care and Protection Act of 2015 explicitly states that the criteria for state maintenance grants should not limit the number of children in a single household who qualify for such grants. This aligns with current practices and has been a long-standing feature of the program (Child Care and Protection Act of 2015).

6.6.2.2 Foster parent grant

In accordance with Section 241 (1) of the Child Care and Protection Act of 2015, foster parents play a similar role to residential childcare facilities by providing care for children who do not have immediate family members to look after them. Foster parents can receive a grant when they are taking care of a child placed under their care through a court order. This grant aims to supplement the expenses associated with fostering the child. It is important to note that the child in foster care should not be a relative of the foster parents.

To be eligible for the foster grant, the applicant must be a foster parent providing care for a child based on a court order. Therefore, the primary criterion for qualifying for this type of grant is that the child must be in foster care as specified in a children's court order issued under the Child Care and Protection Act (No. 3 of 2015). Furthermore, the grant should be payable to the foster parent named in the court order on behalf of the child (Child Care and Protection Regulations, regulations 107, 111(1)).

The foster parent grant is provided as long as the child continues to be in foster care according to a court order. In the event that the court order for foster care expires but the child still remains in foster care, the grant must be extended until the children's court makes a decision regarding whether to renew the order (Child Care and Protection Act, Section 243 (1)).

There have been changes in terms of foster care. Previously, foster care included parents from extended families such as grandparents, aunties, uncles, or other close extended family members. However, with the implementation of the CCPA of 2015, foster care now only caters to foster parents who are not blood relatives of the foster child. Due to the revised eligibility criteria to be a foster parent, there has been a decrease in the number of children in foster care since most people who opted for foster care were related to the children.

6.6.2.3 Residential child care facility grant

A residential childcare facility, which includes approved places of safety, registered children's homes, and registered child detention centres, has the opportunity to apply for a grant for each child under its care who has been placed there through a court order as outlined in the Child Care and Protection Act (No. 3 of 2015).

The grant is provided to the residential childcare facility on behalf of the child and is deposited into the facility's designated bank account (Child Care and Protection Regulations, Regulation 108 (2)). The grant's duration remains unchanged and is payable as long as the child continues to reside in the facility based on a court order (Child Care and Protection Act of 2015, Sections 64 (1), 151). There have been no observed changes in this type of grant since the implementation of the Child Care and Protection Act in 2015.

6.6.2.4 *Child Disability Grant*

A Child Disability Grant is a grant that is provided to a parent or caregiver who has a child with one of the disabilities specified in the Child Care and Protection Act of 2015. This grant is given in addition to any other state grant that may be applicable. The eligible individuals who can apply for a disability grant include parents or guardians of a child, kinship caregivers who are caring for a child based on an agreement registered with the children's court, child-headed households representing the children in the household, organs of the state or non-governmental organizations acting on behalf of children in their care, foster parents caring for a child based on a court order, and residential child care facilities where children are placed through a court order (Child Care and Protection Act of 2015, Sections 241 (1), 243).

To qualify for a child disability grant, two criteria must be met. First, the child should be a Namibian citizen or a permanent resident. Second, a social worker must assess the child as eligible for the grant based on their disability. This assessment is made after considering a medical or psychological report that confirms the child's condition. The disabilities that make a child eligible for a child disability grant include mental disabilities, chronic or terminal illnesses such as HIV or Diabetes, partial or complete deafness or blindness, cerebral palsy, loss of one or both limbs, complete or partial paralysis, severe speech impediment that hinders communication, epilepsy that cannot be adequately controlled with medication, albinism, and any other condition or disability that, in the opinion of a medical practitioner or psychologist, qualifies the child for a child disability grant (Child Care and Protection Act of 2015, Section 241 (1)).

If a child disability grant is given alongside another grant according to the Child Care and Protection Act (CCPA), it should be received by the same person who is receiving the additional grant. In cases where no other grant is being received, the child disability grant

must be paid to the person who is responsible for the child's care, regardless of who applied for the grant (Child Care and Protection Regulations, Regulation 109(6)-(7)). The child disability grant remains payable until the child reaches the age where they qualify for a disability pension as stipulated in the National Pensions Act (No. 10 of 1992).

The child disability grant is provided in addition to state maintenance or any other grant specified in the Act. These additional funds are intended to cover the additional expenses associated with the child's disability (Child Care and Protection Act of 2015, Section 241(3)). This arrangement was not applicable prior to the implementation of the CCPA.

6.6.2.5 Short-term emergency grant or assistance

The Ministry of Finance, in consultation with the responsible ministry, determines the form and amount of emergency assistance. This assistance can take the form of a short-term grant or assistance in kind, such as food aid. Short-term emergency grants or assistance are provided to families facing specific needs, including children in families affected by illness, accidents, death, fire, or natural disasters. There are no restrictions on who can apply for this assistance due to the various emergency circumstances that may arise (Child Care and Protection Act, Section 245 (1)).

The eligibility criteria for this emergency aid, designed for "emergencies," include situations such as a child accidentally losing their family, unintentionally losing their home or belongings, natural disasters not covered by other government relief measures, armed conflicts, the illness of the child or their financial provider, and other specified situations outlined in the regulations. As of 2019, additional emergencies include cases where a key income provider of the child is awaiting trial, sentenced, imprisoned, or admitted to a state health institution for a minimum of six months (Child Care and Protection Act, Section 245 (2)).

Emergency aid is provided for a maximum period of three months (Child Care and Protection Regulations, Regulation 114 (1)(e)). This new type of grant was introduced through the enactment of the CCPA to assist families with children during emergencies.

Regarding the various types CSGs mentioned above, an amount of N\$350 and N\$1400 for a child with a disability is paid to the applicant on behalf of the child, except for the residential childcare facility grant, which is approximately N\$10 per day, totalling around N\$400.

Table 6.3 summarises types of CSGs, eligible beneficiaries and purpose, grant value per child, means of testing income threshold, and age threshold:

Table 6.3: A Summary of different types of child support grants in Namibia

Type of grants	Eligible beneficiaries and purpose	Grant value per child	Means of test income threshold	Age threshold
State Maintenance Grant	Financial support for caregivers of children living in poverty, children who lost one parent, children whose parents have been incarcerated for more than six months and are family breadwinners, children with parents who receive old pension grants [Namibian citizens or permanent residents]	N\$ 350 per month	N\$1200 per month	Under 18
Foster Parent Grant	Financial support for foster parents who have been legally appointed by the court to care for a child (requires a valid court order) Namibian citizens or permanent residents]	N\$ 350 per month	N/A	Under 18
Child Disability Grant	Financial support for caregivers of children with a physical or mental disability who require and receive permanent care or support services (requires a medical assessment) [Namibian citizens or permanent residents]	N\$1400 (A child disability is payable in addition to any other state grant if applicable)	N\$ 1400 per month	under 16
Residential Child Care Facility/Shelter Grant	Financial support for a residential childcare facility can be an approved place of safety, a registered children's home, and a registered child detention centre. Residency status is not applicable [Any child found in Namibia and needs protection services]	N\$ 10 per day	N/A	Under 18 up to 21 (if a child is still schooling)
Short-term Emergency Grant/Assistance	Short-term emergency financial assistance is given to families in a particular need like children in a family affected by illness, accident, death, fire, or natural disasters (social worker report required) [Residency status is not applicable. Any child found in Namibia and in need of protection services]	Once off support and depending on required support	N/A	Under 18

Source: (Child Care and Protection Act of 2015)

In the context of the study, it is imperative to track the results of the CSGs programme on readiness and sustainability; outcomes; indicators; M&E instruments; and reporting and use of information. Thus, the below sections identify critical information that needs to be tracked for the CSGs programme in a broader context.

Within the perspective of the international and national policy frameworks of child welfare, there are requirements regarding the types of reports, where the report should be submitted, and the reporting period. Those treaties are domesticated through different legislative frameworks of human rights and children. Hence, international and regional level reports must be submitted to various bodies based on the international treaties the country has signed. For instance, at the international level, Namibia must report to the United Nations Committee on the Convention on the Rights of the Child (UNCRC). The report is submitted every five years. At the regional level, it is required that the report on the African Charter on the Rights and Welfare of the Child (ACRWC) be submitted every two years to the expert committee of ACRWC. Reporting to the committees mentioned above is a broader strategy to conduct ongoing monitoring and advocacy for improving child rights in the states that have signed the treaties. The reporting process provides a momentous occasion to harness the power of international human rights systems and reinforce child rights advancement at national platforms.

The fifth NDP also emphasises reporting and using findings. The annual progress report on the performance of the identified set of interventions and indicators is compiled through the implementation plan. After the verification processes, the report is submitted to the Presidency's Office. Based on the performance and where corrective measures are needed, the concerned minister signs the improvement plan to address issues identified within the given timeframe (Namibia's 5th National Development Plan (NDP5), 2017). The final approved progress report is therefore shared with other stakeholders through different modes of communication for further use (NDP5, 2017). Evaluations are also planned to determine the NDP interventions' relevancy, efficiency, effectiveness, impact, and sustainability.

Furthermore, the implementation of the National Agenda for Children, which is a five-year strategy that implores all key stakeholders working with children to ensure the rights of

children are met based on the intended outcomes all stakeholders agreed upon, the stakeholders use the variability of data sources that inform their performance on indicators (Ministry of Gender Equality and Child Welfare and UNICEF, 2018). They consolidate their performance quarterly and feed into the overall report the MGEPSW coordinates to allow efficiency and performance tracking. The final report is submitted in a narrative format to Cabinet annually for decision-making and recommendation on improving interventions for children in the country (Ministry of Gender Equality and Child Welfare and UNICEF, 2018). There are processes and summative evaluations planned. These evaluation reports assess the efficiency and effectiveness of different interventions under this strategy and determine the overall impact achieved. They also consider the approaches that would have worked well and those that would not, identify the reason for success or failure, and learn lessons from implementers and decision-makers (Ministry of Gender Equality and Child Welfare and UNICEF, 2018).

Indeed, programme evaluations assess programme achievement based on objectives and systematically evaluate the programme's impact (Cecchini, Robles and Vargas, 2012). The reports of these evaluations are essential enablers that allow improvements in the programme design and implementation, strengthen political commitment and sustainability, and contribute to the global evidence-based (Cecchini, Robles and Vargas, 2012; Holman, Spengler, Malkamaki and Samson, 2019). Therefore, a high-quality report is the spied outcome of the M&E when it is implemented (Holman, Spengler, Malkamaki and Samson, 2019).

Based on international best practices, Namibia is ensuring that the policy framework mechanisms' reporting and use of information are in place. Within the perspective of the CSGs programme, the reporting and use of data are embedded into different strategies as indicated under sub-section 4.7.3. That information, however, does not cover the entire processes of the programme but is only specific to identified indicators. Therefore, it is intended that the structured reporting and use of information for the CSGs programme should form part of the assessment of the case study in terms of reporting and use of the CSGs within the current M&E system in the MGEPSW.

6.7 CONCLUSION

The chapter unpacked the strategic direction of the Ministry, with a particular emphasis on the Ministry's vision, mission, mandates, and strategic overview. The structural and related M&E arrangements for the CSGs programme, particularly in the MGEPSW, in general, are discussed. Finally, the CSGs programme's strategic objectives, associated outcomes, and the current M&E system in the MGEPSW are provided.

Chapter six (6) provided a historical overview of child support in Namibia. It described the strategic focus of the CSGs in the MGEPSW, M&E practices, including international and national policy frameworks on welfare in the Namibian context. The overall strategic focus of the Ministry reflects a commitment to social protection and social justice inclusion. The vision of the MGEPSW is to create an inclusive and compassionate society in Namibia, where all citizens can lead a dignified life. This is to be achieved by fostering an environment that enables equal opportunities for sustainable socio-economic development, particularly benefiting targeted groups.

The study identified strategic objectives that encompass various areas, such as enhancing and broadening social protection measures, enhancing the well-being and safeguarding of children, establishing integrated management information systems, and fostering an enabling environment for efficient service delivery and a high-performance culture. However, the lack of an effective monitoring and evaluation (M&E) system within the Ministry has hampered the effective execution of M&E functions.

Regarding the strategic focus, the study identified specific strategic objectives aligned with the purpose. These objectives include strengthening and expanding social protection measures, improving the care and protection of children's well-being, developing integrated management information systems, and creating an enabling environment for a high-performance culture and efficient service delivery. However, the absence of a defined monitoring and evaluation (M&E) system within the Ministry has hindered the effective implementation of M&E functions.

The organisational structure of the MGEPSW is divided into different directorates and functions. The structure provides for the minister and deputy ministers who are politically

appointed to oversee the Ministry's operations at the political level. In contrast, the executive director, supported by the deputy executive director, oversees the Ministry's overall management, including the directors responsible for specific programmes. The discussions focused on the Directorates of Social Protection; and Policy Planning and Research, which are the main focus of the study, in terms of the administration of CSGs and M&E activities, respectively. The chapter highlighted the importance of integrating M&E functions into the planning processes to ensure accountability and outcomes of the programmes.

The international, regional, and national policy frameworks discussed in this chapter show how global and regional bodies are committed to promoting children's well-being through various programmes on the welfare of children. These treaties are domesticated through the national legislative and policy frameworks. In return, the agenda on child welfare is developed and implemented. Thus, it is imperative to ascertain an effective M&E system to measure the outcomes of these programmes to these frameworks.

In the Namibian context, the CSGs programme is a social protection intervention for OVCs that provides unconditional cash transfers to eligible children through their primary caregivers. The programme was inherited from apartheid and has expanded as a mechanism to address child poverty and an effort contributing to poverty eradication as one of the SDGs. The Namibian Government fully funds the programme and is part of a larger social protection landscape. The types of CSGs include state maintenance, foster care, child disability, residential child care, and short emergencies. Thus, the existing M&E arrangements will benefit from the adjustment through this study by putting mechanisms in place that can assess the effectiveness of the CSGs programme and adjust, where necessary, to improve outcomes for the targeted children.

The next chapter discusses the suitability of the RBM&E system for the Namibian CSGs programme as informed by this study's empirical research (see Chapter 2).

CHAPTER 7: ASSESSMENT OF THE SUITABILITY OF THE RBM&E SYSTEM FOR THE NAMIBIAN CHILD SUPPORT GRANTS PROGRAMME

7.1 INTRODUCTION

Chapter 7 assesses the suitability of the RBM&E system for the Namibian CSGs programme. The empirical study was conducted using selected components of ten steps of the results-based M&E system by Kusek and Rist (2004) (see section 3.4), including characteristics of an effective M&E system (see section 3.5) and best practices from countries that have established and sustained RBM&E system (see section 4.2). The six components and sub-components used as the key points of the empirical study were selected from the conceptual, contextual, and theoretical reviews from chapters 3 to 6 (See Table 7.1). The themes also formed the basis for developing interview guides to solicit responses from key informants in the system, as discussed in Chapter 2. The interviews were to ascertain the current situation regarding the RBM&E system and whether the MGEPSW responsible for the administration of the CSGs programme meets the requirements of an effective M&E system. Thus, the chapter presents findings, discussion, and analysis of the current M&E system of the CSGs in the MGEPSW.

7.2 PRESENTATION OF STUDY FINDINGS

As pointed out under section 7.1, the objective was to assess the existing M&E arrangements in the MGEPSW about tracking the results of the CSGs programme. In addition, the assessment was done to find possible solutions for improvement and further learning. The presented findings were collected from primary data and reviews of secondary sources. The primary source consisted of in-depth interviews with key informants using a semi-structured guide. In contrast, secondary sources included documents review. Data sources were based on the emerging themes and their sub-themes, as illustrated in Table 7.1, and framed the presentation of the study's findings.

Table 7.1: Themes and sub-themes for the assessment of the current M&E system of the CSGs

Themes	Sub-themes
Institutional arrangement for M&E	<ul style="list-style-type: none"> • Location of units responsible for M&E activities • Champion of M&E activities within and outside of the Ministry • Formal framework with M&E roles and responsibilities
Selection and tracking indicators for the CSGs programme	<ul style="list-style-type: none"> • Theory of Change and Logic Model for the CSGs programme • Current indicators for the CSGs programme Indicators tracking within institutional and national strategies relating to the CSGs programme
Budgeting for M&E activities	<ul style="list-style-type: none"> • Allocation of budget for M&E activities • Allocation of budget vis-a-vis the results of the CSGs programme
M&E capacity building	<ul style="list-style-type: none"> • M&E training for staff members • Capacity building plan on M&E activities
Data collection, storage mechanisms, and verification processes	<ul style="list-style-type: none"> • Mechanisms for data collection and storage • Processes for verification
Reporting, demand, and use of M&E information	<ul style="list-style-type: none"> • Documented rules for reporting M&E information that addresses who, what, how, and when? • Disseminated M&E information, internal and external • Offices/ministries and agencies demand information, and which reason
Challenges and recommendations	<ul style="list-style-type: none"> • Challenges in the current M&E system of the CSGs programme • Recommendations for improvement

7.2.1 Profile of the respondents

A total of 12 interviews were conducted. The respondents comprised one executive director, two directors, two deputy directors, and seven programme officers. The respondents were from the directorates of social protection, and policy planning and research. The seven programme officers included five from the CSGs administration and two programme officers from the Directorate of Policy Planning and Research responsible for M&E/PM functions. Of the respondents, nine were females, while three were males. Figure 7.1 and Figure 7.2 below illustrate the gender distribution of participants in various positions within the MGEPEWSW, respectively.

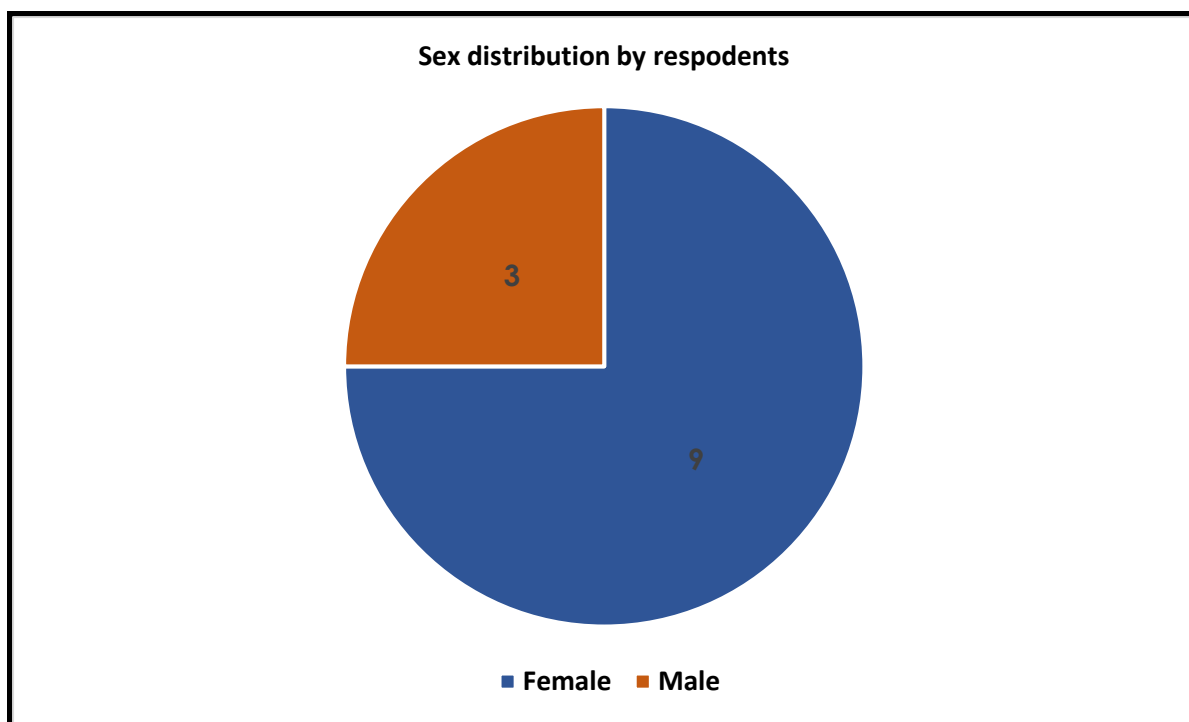


Figure 7.1: Sex distribution of respondents

Figure 7.2 below shows the positions distribution of the respondents:

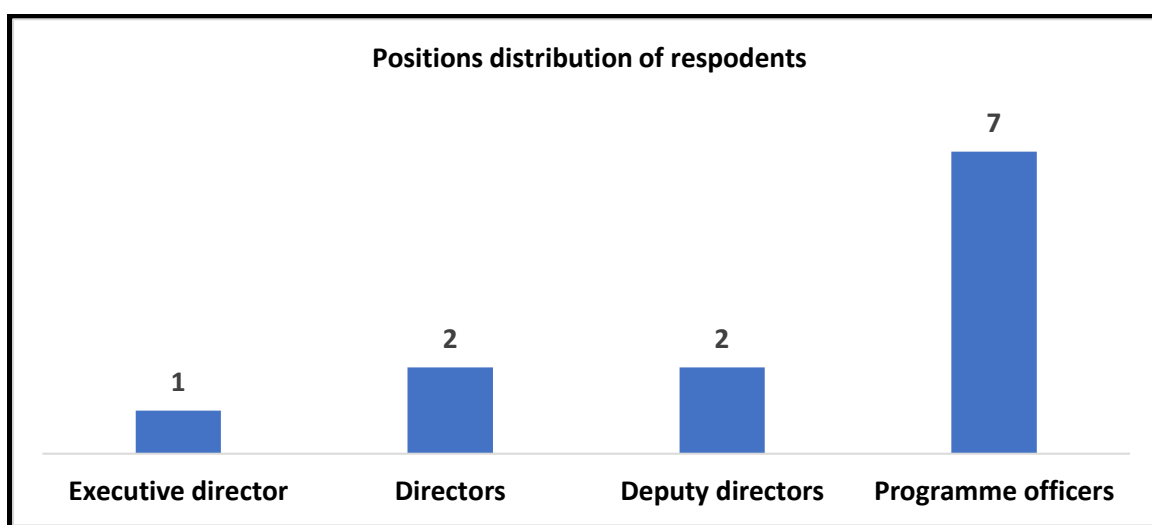


Figure 7.2: Positions distribution of respondents

According to the data presented in Figure 7.2, there is one executive director, two directors, two deputy directors, and seven programme officers.

Figure 7.3 below shows the distribution of managers and programme officers interviewed:

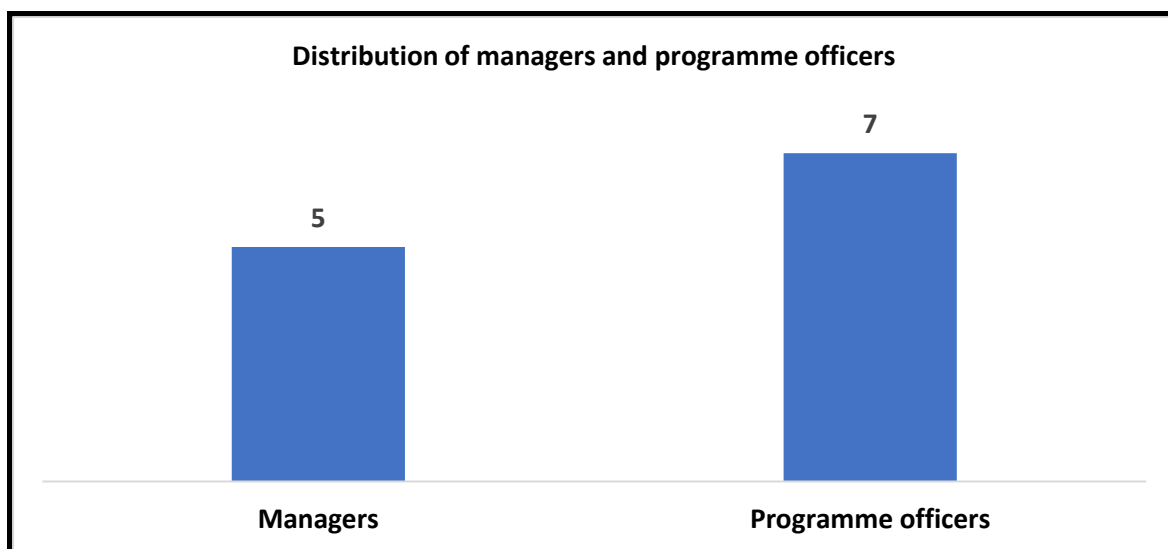


Figure 7.3: Distribution of managers and programme officers interviewed.

7.2.2 Institutional arrangement for monitoring and evaluation

The successful implementation of an M&E system necessitates a dedicated capacity to coordinate the M&E functions adequately. Therefore, the following components were considered during the analysis: The M&E institutional M&E arrangement analysed in this section included the location of M&E activities in the MGEPSW, the framework to coordinate M&E functions, a champion for the M&E activities within and outside the Ministry, and formal guideline for M&E.

7.2.2.1 Location of a unit responsible for M&E activities

A dedicated unit for M&E activities is information for effectively managing the M&E system. The respondents were requested to identify the directorate, which is primarily responsible for coordinating M&E activities of the CSGs programme. The respondents disagreed on the principal custodian for M&E activities. While some argued that M&E was centrally coordinated, other respondents believed each directorate was responsible for its own M&E activities. The following were some of the verbatim responses received:

“The Directorate of Social Protection is responsible for the M&E of the CSG” [R10] R12, 2022].

“Social Protection directorate is responsible for the monitoring and reporting for the grants” [R12, 2022].

“I am not sure about that, may be Social Protection directorate, because it is responsible for providing grants to the beneficiaries” [R 2, 2022]

Another respondent indicated that:

“The Directorate of Policy Planning and Research is responsible for all M&E activities in the Ministry, including for the CSGs programme” [R11, 2022].

“Each Directorate is responsible for their M&E activities, including reporting. All directorate report to the executive director. But also, no clear functions and guidance on expected outcomes for staff members to perform M&E activities. The M&E functions are added to core duties added on staff members” [R1, 2022].

“I think each directorate is responsible for their M&E. The director report to the executive director” [R4,2022].

Contradicting responses on the M&E activity location of the CSGs could be attributed to a lack of knowledge of what constitutes M&E activities, little interest in M&E-related activities, or a lack of clear guidance regarding M&E-related functions and outcomes.

The M&E system requires adequate technical capacity for M&E throughout the Ministry, which may not always be available. The staff establishment of the MGEPEWSW shows that there is a division responsible for M&E functions/activities under the Directorate of Policy Planning and Research. The document review concurs with the views of some participants, who reported M&E as located in one division. However, other ideas maintain that each directorate is responsible for its M&E responsibilities. Indeed, the location of M&E responsibilities will be valuable if M&E is dispersed throughout the institution in different directorates as per the Ministry’s organogram (Figure 6.2). There is a potential benefit in a dispersed M&E setup as it ties performance information close to those that need to make decisions.

International best practices state that the location of an M&E system plays a vital role in establishing and sustaining an effective M&E system (Kusek and Rist, 2004; Mackay, 2007; Bamberger, 2008). Such an M&E unit should be able to fulfil its responsibility adequately. It should be located at a higher position in the organisational structure due to the nature of the oversight functions that necessitate a certain level of independence or autonomy (Holvoet

and Dewachter, 2013; Mukhupa, 2015). The findings from the respondents and document review pointed out the issues with institutional arrangements. The problems were the lack of coordinated M&E responsibilities and staff structure to guide M&E scope. However, there were acknowledgements of an established M&E division.

In contrast, some agree that there is an isolated M&E division. Thus, assigning an M&E unit in one directorate limits the benefits to other directorates. In addition, placing the M&E at the directorate level rather than the strategic level may mean that the information produced becomes more programme orientated rather than outcome/strategically focused. Thus, the arrangement limits the potential value of such information to senior decision-makers.

7.2.2.2 *Championship of the M&E system at the MGEPSW and outside the Ministry*

Respondents were asked to identify an influential critical champion for the M&E system. The question posed under this section was to establish whether there is an influential person known that champions an M&E system for MGEPSW and a government-wide M&E system. Mixed responses were received, as supported by these selected quotes:

“The Directorate of Policy Planning and Research Planning; outside the Ministry, it is the Office of the Prime Minister. The office has introduced a performance management system and is championing the system across the OMAS” [R12, 2022].

“The Directorate of Policy Planning and Research in the MGEPSW, and National Planning Commission for the entire country” [R11, 2022].

“I can’t think of any one and I have never heard a person who is championing M&E activities” [R 9, 2022]

“No individual is championing M&E activities in the Ministry. But, within the Ministry, it is the Directorate of Policy Planning and Research, while National Planning Commission champions national/government M&E in general” [R10, 2022].

Internal to the Ministry, the Directorate of Policy Planning and Research was seen as a critical champion. At the same time, the NPC was identified as a crucial player outside of the Ministry. The NPC is responsible for coordinating the NDPs’ implementation, monitoring, and

evaluation. The OPM was also identified as the champion responsible for mainstreaming performance management systems in all government institutions.

The respondents managed to identify the units responsible for M&E activities in the Ministry and outside the Ministry. However, the interviews did not explore the capacity and efficiency of those specified units. Having more than one champion may be advantageous because multiple efforts may mutually enforce support for the M&E system. However, the lack of agreement on influential advocates of the M&E system in the MGEPSW may seldom introduce a weakness, as also indicated in the situation analysis of the M&E systems in Namibia, where lack of championship was cited as a limiting factor towards achieving the expected level of performance in the OMAS (National Planning Commission, 2021). Thus, the absence of identified individuals who are influential in championing M&E activities, either at the MGEPSW level or government-wide, should be a concern.

7.2.3 Formal guideline for M&E roles and responsibilities for the CSG programme

The question posed to respondents assessed whether there is a guideline in the Ministry stipulating M&E roles and responsibilities related to planning, monitoring, budgeting, and evaluating the CSGs programme. A formal approach with clear roles and responsibilities regarding M&E at the institutional level should be defined, documented, and implemented. Understanding the importance of having a framework that coordinates M&E roles and responsibilities should be a point of departure for developing and sustaining an M&E system in an organisation (De Coning and Rabie, 2014; Magagula, 2019).

There were mixed views from the participants in terms of the formal M&E roles and responsibilities of the CSG programme:

“There is no guideline specifically for planning, monitoring, budgeting for the. CSGs alone. These roles and functions are embedded in the Ministerial Strategic Plan” [R11, 2022].

“Yes, the social protection policy is the guideline that coordinates planning and monitoring for the social protection programme, including the CSGs” [R10, 2022].

“There is no guideline with stipulated roles and responsibilities for the CSGs programme, but the Directorate of Social Protection is responsible for planning, reporting, and ensuring the grant budget is available. The Directorate also reports on the number of grants provided to children for a specific period, also reported by the Social Protection Directorate. There is also a budget reconciliation division responsible for budgeting and reporting on the expenditure of the CSGs programme” [R12, 2022].

Responses of respondents indicated that some of the M&E roles and responsibilities of the CSG are embedded in the strategic plan of the MGEPEWS. SO7 of the strategic plan focus on an *“integrated management information system”*; and SO8 on an *“enabling environment for high-performance culture and service delivery”* (Ministry of Gender Equality, Poverty Eradication, and Social Welfare, 2020).

The findings show some elements relating to the M&E activities under the Ministerial Strategic Plan and the Social Protection Policy, as indicated in the above results. However, no specific M&E framework was found solely focusing on the CSG programme. A sound M&E system comprises a sequence of policies, guidelines, and procedures supporting comprehensive and accurate data collection analysis and uses for M&E purposes. Thus, a formally approved M&E policy framework is fundamental since it clarifies critical stakeholders’ roles, responsibilities, and accountabilities (Lahey, 2010). In that, the availability of the M&E framework will explain functions that will be useful in ensuring a common understanding of the functionality and sustainability of the M&E system within institutions for RBM and programming (Biscaye, et al., 2015; Mtshali, 2015). Therefore, there is a need to advocate for and develop the M&E framework for coordinating the M&E functions for the CSGs programme for the entire Ministry. Furthermore, the M&E framework would ensure that the M&E system will readily measure the results of the programmes in the Ministry and the CSGs programme in particular.

7.2.4 Tracking and selection of indicators for the CSGs programme

Under the tracking and selection of indicators component, the Theory of Change and Logic Model, current indicators being tracked, and indicators tracking in the institutional and national strategies relating to the CSGs programme were discussed.

7.2.4.1 Theory of Change, Results Chain/Logic Model framework for the CSGs programme

It was important to gauge whether there was any strategy or guideline in the MGEPSW with the Theory of Change and Logic Model, specifically for the CSGs programme, from the respondents. Thus, the question posed to respondents was to determine whether, among strategic frameworks for the MGEPSW, contain a Theory of Change, results chain, or logic model for the CSGs programme.

The following were their responses:

“The document with the Theory of Change and Logic Model is the M&E plan for child welfare services. But, it does not focus on the CSGs programme, but on the entire directorate programmes” [R2, 2022].

“The Child Welfare Directorate has an M&E plan with the logic model and theory of change” [R4, 2022].

“Yes, but not specifically for the child support grants. It is based on all the child welfare programmes” [R1, 2022].

“Yes, however, it is not meant for the CSGs programme, but for the Child Welfare directorate programme” [R5, 2022].

“I know the Blueprint on Wealth Redistribution and Poverty Eradication, wealth redistribution and poverty eradication, but I am not sure if there is a Theory of Change. It includes an implementation plan of the document with objectives, strategic outcomes, and related interventions” [R7, 2022].

“I can think of the Social Protection Policy that was just launched, but I am not sure if there is the Theory of Change or a logic model” [R9, 2022].

Some respondents identified aspects of the Theory of Change and Logic Model within the Child Welfare Directorate M&E plan because of their previous experience in the said directorate. However, some respondents believed that no Theory of Change and Logic Model exists for the CSGs programme in the Ministry.

The existing plan for the child welfare programmes showed a Theory of Change and a Logic Model of the child welfare services' various programmes, including the part of the CSGs programme. However, this plan has no specific Theory of Change and Logic Model. The M&E plan was not developed for the CSGs programme specifically. These findings show no M&E framework with a Theory of Change and Logic Model specifically for the CSGs programme. However, some CSGs-related indicators exist in the entire M&E framework of the Child Welfare Directorate's programmes.

The findings correlate with the assessment conducted on the Namibian PMS, which showed no monitoring, reporting, and evaluation framework for results at different institutional levels to support the PMS (Mutumba, 2021). The same findings were also articulated in the situational analysis of the M&E system in Namibia, where it was found that there is no common guiding framework for programme planning and design in government entities. This is due mainly to programmes being implemented without considering the core elements of the diagnostic analysis options, logical framework, results chain, and an M&E plan (National Planning Commission, 2021). Indeed, the absence of the Theory of Change and Logic Model of the CSGs is a stumbling block in measuring the programme's outcomes and impact. Therefore, the Theory of Change and Logic Model was developed for the CSGs programme to guide the implementation, monitoring, evaluation, and reporting processes.

7.2.4.2 Current indicators for the CSG programme

The purpose of the question posed in this section was to gauge the respondents' views on the types of indicators they are aware of that are currently being used to measure the results of the CSGs programme. The respondents were presented with performance areas to choose from by indicating the current indicators tracked to measure the implementation of the CSGs in the Ministry. The suggested indicators were:

- expenditure of CSGs programmes;
- numbers and percentages of beneficiaries receiving CSGs;
- geographical coverage of CSGs;
- adherence to the intended use of the CSGs funds;
- and outcomes related to health, nutrition, and education of the children.

The following were the responses from the respondents:

“Indicators we can report on our expenditure of CSGs, numbers, and percentages of the beneficiaries. We are also able to calculate the coverage of the grants by region” [R7, 2022].

Other respondents identified:

“Numbers, percentages of beneficiaries” [R1, 2022].

“Numbers of children receiving different types of grants by region, sex and age” [R3,2022].

“There is no system in place to system in place to collect other types of indicators like outcomes. We only collect numbers that are converted into percentage” [R4, 2022].

While some of them identified:

“coverage of CSGs and a number of beneficiaries” [R2, 2022].

“Coverage of children by region and number of recipients” [R6, 2022]

“Number of children, recipients and the total amount being spent to CSGs on monthly basis [R 3, 2022]

In terms of adherence to the use of the grants, one of the respondents stated that:

“the only adherence on the use of the grant is to check only if the child is staying with the person who is receiving the money if the child still exists, and if the child is still at school” [R6].

The respondents’ views show that the tracked indicators are outputs related. No one pointed out the intended use of the grants’ outcome nor for the developments related to the health, nutrition, and education of children being tracked.

The SAS (database) was reviewed as a method for triangulating information. The review showed that data captured in the social assistance database relates to the number of children added or deleted from the system. Those numbers are aggregated by region, type of grant, and constituency; the accumulative number of children on the SAS by region, constituency,

sex, and type of grants; as well as total expenditure of the grants by region, constituency, and by month (Social Assistance System, MGEPEWSW). Furthermore, the review conducted in the ministerial strategic plan and annual work plan showed that the indicator related to the CSGs being tracked in both plans is the coverage of the CSG. There is no evidence of monitoring the outcomes of the CSG at the Ministry level.

7.2.4.3 Indicators tracking for CSGs programme within institutional and national strategies

Tracking of appropriate indicators allows the institution and the country to measure how they are meeting the goals and objectives. It is done through policies and related strategic plans. It is essential to ensure that those policies and plans are meeting and working towards improving the well-being of the targeted beneficiaries. It implies that allocating resources, implementing, monitoring, and reporting on the results of those policies and related strategic plans is necessary. Thus, the institutional and national strategies here were discussed from the perspective of the CSGs programme-related outcomes.

Based on the above, the Ministry of Gender Equality, Poverty Eradication, and Social Welfare has several policy and legislative frameworks that set out anticipated results. The institution's value is highly influenced by the legislative and policy frameworks of the programmes of such an institution. These programmes should have a guiding framework that outlines how those programmes will produce results benefitting the intended beneficiaries. In other words, institutional strategies are guided by the institution's vision and mandate; these strategies should be implemented, monitored, and evaluated. Thus, M&E systems are necessary for providing information and monitoring the degree to which these strategies are implemented and measured for strategic-orientated goals.

A review of the institutional strategic documents with programme indicators to measure the CSGs was conducted. The aim was to determine whether the strategies attached to the MGEPEWSW mandate consider the CSGs and whether there are measures in place to track the results of the CSGs within identified strategies. The documents review, i.e., the Social Protection Policy 2021-2030; the National Agenda for Children 2018/2022; the Ministerial Strategic Plan 2021/2025; and the Blueprint on Wealth Redistribution and Poverty Eradication 2018/2020, have a component of the CSGs programme:

The Social Protection Policy 2021-2030 has an objective related “to the increasing *coverage and access to social protection services*.” The needs of this policy are addressed through strengthening and increasing the CSGs coverage through data cleaning processes, review of targeting mechanisms, and inflation adjustment of the current value of the CSGs (Ministry of Gender Equality, Poverty Eradication and Social Welfare, 2021). The interventions outlined in the policy are expected to produce outcomes necessary to contribute to the social transformation through the realisation of development goals enshrined in the national, regional, and international frameworks. However, the coverage and increase of the CSGs programme will not provide related outcome information that will measure the programme’s goal.

The National Agenda for Children 2018-2022 also advocates for strengthening the social protection of children from poverty. It measures the “*reduction of the child poverty rate and the increase of children eligible for CSGs*” (Ministry of Gender Equality and Child Welfare, 2018). Reducing child poverty contributes to one of the SDGs, i.e., “No poverty”. In achieving that, the Government of Namibia, through the MGEPEWSW, has dedicated programmes contributing to reducing poverty, including the CSGs programme. The CSGs programme’s results are expected to improve the well-being of the children targeted (Waters, 2010; Devereux, 2008).

The Ministry’s 2020/2021 strategic plan emphasised strategic objectives relating to strengthening and expanding social protection, focusing on “*maintaining the coverage of orphans and vulnerable children receiving CSGs*” (Ministry of Gender Equality, Poverty Eradication and Social Welfare, 2020). Given the indicator set to measure intervention of the CSGs programme, no related indicators capture the programme’s desired outcomes. Instead, it focuses on output-related indicators.

Finally, the Blueprint on Wealth Redistribution and Poverty Eradication 2018/2020 also houses components of *strengthening social protection systems*. One of the strategic approaches is *to extend the coverage of existing social grants*, including children, and *to provide new social grants to those currently excluded*. The outcome measure of this specific intervention is “*coverage of social grants*” (Ministry of Poverty Eradication and Social Welfare,

2017). The coverage of the CSGs grant will not provide outcome measures that will show the programme contributed towards improving the well-being of children.

The review of the institutional strategic frameworks linked to the mandate of the MGEPEWSW discussed in this section, together with indicators related to CSGs, revealed that indicators associated with the CSGs programme are not outcome-related but output indicators. It means that the results-based principles were not integrated into the above policy frameworks because of the difficulty in managing and measuring the results related to the CSGs programme. It could be associated with the absence of an effective M&E system when the frameworks were developed. In the real world, a sound M&E system has a series of policies, practices, and processes coherent with the institution's objectives and goals, facilitating measuring the results of those policies and programmes. That, however, is not the case with the MGEPEWSW.

A solid commitment to results-based approaches should be established in the MGEPEWSW to ensure that results are orientated to the CSGs programmes. Hence, this is a call for the Ministry to ensure the inclusion of outcome indicators that will demonstrate the programme's effectiveness when developing strategic guidelines based on the Ministry's mandated programmes. An effective M&E system is required to realise the results-orientation of the programme (Bilney, et al., 2013). Therefore, a sound M&E system should have a series of policies, practices, and processes coherent with the institution's objectives and goals to facilitate measuring the results of those policies and programmes.

Further review of national strategies for CSGs programmes was conducted to establish the link between those strategies and the programme in question and to examine how selected indicators of the CSGs contribute to the overall objective of the identified national priorities. Those frameworks are Vision 2030, the NDP5, and HPP I and II. Vision 2030, under its section on inequality and social welfare, emphasises *social protection and economic development programmes for poor and vulnerable people*. The CSGs is targeted under *the intervention of the provision of social grants*. However, no indicators are specified to measure the condition of the social grants (Office of the President, 2004).

The National Development Plan Five (NDP5) also emphasises the CSGs programme. The *Social Transformation Pillar* under NDP5 calls for strengthening social safety nets through expanding *social assistance to vulnerable individuals*, including administration and service delivery systems (National Planning Commission, 2017).

A sound M&E system comprises a sequence of policies, guidelines, and procedures supporting comprehensive and accurate data collection analysis and uses for M&E purposes. It was tested by reviewing institutional and strategic frameworks about the CSGs. The results showed that the linkages of the strategic frameworks at national and institutional levels are apparent. The information obtained also showed that all indicators related to the CSGs programme linked to the strategies of the various frameworks discussed are output-associated indicators. The only indicator identified as an outcome is related to poverty measures. It implies that other related outcome indicators on child well-being (see Figure 4.3 depicting the Theory of Change for cash transfers programme) are not available to measure results about CSG-related strategies in the above-discussed frameworks.

Thus, when reviewing these policy frameworks, some questions remain unanswered. Because there are no indicators of those policy frameworks to measure the programme's effectiveness on the intended beneficiaries that were observed, it is imperative to develop and sustain an M&E system, not only that is linked with national and institutional strategies. However, such M&E systems should be able also to provide information for related global priorities (Kimaro and Fourie, 2017). Indeed, the M&E systems developed for these policy frameworks should produce a report to establish how well or poorly those strategies were implemented and the intended objectives and purpose achieved. Therefore, the MGEPSW must have a comprehensive M&E policy to monitor and evaluate all aspects of the CSGs that would inform other national and institutional policies related to the programme.

Findings from the interview confirm (see subsection 7.2.3.2) that indicators used to track the CSGs programme are at the output level. It implies a need for plans and procedures for monitoring results-related indicators, which are currently missing. It is vital to be able to answer questions like "How will we know success or achievement when we see it? Are we moving toward achieving our desired outcomes?" These questions need answers during the implementation cycle of a policy, a programme, or a project (Kusek and Rist, 2004).

Table 7.2: Some Namibian policy frameworks with indicators on the Child Support Grants Programme

Policy framework	Related area	Indicator
5th NDP, 2017/2018	Social protection	# of eligible children receiving a grant % of vulnerable children receiving a grant % of children receiving a disability grant
MTEF 2021/2022	Child protection	% of eligible children receiving a grant
National Agenda for Children 2018-2020	Strengthen social protection of children from poverty	Child poverty rate % of eligible children receiving a grant
Children and Namibian Budget Brief 2017/2018	Social assistance and welfare	Beneficiaries of the CSGs monthly CSGs amount Child grants as a share of the total national budget
Ministry of Gender Equality, Poverty Eradication, and Social Welfare Strategic Plan 2020/2025	Strengthening and expansion of social protection	% coverage of OVCs accessing CSGs

All the above-identified indicators are output level, except for the child poverty rate, which is intended to measure the extent of child poverty that is measured using the MPI tool for Namibia. Thus, efforts to develop and sustain a results-based M&E system should be a priority to establish the outcomes and impact of different policies and programmes being implemented at the institutional and country level. It means that the M&E framework for any programme or policy intervention should have a balanced set of indicators, including outputs, outcomes, and impact indicators (White and Sabarwal, 2014; Mugxaso, 2015). Such a framework should consist of different levels of indicators as valuable mechanisms to monitor the progress at the level of activities, objectives, and goals of any given programme or policy (Kusek and Rist, 2004; Holvoet and Inberg, 2014). Therefore, outcome-level indicators will be proposed in the results-based model for the CSGs programme.

7.2.5.1 Allocation of budget for M&E activities

The availability of adequate funding contributes to the successful institutionalisation of the M&E system. The question posed under this section was determining the budget allocation

related to M&E activities in the Ministry and the CSGs in particular. The participants were requested to explain to what extent the budget for the M&E activities is deemed necessary. The following present selected views from the respondents:

“The M&E division is quite new to the combined Ministry. The integration of M&E into other directorates is slowly taking place. Therefore, the budget allocated to M&E is quite limited” [R10, 2022].

“Inadequate resources such as a specific budget to drive M&E activities” [R 9, 2022].

“The Ministry does not budget for M&E activities and the management does not seem to understand the value of M&E and related budget” [R6,2022].

“No budget allocated to expand the CSG M&E system [R1, 2022].

“Budget is available in terms of monitoring the use of child grants at the community level, but there is no budget available for bigger M&E exercises” [R11, 2022].

“I am not sure if there is a budget for M&E, because there are no other M&E activities taking place in the Ministry, but rather reporting. May be we don’t understand the definition of M&E and activities should form part of it” [R6, 2023]

While some respondents indicated that a monitoring budget is available, most agreed that the budget is insufficient to enable the expansion of M&E activities. These responses suggest that the M&E budget is not a priority, although some minor activities are related to the monitoring of the MGEPEWS.

On the other hand, however, another respondent’s view was that the level of prioritisation of the budget is high:

“The Ministry is migrating to using technology to ensure good M&E. [R12, 2022].

“Currently the ministry is working on upgrading the database for grants and link it to other databases of key service providers such as the Ministry of Home Affairs and Immigration for vital registration, Ministry of Finance to ensure that families receiving grants on behalf of children are below threshold. This is to ensure that the neediest

children are covered". Thus, there is a significant budget for this specific exercise" [R 10, 2022]".

The reference to the technology in the above excerpt is the process undertaken to integrate the SA database with birth registration, social security, and taxpayers to ensure that the proper beneficiaries are being targeted. It is one of the factors that would be facilitated to track accurate information related to the beneficiaries., Literature suggests that electronic management systems add significant value to managing M&E activities (Stofile, 2017; Orrnert, 2020).

As part of the document review, the MTEF and the Annual Work Plans for 2021/2022 and 2022/2023 were reviewed to identify specific budgets allocated to the M&E activities in the Ministry. It was established that the MTEF had no related budget vote for M&E. The Directorate of the Child Welfare Services' annual work plans has some related M&E activities, including updating the DHIS2 database and related data collection and analysis training. Development partners, including the Global Fund and UNICEF, support these activities. The Directorate of Policy Planning and Research is responsible for coordinating the M&E activities in the Ministry. Its annual work plan contains M&E-related activities, including developing an integrated information management system and the monitoring and evaluation plan for the Ministry's programmes. Those activities do not have a budget attached to them since it is envisaged that the staff members will conduct them as part of their duties. The annual work plans reviewed did not indicate any M&E-related activities under the Social Protection Directorate responsible for the CSGs programme administration.

It is clear from the findings that little is being done regarding the budget related to monitoring activities of the CSGs programme in particular and the entire Ministry in general. The little budget indicated is associated with the monitoring of grant use. There is no indication of planned evaluation or any other related survey on the CSGs programme that would measure the programme's results. It is also confirmed by the situational analysis of M&E in the public sector, which showed that there are few evaluations conducted in the country and that these are donor-driven (National Planning Commission, 2021). This is because the government does not have an allocated budget for evaluating government programmes. Monitoring and reporting activities are assumed to be part of the overall operational budget.

7.2.5.2 Budget allocation vis-a-vis results of the CSG programme

The budget allocation of specific programmes at the institutional level is deemed to be informed by the performance results. The question under this section sought to examine whether the budget allocation of the CSGs programme is based on M&E results. The respondents were requested to confirm whether the CSGs programme budget allocation considers monitoring data and evaluation results and provide details on how data and evaluation results are used for budget allocation. The following were the views of the respondents:

“Data is not used to influence policy and budget allocation. This makes it difficult to hold staff members accountable” [R1, 2022].

“The management support and appreciation of M&E information is lacking in the Ministry, as a result of not using data for budgeting purposes” [R9, 2022].

“Currently, the budget is not informed by proper M&E results but by political influence. Therefore, no data is available to make informed decisions” [R11, 2022].

“The number of children to add on the grants system for a specific financial year is based on the budget allocation, not on the results from the programme implementation” [R10, 2022].

“Results are used for budget allocation, but it all depends on funds available. Budget can be allocated for those children already available on the grant system but may not include the new ones who become vulnerable because of economic downturns” [R12, 2022].

The respondents' views were confirmation of budgetary allocation without results that verify the success of ongoing initiatives. The findings align with other studies that confirmed that the budgetary allocation for the NDPs was done without considering the results of the agreed-upon performance indicators (Kanyamuna, 2019). Budget allocation is informed by the availability of funds in a specific year and based on instructions from the Cabinet (Kanyamuna, 2019).

7.2.6 M&E capacity building

The findings in this section focus on the staff member M&E capacity and the capacity-building plan for M&E functions in the Ministry.

7.2.6.1 The M&E training for staff members

The question posed here was to determine how well staff members are trained and capacitated for institutionalising the M&E system in the Ministry. The respondents were requested to rate and explain to what extent staff members are trained and capacitated about the institutionalisation of the M&E system. All respondents indicated that the level of training and capacity for institutionalising the M&E system for staff members is low. In detail, the following were the responses of the respondents:

“Low, even though staff members might have been sensitised on the M&E, but the modalities are not in place to capacitate and institutionalise the system effectively” [R7, 2022].

“Low, some staff members were trained; however, the system is never used in all offices due to lack of IT equipment. Some staff members never understood the programme as there is no consistency in the implementation plan” [R3, 22].

“Low, there is no proper M&E system. The current system is highly centralised, and only a few can access it. The regional offices provide data, though the collation only occurs at the central level” [R5, 2022].

“Low, only a few directorates prioritise the capacity building of staff members on M&E” [R9, 2022].

“Low, their lack of capacity in terms of the staff complement within the Ministry and the expertise/skills for M&E” [R9, 2022].

“No opportunities to train and capacitate staff members on performing some of the M&E functions” [R1, 2022].

“There is a lack of capacity in all directorates on M&E, and it is also not championed at the highest level within the Ministry. The Ministry generally does not understand its value” [R6, 2022].

The above views suggest that there is no capacity-building training related to the institutionalisation of the M&E system taking place in the Ministry. The lack of an effective M&E system is not only associated with a lack of M&E training but also with the IT equipment. Inadequacy in IT incapacitates the collection, collation, and analysis of M&E information.

Respondents who rated M&E training as moderate cited some M&E-related training on the CSGs programme. The training received is associated with the completion of the form and how to capture data in the database. The following is the view of one respondent regarding the training on data collection tools and the database:

“Moderate, the staff members are trained to complete the application forms and other required documents which should be attached to an application. When the Child Welfare Directorate District Health Information System Two (CWD DHIS2) was developed, the staff members received training on how to collect the data and how to enter it into the database” [R1, 2022].

Other views suggest some training on M&E, but it is inadequate due to a lack of budget for M&E activities. On the other hand, it seems an M&E is not a priority for the Ministry, although some of the directorates have initiated some training on M&E. Here are some of the views:

“Moderate, no adequate funding” [R6, 2022].

“Moderate, because some staff members in one or two directorates are trained while some are not” [R8, 2022].

The above findings suggest a need to prioritise training and resources related to M&E that will contribute to the effectiveness of the development and sustainability of the M&E system in the entire Ministry, including M&E-related capacity building for the CSGs programme. These findings described a lack of human resources and technical capacity, a common problem in the public sector regarding M&E (Kanyamuna, 2019).

7.2.6.2 Capacity building plan on M&E

The document review established that no capacity-building plan focusing on M&E is supposed to form part of the human resource development as per the PMS. The findings align with the assessment of demand and supply, monitoring, evaluation, and PM information and services in Anglophone Sub-Saharan Africa, including Namibia. These findings highlighted issues related to insufficient human resources dedicated to M&E and under-capacitated M&E units within implementing entities (CLEAR, 2013). This was echoed by Kanyamuna (2021), who indicated that in the Zambian context, the government implementing agencies do not have funding mechanisms in place for resource mobilisation and budget allocation for capacity building for M&E. There is a need to prioritise capacity building through costed capacity building plans for M&E functions. The same recommendation applies to the MGEPEWSW.

There is a greater need to capacitate staff members in M&E-related activities to establish and sustain the Ministry's M&E system as per the Ministry's mandate, including the CSGs programme.

7.2.7 Data collection, storage, and verification processes

This section of the findings focuses on the data collection, storage, and verification processes for the CSGs programme that is incorporated into the monitoring system for the Ministry. They are indeed essential aspects to consider while developing an M&E system.

7.2.7.1 Data collection and storage for CSGs programme

This assessment aspect examines the CSGs' data collection and storage mechanisms. The intention was to verify whether the CSGs and other related programmes in the Ministry could generate the quality data needed using appropriate data storage options available in the Ministry.

The data review showed that the only M&E document in the Ministry was for the Child Welfare Directorate. This directorate was previously responsible for the CSGs before the restructuring of the Ministry (See section 6.2). The CSGs forms part of the programmes under the child welfare services. Thus, data collection tools and data storage mechanisms are in place for the CSGs and other child-related programmes in the MGEPEWSW.

The Ministry also has different data collection, storage, and analysis databases. For example, there is an identified electronic management system called the District Health Information System Two (DHIS2) for the directorate responsible for Child Care and Protection Services in the MGEPSW. Furthermore, another integrated early childhood development (IECD) database is in the IECD division within the same Ministry. The database is associated with forms used to collect data captured in the system.

The CSGs programme has a SAS database, capturing data for child support, old age, and disability grants. There are also forms in place to collect information entered into the system. However, no M&E guidelines for quality checks are associated with the CSGs nor IECD programmes that provide straightforward data collection methods, data sources, collection methods, and flows. The findings collate with the situational analysis of the M&E systems in Namibia, showing that 87% of government institutions do not have straightforward methods for data collection or well-thought-through and documented data sources and flows (National Planning Commission, 2021).

Through a document review, the social assistance database for the CSG programme was reviewed and had some quality checks of data concerning the required documents, age of the beneficiaries, school attendance (if applicable), birth certificate and ID numbers, constituency and region, and type of grants. The databases also have security measures. It indicates that each application is verified to ensure that all requirements are met on each application before the information is captured in the database.

7.2.7.2 Processes for verification for CSGs programmes

The purpose of this section was to establish whether there are mechanisms in place for data collection, aggregation, and verification that are incorporated into the monitoring system of the CSGs programme. The respondents were requested to confirm whether such mechanisms exist and, if so, integrated into the M&E system of the CSGs programme. The following were some of the responses from the respondents:

“Yes, there are data collection and aggregation mechanisms for CSGs programmes. I am not sure about verification. The staff members use application forms to record the data for each applicant and beneficiary on a printed form. The information of

successful applicants is transferred to the SAS system for receipt of payments, and here the cumulative data can be accessed” [R1, 2022].

“Yes, the regional staff members at the operational level verify if the children who receive grants still exist” [R3, 2022].

“I know we always verify the applications before entering information before data typists enter children qualify for grants into the database” [R4, 2022].

Based on the findings from the respondents, the mechanisms for data collection, aggregation, and verification seem existent to some extent. Currently, data collection for the CSGs programme is done at the constituency level. At the same time, the aggregation and initial verification are conducted at the regional level, and further national aggregation and validation at the national level before capturing information into the database. Although these processes are practised under the CSGs programme, no document outlines those procedures.

7.2.8 Reporting, demand, and use of M&E information

The findings under this section focus on the documented rules for reporting on M&E information, including internal and external dissemination of data and who demands knowledge for which reasons.

7.2.8.1 Documented rules for reporting on M&E information

The question intended to examine whether reporting rules related to M&E information exist. From a PMS point of view, there are already documented rules and procedures for reporting information on implemented activities for various programmes at the institutional level. A review of the quarterly and annual reports revealed that templates are being used for the entire government PMS to provide quarterly, bi-annual, and annual reports.

The entire reporting format includes:

- the strategic objectives;
- projects;
- outputs;
- key performance indicators (KPIs);

- key performance indicator types (absolute, absolute-, incremental and decremental);
- baselines;
- performance (target, actual performance, difference, % progress, % variance);
- action steps taken;
- reasons for conflicts;
- corrective interventions required; and
- budget execution.

Figure 7.4 presents the PMS quarterly, bi-annual and annual reports format for government institutions:

Strategic Objective	Project	Output	KPI	Indicator definition	KPI Type	Baseline		Performance					Action Steps Taken	Reasons for Major variances (Challenges)	Corrective Interventions Required (Way Forward)	Budget Execution (N\$ '000)		
						AP Baseline	Quarterly baseline	Target	Actual	Difference	% Progress	% Variance				Actual Expenditure	Difference	% Execution Rate

Figure 7.4: PMS quarterly, bi-annual and annual reports

The two-fold reports include numeric information based on the target versus performance and the narrative content with a detailed explanation of the performance, including the variances and corrective measures if applicable. Furthermore, reporting timelines are in place from various levels of operations up to the Cabinet level.

7.2.8.2 Demand and use of M&E information internal and external

The question posed here was determining the stakeholders that demand and use M&E information related to CSGs. The respondents were requested to provide OMAs that asked for information on the CSGs programme and for what purpose. The respondents offered several internal and external users for M&E information for the CSGs programme and why information is requested. The following are some of the responses from the participants regarding the demand and use of the M&E information for the CSGs programme:

“Development partners such as UNICEF request data to conduct budget review analysis and assess the state’s assistance to vulnerable children. Students also request

data for their studies, while political office bearers request data to monitor social assistance for their constituents and use it during campaigns” [R2, 2022].

“National and international NGOs, line ministries for planning purpose and programme development” [R6, 2022].

“Office of the President, Office of the Prime Minister, and NGOs, they use it for development and planning” [R7, 2022].

“Minister’s Office and executive director of the MGEPEWS, as well as other directorates in the MGEPEWS working with children for decision-making, reporting and planning” [R5, 2022].

The external stakeholders that came out were UNICEF and the National Planning Commission. Other external stakeholders highlighted during interviews were the National Statistics Agency, the NPC, and the OPM. Information is often provided to feed into other different reports for the country’s strategic frameworks and further use for decision-making and planning at the Cabinet and parliament platforms. Within the Ministry, the report is used during quarterly annual work plan reviews and personal agreement reviews as part of the PMS in the government structures. The data is also used for planning purposes and other related decisions. Other stakeholders, such as UNICEF, used the information for additional programming.

7.3 CONCLUSION

This chapter identified limitations in the RBM&E system for the Namibian CSGs programme through the assessment of the components that constitute an effective M&E system, i.e., institutional arrangement for the M&E, selection, and tracking of indicators for the CSGs programme, budgeting for M&E activities, M&E capacity building, data collection, storage mechanisms and verification processes, reporting, demand, and use of M&E information for the CSGs programme. The limitations were identified across the components ranging from the institutional arrangement unsuitable for the M&E functions, the lack of a champion of M&E activities, and the lack of M&E frameworks guiding the roles and responsibilities. Other challenges identified are related to the unavailability of the outcome indicators to measure the programme’s performance; and insufficient budget to support M&E activities, including a

lack of skilled staff members to operationalise the system. Furthermore, data quality issues were identified, and there were no guidelines for data collection, storage, and quality of data checks. All those challenges are addressed in Chapter 8, alternative arrangements to maintain and sustain the RBM&E system for the CSGs in Namibia and a similar context.

The findings and observations on assessed components showed that little effort was made to ensure the development and sustainability of the results-based M&E system in the MGEPEWSW, particularly in the CSGs programme. There is a need to have an independent M&E unit reporting directly to the Office of the Executive Director with clear roles and responsibilities, adequate budget allocation for M&E activities, and implementation of a capacity-building plan for M&E. The next chapter proposes an improved results-based M&E system for the CSGs programme.

CHAPTER 8: IMPROVED RESULTS-BASED M&E SYSTEM FOR THE CSG PROGRAMME

8.1 INTRODUCTION

Assessing the suitability of the RBM&E system for the CSGs programme in the MGEPSW unveiled some challenges in the M&E system of the CSGs, particularly the entire MGEPSW in general. Further, the researcher's assessment of Namibia's results-based M&E policy framework showed they are weak. Therefore, this chapter proposes an improved RBM&E system for Namibia's Child Supports Grant programme. The proposed system addresses the challenges identified in assessing the existing M&E system for the CSGs programme in the MGEPSW, including recommendations to improve the current M&E system for the CSGs programme in Namibia.

The following section presents an improved RBM&E system for the CSGs programme in the Namibian public sector that may be adopted and extended to the entire M&E operations of the MGEPSW. The improved RBM&E system is proposed based on the findings from assessing the current CSGs M&E system. The study results showed a need to improve the CSGs M&E system to be functional. Hence, the improved RBM&E system intends to address the challenges identified in the study using best practices of establishing an effective M&E system of social protection programmes with a specific emphasis on child cash transfers. In addition, the improved system seeks to streamline the balance between developing and sustaining the CSGs M&E system.

8.2 DEVELOPMENT OF THE IMPROVED RBM&E SYSTEM FOR THE CSGS PROGRAMME

A robust RBM&E system for the CSGs programme is essential for measuring the progress and effectiveness of the provision of grants to the intended beneficiaries to ascertain whether the programme is responding to the needs of the beneficiaries and whether the programme is consistent with the overall goal and objectives of the social protection interventions. The improved RBM&E system is envisaged to support programme implementers and managers: The improved RBM&E system for the CSGs programme was developed based on the following:

- ten steps of building an RBM&E by Kusek and Rist, (2004) (see section 3.4);

- lessons learned from the best practices of countries that have institutionalised the RBM&E system (see section 4.2);
- best practices in measuring results for child-sensitive social protection programmes (see section 5.4);
- characteristics of effective M&E systems and assessment (see section 3.5);
- a review conducted on the current M&E system of the MGEPEWS (Chapter 6) and;
- the improved RBM&E system was validated using focus group discussions with M&E and the programme manager in the MGEPEWS.

The ten steps to building an RBM&E system (section 3.4) were used to develop an RBM&E plan for the CSGs programme. Step 1 emphasises the readiness assessment (see subsection 3.4.1). In this regard, the institutions need to assess the programme's effect. In doing so, willingness and capacity are required. In the absence of those two factors, it will be almost impossible to institutionalise an effective RBM&E system. Through the assessment, areas of improvement that support the nationalisation of a sound M&E system were identified and were used to point out areas of improvement for developing a robust M&E system for the CSG in the MGEPEWS.

The second step focuses on the outcomes indicators to monitor the programme (under subsection 3.4.2). The outcomes are considered the foundation of the envisaged RBM&E system model. Subsections 3.2.7 and 3.2.8 elaborated on the Theory of Change and Logic Model. Those two mechanisms complement each other by providing intended results that should be of use to demonstrate the programmes' success. Thus, the TOC and LM are used to develop related results for the CSGs programme starting from the outputs; processes; short, medium, and long outcomes results. While step three provides the guideline relating to the selection of indicators that will be used to measure the identified results. In the same manner, indicators developed are linked to the proposed results of the CSGs programme through the logic model approach differentiating between inputs, processes, and outcomes indicators.

Step Four Step 4 covers establishing baseline data on selected results and indicators (see subsection 3.4.3); the baseline data serves as a point of reference while setting the future performance of the programme performance. Establishing the baseline depends on the currently available information that will be considered a baseline. Thus, the baseline

establishment would involve building information for each indicator baseline, identifying data sources, and designing, planning, and including the data collection methods to establish such baseline data.

Step 5 involves setting targets against the timeline to select the timeline (see subsection 3.4.5). The step ensures that the specific measurable, achievable, relevant, and time-bound result targets are set. The targets must be articulated in the exact measurements as related indicators in numbers or percentages, and that would promote collective understanding and effort among implementers. Thus, it is essential to consider outcomes that matter and provide data to assess progress toward achieving the intended results for the CSGs programme and adjust where necessary.

Step 6 entails monitoring results (see subsection 3.4.6). In the case of the CSGs programme, monitoring results will allow for ongoing assessment of progress toward the programme's intended outcomes. It will help to track progress by providing accurate and timely information on performance. It involves regular collection and analysis of data based on key indicators that will determine whether its desired outcomes were achieved. The collection of information will help generate information that will be used to adjust the CSGs programme to ensure its effectiveness and overall management of the CSGs programme.

Step 7 covers the role evaluation, systematically assessing the CSGs programme achievements (see subsection 3.4.7). It helps to determine the CSGs programme performance and its outcomes; and provides insights into the causes of success and failure for future programme adjustment.

Steps 8 and 9 entail reporting and use of findings (see subsections 3.4.8 & 3.4.9). The two steps give the direction regarding the demand and use of the results by answering the five W's and one H-questions [who, what, when, where, and how]. Thus, the results should be summarised and presented in a simple and understandable format tailored to different users promptly by ensuring the use of results to inform the future course of action; and promoting transparency and accountability.

Step 10 describes the long-term viability and effectiveness of the M&E system. The processes and structures should be put in place to maintain the RBM&E system of the CSGs programme

over time and to ensure that the system remains relevant, effective, and responsive to changing needs and contexts.

In addition, lessons learned from the best practices of countries that have institutionalised the RBM&E system included a clear definition of the objectives and outcomes of the CSGs programme, including the development of clear and measurable indicators to support effective tracking and evaluation of the programme (see subsection 5.4). It further aligns the M&E system with the country's national policies, plans, and strategies, including the strong leadership and political commitment that contribute to the successful development and sustainability of the system. In addition to the use of technology such as the database, including capacity building of the M&E staff responsible for M&E that enhances the production of accurate and timely data for use towards programme improvement, accountability, and transparency (See section 3.5).

The best practices in measuring results for child-sensitive social protection programmes are also considered in developing the RBM&E system model of the CSGs. These best practices use multiple indicators to fully capture the programme's outcomes relating to health, education, nutrition, child well-being, and child poverty. In addition, the quantitative and qualitative methods are considered to provide a comprehensive report on related child outcomes using already existing measures (see section 5.4).

The findings of the empirical study on the current M&E system in the MGEPEWS were used to structure the improved RBM&E system for the CSGs programme presented in Chapter 8. Finally, a validation group focus discussion with the M&E and programme manager in the MGEPEWS was conducted to ensure the consensus of the proposed RBM&E system for the CSGs programme that will be accepted and implemented in the MGEPEWS and that replicable in a similar context of other related programmes elsewhere. The focus group discussion comprised the two deputy directors from the Directorates of Policy Planning and Research and Child Care and Protection; and eight programme officers from the Directorates of Social Protection, Gender Equality, Child Care and Protection, and Policy Planning and Research, respectively. The inputs from the focus group discussion were incorporated into the version of the improved model in the Namibian context.

8.3 IMPROVED RBM&E SYSTEM FOR THE CHILD SUPPORT GRANTS PROGRAMME

The improved RBM&E system for the CSGs programme guides the M&E systems of organisations and institutions embarking on implementing cash transfer programmes to improve children's and their family's well-being. The framework's application is envisaged to monitor and evaluate intended results for the CSGs programme.

The improved system will serve as a tool to measure the outcomes in terms of child welfare and well-being; to provide information to support national strategies for system strengthening, advocate for the allocation of resources to child-sensitive cash transfer programmes, and to provide a generic approach for RBM&E that is replicable to the similar programmes with specific emphasis of the Namibian context. Hence, the improved proposal of the institutional arrangements for the M&E system; tracking and selecting indicators; budgeting for M&E activities; M&E capacity building; data collection, storage mechanisms, and verification processes; and reporting, demand, and use of M&E information is presented in this chapter.

The improved RBM&E for the child support programmes focused on the improved generic system and the proposed improved RBM&E system for the CSGs programme in the Namibian context. The process of developing the two proposed RBM&E systems, i.e., the proposed generic RBM&E system and the proposed improved RBM&E applicable to the Namibian context, was done through a literature review provided in the study and through focus group discussions from the programme managers and officers from both CSGs management and administration, as well as programme managers and officers from M&E division.

8.3.1 Institutional arrangement for monitoring and evaluation

The institutional arrangement is vital to consider while developing an effective M&E system. The M&E unit should have an independent structure with clear roles and responsibilities and an influential champion to lead the institutionalisation process (Gaarder and Briceño, 2010; Mugxaso, 2015; Makadzange, 2020).

In the context of this study, the location of units responsible for M&E activities, the formal framework with specific M&E roles and responsibilities, and the champion of M&E activities

were considered to form part of a functional RBM&E system. Thus, they were assessed against the current M&E system in the MGEPEWS.

8.3.1.1 *Proposed location of the M&E unit*

The location of the M&E roles and responsibilities differs from one institution to another and from one country to another, depending on the overall leadership and day-to-day operation. However, M&E roles and responsibilities generally form part of the planning structure within the institution. Hence, in most cases, organisations have integrated M&E functions into establishing a unit/director/division for planning, monitoring, and evaluation (Simister, 2009). Although good planning could be critical for good M&E, such planning is undertaken for a range of other purposes unrelated to M&E due to underestimating the purpose of M&E (Simister, 2009).

Ideally, the M&E system should have a capable ministry or unit in charge of designing, developing, and managing the system (Lopez-Acevedo, et al., 2012). For instance, in Chile, the MOF is responsible for all aspects of the evaluation system and conducting planned evaluations, including the follow-up on implementing recommendations from such assessments. The Ministry is responsible because of its capacity and commitment to the country's financial management (Lopez-Acevedo, et al., 2012).

In Kenya, the social protection M&E system is under the auspice of the Ministry of Labour and Social Protection. One of the Ministry's aspirations is to ensure the achievement ensures that the social protection policy and programmes achievement of the intended outcomes and impact will be delivered from policy and related programmes. The roles and responsibilities of the M&E unit include planning, monitoring, evaluation, and reporting.

In an ideal situation, the M&E unit should be an independent entity with the authority, knowledge, and capability to perform the assigned roles and responsibilities. Thus, allocating roles and responsibilities should be supplemented with staff members with knowledge and skills to perform their roles and responsibilities as deemed necessary. The establishment of an independent and centralised unit shows the importance of the function because "its placement transfers the bureaucratic authority invested in the strategic apex to the M&E unit, which may use to expedite responses to request data from line managers and programme staff" (Rabie, 2016, p.107). This placement allows to focus on strategic priorities, influence

important decisions, and prevent misrepresentation of data using direct reporting through heads of departments (Rabie, 2016).

Figure 8.1 shows a generic structure of an independent M&E unit (Adapted from Rabie, 2016):

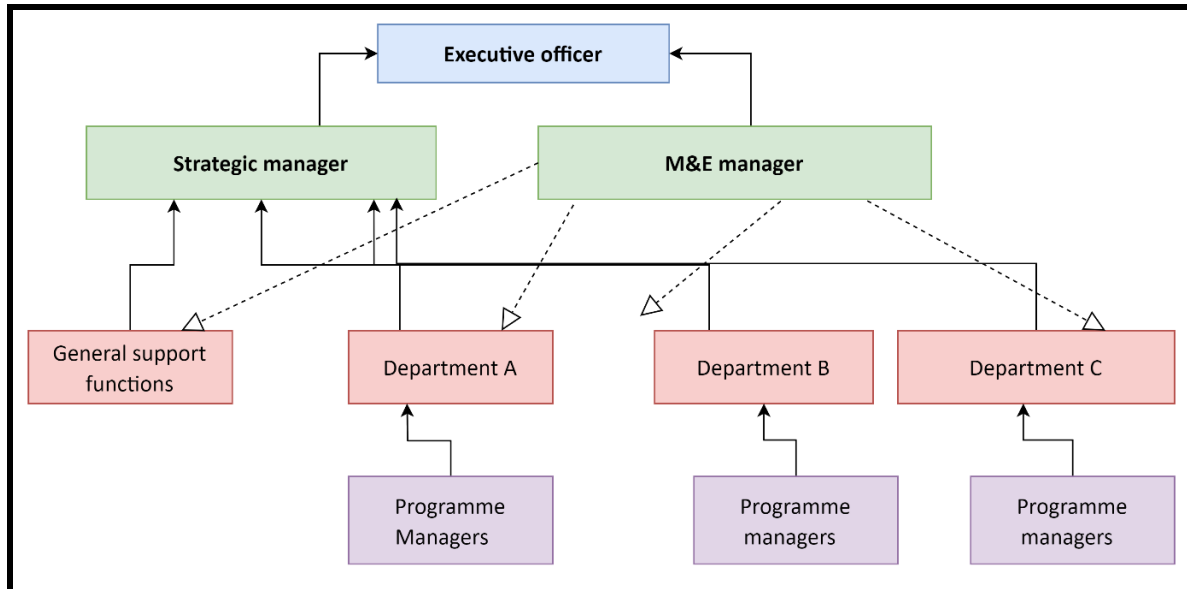


Figure 8.1: Proposed generic location for an M&E unit

In the context of the MGEPSW, the study's findings showed that no independent M&E unit is responsible for M&E activities, neither for the CSGs programme itself nor other related activities within the Ministry. It was established that a division on staff establishment is attached to the Policy Planning and Research Directorate that is supposed to perform M&E roles and responsibilities. However, the division seems not to have specific responsibilities to ensure that M&E-related activities are performed across the different directorates in the MGEPSW. Therefore, it is crucial for the Ministry to reconsider the placement of the current M&E division. Ideally, it should be placed in the Office of the Executive Director, who oversees the overall functions of the Ministry as an accounting officer. In an ideal situation, such an accounting officer should understand the benefits of having solid coordination mechanisms for M&E processes within an institution and be able to support such functions. The M&E unit should have the autonomy to help perform M&E activities and report to the executive director.

An independent and visible M&E unit should be considered within the staff establishment of the Ministry. Such a unit should have M&E staff with sufficient capacity to ensure that all

directorates produce results-based information relating to the strategic mandate of the directorates and the entire Ministry.

Establishing an independent M&E Unit will be an alternative solution while working on a strategic plan for institutionalising an effective M&E system. However, this will need additional financial and human resources currently unavailable. Thus, while working on long-term strategies to ensure an effective institutional arrangement of the M&E structure in the Ministry, the current division responsible for the M&E activities should be placed as an independent division reporting directly to the Office of the Executive Director. Furthermore, the identification of M&E focal persons within different directorates that will be attached to the M&E division/unit is suggested. Such identification should be followed with intensive orientation on M&E functions.

Figure 8.2 proposes the improved location of the M&E unit in the MGEPESW (Author's Innovation, 2022):

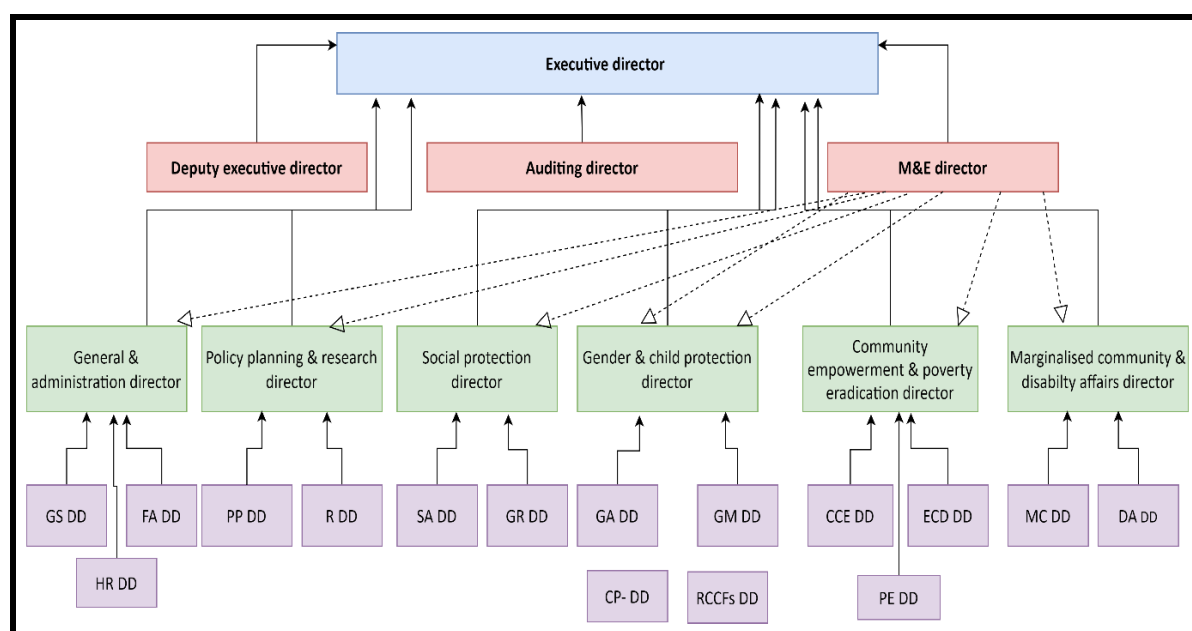


Figure 8.2: Proposed location of the M&E unit in the MGEPESW structure

There have been suggestions that the M&E unit should be combined with the existing policy planning and research functions within institutions. However, such an arrangement was found to be associated with financial and human resources constraints that slow down its implementation coupled with inefficacy and inefficiency of its purpose (Rabie, 2016). The

structural arrangement of an M&E system is among the core components of an effective M&E system. Such a system should increase the objectivity, credibility, and rigour of the M&E information it produces (Mackay, 2007).

Within the institutional structure of the MGEPEWSW, different directorates (see Figure 7.1) contribute to the supply of information to monitor the performance of their respective directorates. However, it is essential to have an independent unit/directorate responsible for producing information and reporting on the overall performance of the Ministry based on agreed-upon indicators. In many cases, this separate unit or directorate is not the direct information producer but is tasked to oversee the whole process, from data collection to indicator value reporting, to ensure that performance information is available on time. The M&E unit should verify the information's reliability and conduct further analysis as necessary (Rubio, 2012).

Therefore, it is crucial to prioritise and promote the establishment of an independent unit within organisational structures. In addition, the M&E unit should have a defined and agreed-upon structure with capable and skilled staff members who will effectively operationalise the Ministry's M&E system for all programmes, including the CSGs.

Figure 8.3 proposes an improved staff structure for the M&E unit structure (Author's Innovation, 2022)

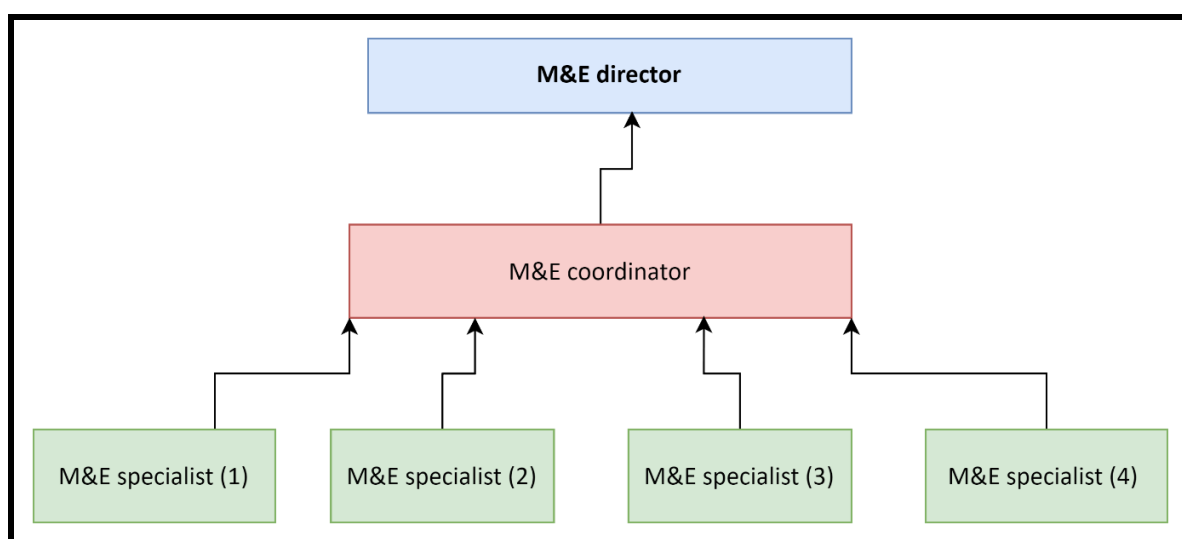


Figure 8.3: Proposed staff structure for M&E Unit

The job description of each category of the staff members for M&E unit structure is attached in the annexure (I)

8.3.1.2 *Monitoring and evaluation champion*

The study's findings identified the absence of an M&E champion. The MGEPEWS would significantly benefit from the presence of an influential champion for M&E who should be placed at the strategic leadership level. Such a champion should also be a visionary leader who understands why an effective M&E system is essential at the institutional level. Some countries have successfully institutionalised M&E systems with the support of the champions. For example, in South Africa, the M&E system is housed in the Office of the President, the system's champion (Presidency of the Republic of South Africa, 2019). The M&E champion has played a vital role in advancing the importance of M&E and ensuring that it is integrated into government policies and programmes (Mackay,2007; DeLoG Secretariat,2015; Kimaro, Fourie and Tshiyoyo,2018). In Uganda, the champion is the OPM. The M&E champion has been instrumental in driving the adoption of the M&E legal and regulatory frameworks and building the capacity of government officials and other stakeholders to implement and use M&E (Office of the Prime Minister, 2015).

Indeed, an M&E champion at the ministerial level can play a critical role in promoting the institutionalisation of M&E within their ministry and across the government and ensuring that M&E is used effectively to inform policy and decision-making (Linda and Lay, 2009; Mackay,2007). This can be done by advocating for the importance of M&E through speaking at high-level meetings, participating in media interviews, and engaging with other key government officials to promote the use of M&E in policy-making (Kusek and Rist, 2004; Linda and Lay,2009;). Furthermore, the promotion of using M&E data in policy discussions, advocating for evidence-based decision-making, and ensuring that M&E data is disseminated to relevant stakeholders can be supported by the M&E champion (UNDP, 2009). The champion can also foster a culture of learning and innovation actions at the institutional level by encouraging staff to learn from M&E data, promoting the use of new technologies and approaches for M&E, and supporting experimentation and innovation in M&E (Visa, et al., 2014; Masvaure, 2022).

The MGEPSW will significantly benefit from influential champions for M&E. However, without political will and a political champion, it will be difficult or impossible to instil the M&E culture in the MGEPSW. Thus, as part of the improved M&E system, the influential M&E champion should be identified and appointed. The champion should be identified at the ministerial level, specifically the senior management level, ensuring the availability of human and financial resources for M&E functions within the Ministry and supporting the effective development and sustainability of the M&E system.

8.3.1.3 Formal M&E framework with specific M&E roles and responsibilities

A formal M&E framework at the institutional level aims to establish a systematic and structured approach to assessing the performance and impact of the institution's programmes, projects, and activities (WHO,2018; Masilo,Masiya and Mathebula,2021). The M&E framework serves as a guide for measuring progress toward achieving institutional goals, objectives, and targets and making informed decisions about resource allocation, programme design, and implementation (WHO,2018; Masilo,Masiya and Mathebula,2021).

This study's findings pointed out the absence of the M&E framework comprised of the M&E roles and responsibilities in the MGEPSW. Therefore, the study proposes that the M&E framework outlines the roles and responsibilities of individuals or teams involved in an institution's monitoring and evaluation process.

The purpose of the proposed M&E framework is to ensure that the M&E activities are well coordinated, efficient, and effective. It will help clarify the specific tasks and responsibilities of those involved in data collection, analysis, reporting, and decision-making for the entire Ministry and the CSG programme. The framework also ensures that all stakeholders know their roles and responsibilities, reducing the likelihood of confusion, duplication of efforts, or gaps in the M&E process.

Therefore, it is proposed to have an M&E framework that includes the overarching structure, principles, and guidelines for monitoring and evaluating the Ministry's policies, programmes, and projects. The M&E framework should outline the key components necessary to monitor and evaluate a policy and programme in the MGEPSW. It should also comprehensively define the scope of M&E efforts, resources required, the key stakeholders, and the performance

indicators that will be used to measure progress towards achieving the intended outcomes of the Ministry's programmes, including the CSGs. Table 8.1 presents the proposed generic components and descriptions of the M&E framework applicable to the CSGs programme:

Table 8.1: Proposed components and description of the M&E framework

Components	Description
Introduction to the framework	Includes vision, mission, and values of the framework; purpose of the M&E framework; principles underpinning the framework; M&E legislative frameworks; monitoring and Evaluation in the context of PMS; and process of developing the M&E framework.
Programme theory/Theory of Change	The expected causal connections and the relationship between a programme's efforts and the expected results are covered. It predicts the intended results of the programme.
Evaluation questions	Outline the areas of investigation that will structure the M&E functions. Those questions mostly tend to focus on the criteria of evaluations which are appropriateness, effectiveness, efficiency, impact and sustainability.
Monitoring plan	It covers what should be monitored and how against the agreed evaluation questions.
Evaluation plan	Comprises of what is to be evaluated and how to consider the evaluation questions. It should refer to the monitoring plan.
Data collection, management and analysis	It entails a data collection plan, a data management plan, and data analysis and presentation guidance.
Reporting and communication strategy	Provides the approach to producing and disseminating M&E information/reports/data for accountability and learning to provide the direction for programme implementation and informed decisions.
Implementation plan	Shows how the framework will be implemented by developing a work plan.
Data collection and reporting formats	It comprises the tools for data collection and reporting.

Source: Mackiewicz and Ian, 2016

The above proposed generic M&E framework also applies to the MGEPESW framework that will cater to the CSG as one of the programmes of the Ministry's mandate.

8.3.2 Selection and tracking of indicators for child welfare-related programmes

Processes for selecting and tracking indicators are linked to the management of results. In that, the specification of intended results and the methods and resources are essential to ensure adequate M&E and continuous feedback towards improving performance (Rubio, 2012).

Thus, the assessment under this section focused on the Theory of Change and Logic Model, current indicators being tracked for the CSGs programme, and institutional and national strategies with their related indicators to the CSG programme.

8.3.2.1 *Proposed generic Theory of Change and Logic Model*

The Theory of Change is a tool that helps to understand the rationale behind the expected results. It is an approach to theoretical thinking on why and how the programme will produce the desired results by connecting the goals, objectives, and outcomes (Auriacombe, 2011; Ghate, 2018; Smith, Li and Rafferty, 2020). Meanwhile, the Logic Model extends the Theory of Change by detailing how the intended results would be measured (Stofile, 2017). Furthermore, it clarifies processes, related indicators, and data collection to measure the performance and results (Rubio, 2012). In contrast, the findings from the assessment of the CSGs programme in this study revealed no Logic Model for the programme. Thus, the need was identified to propose a model that will form part of the M&E system of the programme.

Adopting the improved generic Theory of Change and Logic Model was based on the theoretical review under (subsections 5.4.2) relating to the child-based rights and delivery lenses. The child-based rights lens means a child has the right to a certain living standard. These include “a right to an adequate standard of living to promote physical, mental, spiritual, moral and social development”. Poverty is perhaps the most telling indicator of a child’s living standard (UNICEF, 2015, p.60). The CSGs programme is one of the social protection programmes to reduce child poverty through improved health and nutrition status; and improved educational attainment.

The objectives of the CSGs programme are:

- to improve basic household consumption and nutrition among orphans and other vulnerable children;
- to increase access to healthcare services among orphans and other vulnerable children;
- to increase basic school enrolment, attendance, and retention of school-going children eligible for CSGs; and
- to facilitate access to complementary services among recipients at the household level.

Figure 8.4 proposes an improved generic Theory of Change for the CSGs programme. Adapted from Rubio (2012), Devereux, et al. (2013), and UNICEF (2015).

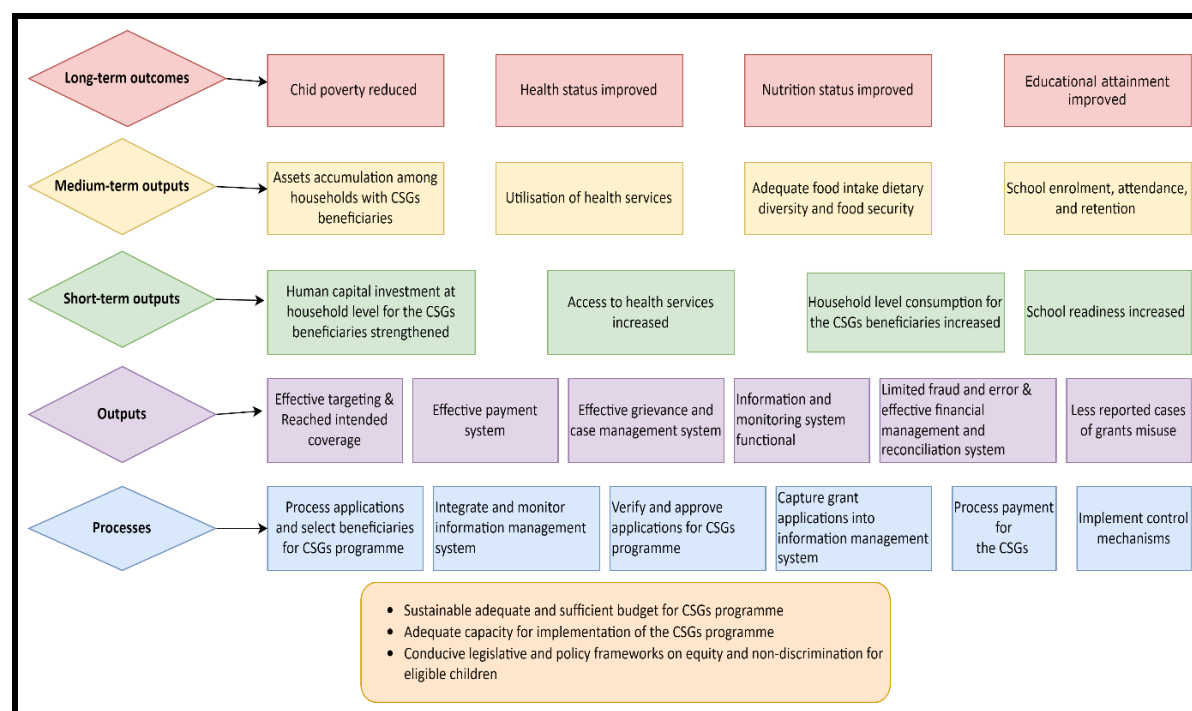


Figure 8.4: Proposed generic Theory of Change for the Child Support Grants

The critical components of the Theory of Change are described below:

Assumptions: These are conditions or factors that should be in place that contribute to the successful implementation of activities that will produce the outputs and desired results, considering the objectives and goals of the CSGs programme. The assumptions identified in the Theory of Change of the CSGs are a sustainable, adequate, and sufficient budget for the CSGs programme, proper capacity to implement the CSGs programme, and conducive legislation and policy frameworks on equity and non-discrimination for eligible children for CSGs.

Processes: These are interventions or activities that should be implemented to produce the outputs. The implementation of planned activities lies in the power of the implementers. Thus, the outputs are produced based on the performance of the scheduled activities that are assumed to contribute to the attainment of the goal and objectives of the programme. Monitoring activities include sensitisation, targeting and registration, enrolment with

financial service providers, delivery/receipt of transfer, and feedback mechanisms (UNICEF, 2018).

The proposed processes for this model of the CSGs programme are to process applications and select beneficiaries, integrate and monitor the information management system for the beneficiaries, verify and approve CSGs applications, process beneficiaries' payments, and implement control mechanisms and affect financial management.

Outputs: These are direct deliverables from the activities implemented. In other words, they are tangible programme deliverables that contribute to the intended outcomes (UNICEF, 2018). For example, the proposed outputs for the CSGs programme are adequate coverage, an effective payment delivery system, helpful information and monitoring system, and efficient and proper use of grants.

Short-term outcomes are changes expected immediately after the programmes' outputs to the beneficiaries (Rubio, 2012). They are not considered alone but are essential steps towards achieving desired results. The proposed short-term outcomes for the CSGs programme are increased household-level human capital investment, household-level consumption, and school readiness.

Medium-term outcomes: These are the results of behaviour that occur after services are delivered. They translate into further changes (Rubio, 2012; UNICEF, 2018). They also occur as a function of effects caused by different short-term results. The proposed medium-term outcomes for the CSGs programme are asset accumulation; utilisation of health services, school enrolment, attendance, and retention; adequate food intake, dietary diversity, and food security.

Long-term outcomes: These outcomes are at higher level and occur due to medium-term outcomes (Rubio, 2012; UNICEF, 2018). These are the long-term changes that occur due to the programme's contributions. In most cases, long-term outcomes arise after the programme or project has ended or after a long timeframe of programme implementation. The proposed long-term results of the CSGs programme are reduced child poverty, improved nutrition and health status, and improved educational attainment.

8.3.2.2 Proposed Theory of Change for CSGs programme in Namibia

In this study's context, the Namibian CSGs programme aims to reduce child poverty through access to critical services among orphans and other vulnerable children. The objectives of the CSGs programme remain the same as generic ones. However, the outcome level indicators and some processes were adjusted, as presented in Figure 8.4.

In the validation group discussion with programme managers and officers in the MGEPSW, the following were adjusted from the generic to the Namibian context.

The short- and medium-term outcomes were adapted from the MPI for Namibia, with the specific focus of child-based poverty indicators (see Table 6.2); and child well-being dimensions and outcomes presented in Chapter 5 (see Table 5.2, and Table 5.5). The proposed improvement of TOC for Namibia has considered the child-centred MPI, an official tool to measure child poverty in the Namibian context (Namibia Statistics Agency, 2021).

Furthermore, it was established that children's protection from exploitation and abuse contributes to breaking the cycle of child poverty through access to education, healthcare, nutrition, and safe living conditions (Harvey and Pavello, 2018; Byegon, Kabubo-Mariara and Wambugu, 2021; Carraro and Ferrone, 2023). Thus, the outcomes related to civil registration enhancement, child labour reduction, and reduction of child marriage incidence were included in the TOC as outcomes linked to the CSGs programme.

Figure 8.5) is the proposed and improved TOC for the Namibian context (Adapted from Samson, Van Niekerk and Mac, 2010; Rubio, 2012; Ben-Arieh, et al., 2014; UNICEF, 2015, 2017; Transform, 2017; Harvey and Pavanello, 2018; Namibia Statistics Agency, 2021; Byegon, Kabubo-Mariara and Wambugu, 2021; Carraro and Ferrone, 2023):

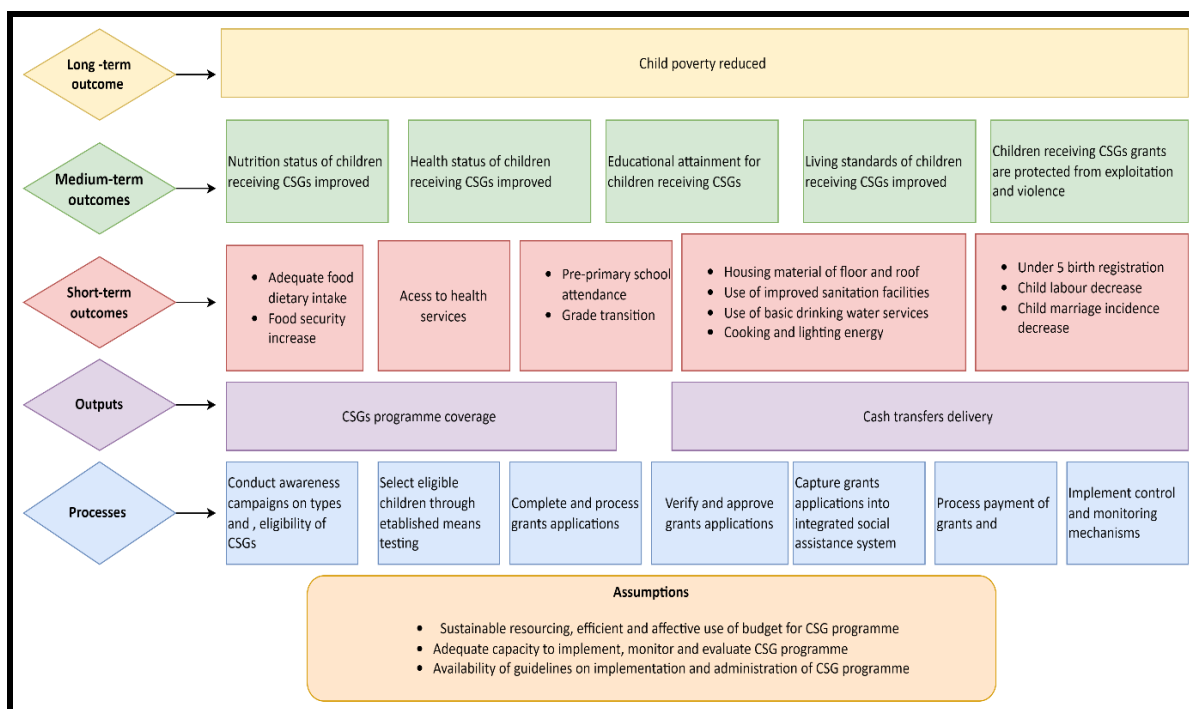


Figure 8.5: Proposed improved Theory of Change for CSGs programme in Namibia

8.3.2.3 Proposed indicators to track the performance of the CSGs programme

Indicators must be identified to measure the progress toward programme goals and objectives. Such indicators must be carefully selected and ensure that they will be manageable (Transform, 2017). Therefore, it is crucial to prioritise indicators based on the reality on the ground and the feasibility and usefulness of such indicators considering the programme's goals and objectives (Transform, 2017). It is crucial to ensure the mapping of each indicator, including data collection methods and data sources (Gaarder and Briceño, 2010). It is, therefore, critical to ensure that appropriate indicators are selected, and mechanisms to track the progress are established and form part of the M&E system.

Similarly, *institutional and national instruments* are essential mechanisms that show how the country is faring based on the country's commitment to fulfilling the regional and international obligations that the government has agreed to be part of. It is, therefore, necessary to ensure that the institutional and national instruments have meaningful indicators that can guide the institution in achieving those strategies' objectives and goals. Such indicators should be embedded in the institutional strategic and annual work planning instruments (Lopez-Acevedo, et al., 2010). Standardised and appropriate indicators for those specific commitments should be honoured by responsible institutions. When implementing

policies, programmes, or projects responding to those commitments, it is equally essential to have mechanisms to measure the results and make them available to the intended users.

8.3.2.3.1 Generic indicators to measure outcomes of the CSGs programme

Indicators are the most critical aspect of monitoring the progress of the programme. The development of the Theory of Change should be followed by identifying indicators to measure and report on the achievement of the CSGs programme, considering the established objectives and related results. Hence, indicators are selected considering different levels of the Theory of Change, i.e., processes; outputs; quality of services; short-, medium- and long-term outcomes. By selecting indicators, it is essential to consider the source of such indicators and how important and manageable they are in reporting (Rubio, 2012; Transform, 2017). Therefore, there is a need to have a process of prioritising, refining, and organising such indicators for the CSGs programme, taking into consideration the following:

Table 8.2: Prioritisation, refinement, and organisation of CSGs programme indicators

Prioritisation	Prioritisation of CSGs indicators should consider the feasibility and how helpful such indicators are to measure the results associated with the programme.
Refinement	It is essential to ensure that CSGs programme indicators comply with CREAM and SMART criteria and how effective such indicators can be calculated. The refinement includes mapping each proposed indicator, what would constitute the formula, such as numerator and denominator, envisaged data source, and frequency of data collection.
Organisation	The proposed CSGs programme indicators should be organised based on the purpose. Indicators include operational or management indicators that can be used to assess the implementation of the CSGs programme and the overall functionality or effectiveness of the CSGs programme focusing on the progress against outcomes and for external accountability.

Source: Adapted from Transform (2017)

The golden rule for monitoring the results of the CSGs programme is that the process and output indicators should be monitored quarterly and, where possible, monitored monthly. Outcome indicators should be measured annually, every two years, and sometimes every three to five years. The monitoring frequency of the CSGs programme will depend on the information needed for decision-making and the availability of such information.

Furthermore, there is a need to define and ascertain the data source and methods of data collection to ensure the availability of the data that will be used to track the performance of the CSGs programme.

Figure 8.6 proposes data sources and data collection instruments for CSGs programme indicators:

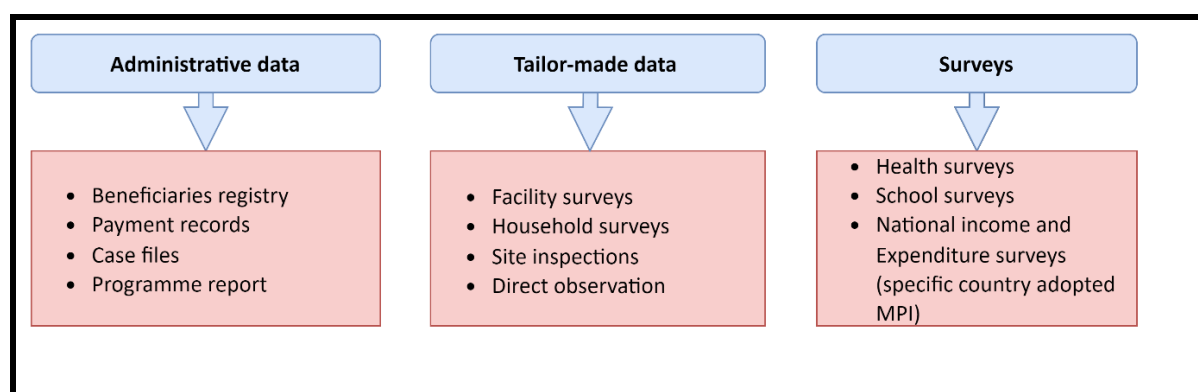


Figure 8.6: Generic data sources for CSG programme indicators

8.3.2.3.2 Improved generic logic model for CSGs programme

The logic model offers a framework for continuous monitoring of performance (Kellogg, 2004). It is presented through a structured and clear logic model to assess whether activities are progressing as expected and whether adjustments need to be made to the inputs, activities, and outcomes (CDC, 2011). Thus, the Theory of Change stipulates the sequence of how the inputs and activities will produce the intended outcomes (Weiss, 1997). The indicators align with the outcomes and measure progress toward achieving these expected outcomes (Kellogg, 2004; UNICEF, 2018; CDC, 2011). Hence, indicators provide a basis for monitoring and evaluating activities and can be used to track progress over time.

This section presents a Logic Model derived from the generic Theory of Change for the CSGs programme. It gives a clear direction on different results and their related indicators that should be used to measure the performance of the CSGs programme. However, it is crucial to understand that the Logic Model can vary depending on the design features, including purpose, objectives, duration, and targeted children. The proposed generic logic model includes possible indicators, with their data source and suggested monitoring frequency. The outcome domains and indicators are from child-sensitive social protection and child well-

being established measures as described under subsection 5.4.2. The results range from processes, outputs, short-medium- and long-term outcomes, and related data collection methodologies/sources.

Table 8.3 below presents a generic logic model of the CSGs programme with proposed data sources and data collection frequencies:

Table 8.3: Proposed generic Logic Model for the Child Support Grants Programme

Results	Indicators	Possible data source (s)	Monitoring frequency
1. Long-term outcomes			
1.1 Child poverty reduced	1.1.1 Child poverty rate	National Housing Income Expenditure Survey	Every two to three years
1.2 Nutrition status improved	1.2.1 Stunting prevalence 1.2.2 Underweight prevalence	Demographic Health Survey (DHS)	years
1.3 Health status improved	1.3.1 Under-five mortality rate 1.3.2. Vaccine-preventative childhood diseases incidence rate	DHS	Every two to three years
1.4 Educational attainment improved	1.4.1 Primary and secondary school completion rates 1.4.2 Transition to secondary school rate	Education Information Management System (EMIS)	Every two to three years
2. Medium-term outcomes			
2.1 Adequate food intake, dietary diversity, and food security	2. 1.1 Percentage of children 6 to 23 months of age who receive a minimum acceptable diet according to WHO guideline	Beneficiary health facility survey	Every two years
2.2 Utilisation of health services	2.2.1 Percentage of children aged 24-35 months who received all recommended vaccinations	Beneficiaries' health facility survey	Every two years
2.3 School enrolment, attendance, and retention	2.3.1 Percentage of children 0-4 attending early childhood development (ECD) programme receiving CSGs 3.3.2 Percentage of children 5-7 attending pre-primary school 2.3.3 Enrolment ratio of beneficiaries of the CSGs 2.3.4 School attendance rate of the CSGs beneficiaries 2.3.5 Transition rate to the next grade for beneficiaries of the CSGs	Beneficiaries' ECD survey or record Beneficiaries' school survey or record	Every two years

2.4 Assets accumulation among households with CSGs beneficiaries	2.4.1 Percentage of beneficiary households that report the acquisition of physical assets due to the programme	NHIES	Every two years
3. Short-term outcomes			
3.1 Human capital investment at the household level strengthened	3.1.1 School enrolment rate of CSGs beneficiaries 3.1.2 Percentage of child beneficiaries under two years being measured and weighed at the health facilities in the last six months 3.1.3 Percentage of child beneficiaries with complete and timely immunisation	Beneficiaries' survey or school records	Yearly basis
3.2 Household level consumption increased	3.2.1 Percentage increase in the household consumption 3.2.2 Percentage of households with children receiving grants increased their consumption level in food, health, and education	NHIES NHIES	Every two years Every two years
3.3 School readiness	3.3.1 Percentage of children attending the first grade of primary school who attended an early childhood education programme and who are enrolled in the CSGs programme	Beneficiaries survey	Every two years
3.4 Net intake rate in primary education	3.4.1 Percentage of children of school-entry age who enter the first grade of primary school	Beneficiaries survey	Every two years
4. Outputs			
4.1 Effective targeting system and reached intended coverage	4.1.2 Percentage of CSGs coverage	Administrative data	Every year
4.2 Effective payment system delivery	4.2.1 Percentage of households with children receiving grants every month 4.2.2 Value of the grants received divided by the total consumption of the child beneficiary	CSGs payment registry NHIES	Quarterly Every two years
4.3 Desired targeting and coverage reached	4.3.1 Percentage of eligible children receiving CSGs 4.3.2 Number of eligible children enrolled in the CSGs programme	CSGs payment registry	Quarterly

4.4 Information and monitoring system functional	4.4.1 Percentage of beneficiary's applications in the registry that is complete and accurate	Registry quality data audit	Quarterly
4.5 Fewer reported cases of grants misuse	4.5.1 Percentage of number and type of abuse of the CSGs cases investigated and resolved	CSGs programme report	Quarterly
5. Processes			
5.1 Process applications and select beneficiaries for the CSGs programme	5.1.1 Average application processing time	Staff and beneficiaries' surveys	Quarterly
	5.1.2 Percentage of a complete file of eligible children benefitting from the CSGs programme with correct eligibility criteria	Case files review	Quarterly
5.2 Integrate and monitor the information management system for CSGs beneficiaries	5.2.1 Average time taken to update the changes in child beneficiaries' information	SAS	Annually
	5.2.2 Percentage of CSG applications entries that have not been updated in the past two years	SAS (if applications are electronically completed)	Annually
5.3 Verify and approve CSGs applications	5.3.1 Number of CSGs beneficiaries' applications approved	Administrative data report	Quarterly
5.4 Process payments of the CSGs	5.4.1 Percentage of CSG funds transactions made directly to beneficiaries through a secure system	CSGs payment registry	Monthly
	5.4.2 Percentage of CSG beneficiaries receiving grants		
5.5 Implement control mechanisms and affect financial management	5.5.1 Percentage of suspected fraud cases and errors investigated	CSGs programme report	Quarterly

Source: Adapted from OECD, 2009; Rubio, 2012; Transform, 2017; UNICEF, 2015, 2017, 2019

8.3.2.3.3 Proposed improved Logic Model for CSGs programme in the Namibian context

The generic LM was developed using the analysis of measuring, monitoring, and reporting cash transfers (subsection 5.4.2). The generic LM was presented to the focus group composed of the programme managers and programme officers of the CSGs programme and M&E division in the MGEPSW, respectively, for further improvement and discussion. The discussions emphasised the following:

- Adopting the process resulted in the Integrated Social Assistance System (ISAS). The system ensures that eligible individuals, including children, can access various social assistance programmes and services that contribute to poverty alleviation, reduce inequality, and promote social inclusion. See the inclusion of the processes and related indicators for Namibia (Table 8.3).
- Another suggestion by the focus group was adopting the child-focused Multidimensional Index. The reason behind this was that among other objectives of the CSGs programme introduced in Namibia was to reduce poverty among the child population, contributing to the bigger picture of poverty status in Namibia. Thus, a MPI focusing on children was established to understand the nature of child poverty in Namibia from 0-17 years (see Table 6.2) that should be used to measure related outcomes of the CSGs programme. Furthermore, other dimensions related to child well-being were also proposed.

Both child-focused multidimensional index and selected child well-being outcomes were used to develop a proposed and improved Logic Model (see improved LM in Table 8.3), including the proposed MPI and child well-being indicators for the CSGs programme in the Namibian context. The LM also includes data collection methods adapted based on different existing procedures at the programme, facilities, and population level (see Figure 8.5) applicable to the Namibian context. Related child well-being indicators included features of child protection from exploitation and violence, which was not considered in the generic LM as additional outcomes of the cash transfer programmes. Those included outcomes related to protection from exploitation and violence, i.e., enhanced civil registration, child labour, and reduced child marriage (see LM in Table 8.3 and Table 8.4).

Below, Table 8.4 is the recommended Logic Model for the CSGs programme for Namibia:

Table 8.4: Recommended Logic Model of the Child Support Grants Programme for Namibia

Results	Indicators	Possible data source (s) in the Namibian context	Data collection frequency
1. Long-term outcomes			
1.1 Reduced child poverty	1.1.1 Child poverty rate	National Housing Income Expenditure Survey (HIES)	Every two to three years
2. Medium-term outcomes			
2.1 Improved nutrition status	2.1.1 Stunting prevalence 2.1.2 Underweight prevalence	NDHS	Every two to three years
1.3 Improved health status	1.3.1 Under-five mortality rate 1.3.2 Vaccine-preventative childhood diseases incidence rate	NDHS	Every two to three years
1.4 Improved educational attainment	1.4.1.1 Primary and secondary school completion rates 1.4.1.2 Transition to secondary school rate	Education Information Management System (EMIS)	Every two to three years
2. Medium-term outcomes			
2.1 Adequate food intake, dietary diversity, and food security	2. 1.1 Percentage of children 6 to 23 months of age who receive a minimum acceptable diet according to WHO guideline 2.1.2 Percentage of households with beneficiaries accessing three-time nutritious food meeting specific age dietary needs	Beneficiaries survey	Every two years
2.2 Utilisation of health services	2.2.1 Percentage of children aged 24-35 months who received all recommended vaccinations 2.2.2 Percentage of children receiving CSG attending health facilities not more than 20km or 30 minutes away from home	Beneficiaries survey Beneficiaries survey	Every two years Every two years

2.3 School progression and retention	2.3.1 Percentage of children attending the first grade of primary school who attended early childhood education programme who are enrolled in the CSGs programme 2.3.2 Transition rate to the next grade for beneficiaries of the CSGs	Beneficiaries survey	Every two years
2.4 Asset accumulation among households with CSG beneficiaries	2.4.1 Percentage of beneficiary households that report the acquisition of physical assets due to the programme	Beneficiaries survey	Every two years
2.5 Reduced violence against children	2.5.1 Percentage of children under 18 who experienced violence in the past 12 months	Beneficiaries survey	Every two years
3. Short-term outcomes			
3.1 Adequate dietary intake	3.1.1 Percentage of households with CSG beneficiaries reported having two meals daily	Beneficiaries survey	Every two years
3.2 Food security increased	3.2.1 Percentage of households with CSGs beneficiaries reporting food insecurity experience	Beneficiaries survey	Every two years
3.3 Access to health services	3.3.1 Percentage of child beneficiaries with complete and timely immunisation	Beneficiaries survey	Every two years
3.4 Pre-Primary school attendance and enrolment	3.4.1 Percentage of children 0-4 attending ECD programme receiving CSGs 3.4.2 Percentage of children 5-7 attending pre-primary school 3.4.3. Enrolment ratio of beneficiaries of the CSGs 3.4.4 School attendance rate of the SCGs beneficiaries	Beneficiaries survey	Every two years
3.6 Housing material of floor and roof	3.6.1 Percentage of households with CSGs beneficiaries using improved sources of drinking water	Beneficiaries survey	Every two years
3.7 Use of improved sanitation facilities	3.7.1. Percentage of households with CSGs beneficiaries using improved sanitation facilities	Beneficiaries survey	Every two years

3.8 Use of essential drinking water	3.8.1 Percentage of households with CSGs beneficiaries using improved sources of drinking water	Beneficiaries survey	Every two years
3.9 Use of cooking and lighting energy	3.9.1 Percentage of households with children CSGs beneficiaries using cooking and lighting energy	Beneficiaries survey	Every two years
3.10 Civil registration enhanced	3.10.1 Percentage of births registered within 12 months after birth	Beneficiaries survey	Every two years
3.11 Child labour decreased	3.11.1 Percentage of children under 16 years engaged in child labour	Beneficiaries survey	Every two years
3.12 Child marriage incidence decrease	3.12.1 Percentage of young people under 18 who are married	Beneficiaries survey	Every two years
4. Outputs			
4.1 Effective CSGs programme coverage	4.1.1 Percentage of CSGs coverage	Administrative data	Every year
	4.1.2 Number of newly eligible children receiving a grant	ISAS	Monthly
	4.1.2 Percentage of eligible children receiving a grant	ISAS	Monthly
4.2 Effective CSG delivery mechanisms	4.2.1 Percentage of beneficiary's applications in the SAS that is complete and accurate	ISAS quality data audit	Quarterly
	4.2.2 Percentage of CSGs misuse cases investigated and resolved	CSGs programme report	Quarterly
	4.2.3 Number of turnaround days (time) to process child grants	ISAS	
5. Processes			
5.1 Conduct awareness campaigns on the types and eligibility of the CSGs programme	5.1.1 Number of eligible children receiving grants	CSGs programme report	Yearly
5.2 Complete and process CSGs applications of eligible children	5.2.1 Percentage of CSGs applications completed and successfully processed	CSGs programme report	Monthly

5.3 Verify and approve CSGs applications	5.3.1 Percentage processed CSGs beneficiaries' applications approved	Administrative data report	Quarterly
5.4 Capture approved CSGs applications in ISAS	5.4.1 Percentage of approved applications captured in the ISAS	Programme report and ISAS	Monthly
5.5 Process payments of the CSG	5.5.1 Percentage of CSGs beneficiaries receiving grants every month	CSGs Payment registry	Monthly
5.6 Implement control mechanisms and affect financial management	5.6.1 Percentage of GSGs payments timely processed for payment to the MOF	CSGs programme report	Quarterly
	5.6.2 Percentage of CSGs payments timely distributed to service providers	CSGs programme report	Quarterly
	5.6.3 Total expenditure of CSGs	ISAS	Monthly

Source: Adapted from Rubio, 2012; Devereux, et al., 2013; Harvey and Pavanello, 2018; UNICEF, 2015, 2017, 2019; NSA, 2017, 2021; Byegon, Kabubo-Mariara and Wambugu, 2021; Carraro and Ferrone, 2023.

Although there are suggested indicators and related tools to use while collecting information, in some instances, it is almost impossible to determine the extent the programme achieved its intended goal and objectives without undertaking formal evaluations. Such evaluations use a combination of evidence and standards to judge the merit of a programme or a policy (Peersman, 2014). In an ideal situation, it is essential to know if a programme works, but also, if such a programme should be scaled up, adjusted, and made more cost-efficient, what would be the impact and why? (Holman, Spengler, Malkamaki, Samson, 2019). The responses to those questions require conducting evaluations. However, evaluation approaches in most cases differ based on the purpose, objectives, questions to be addressed, and methodological approach.

For this study, formative and outcome evaluations are proposed. A formative evaluation should be conducted to get evidence for informed decisions about the CSGs programme improvement. This evaluation should focus on both programme and policy levels. Evaluation at the programme level will provide information regarding the efficiency, effectiveness of delivery mechanisms, and appropriateness of the CSGs programme. While at the policy level, the formative evaluation results would provide information on how to improve the functionality of the child-sensitive social protection system. At the same time, outcome evaluation would assess the merit and worth of the CSGs programme to decide whether to expand, downscale, phase out or redesign.

In most cases, evaluations are initiated by the funding agencies, either development partners or government entities responsible for implementing the programme. The policymakers also may instruct the evaluation to make informed decisions. Thus, in an ideal situation, there is a regular process evaluation that should be done by internal staff, while an independent evaluator should carry out the outcome evaluation. Thus, it is imperative to ensure that the costs of evaluations are included in the programme's total budget.

8.3.2.4 Proposed evaluation framework for the CSGs programme

Evaluation has been identified as a grey area in the M&E system in most government institutions, including the MGEPSW in Namibia. It is essential to understand that the CSGs programme is part of the social protection programmes that tackle poverty and inequality. The MGEPSW should plan for rigorous outcome evaluations of the CSGs programme, and

the MGEPSW should pay sufficient attention to the budget and preparation thereof. The process evaluation should be scheduled every two.

Since the programme's inception, no evaluation has been conducted on the CSGs. It is high time to get back to the drawing board to evaluate the efficiency, effectiveness, and delivery mechanisms currently in place and to ascertain the current functionality of the social protection system for children to inform further policy formulation on the matter. A formative evaluation can be initiated, as a starting point, so that planned evaluation can have a foundation from formative evaluation. Furthermore, model content for evaluating the CSGs programme is proposed in

Figure 8.7. The detailed content of each section is provided (See Annexure 1). The model was adopted from Arnold, Conway and Greenslade (2011), Rossi, et al. (2014), UNICEF (2015), Attah, et al. (2015), Devereux, et al. (2016, 2017), and UNICEF (2019).

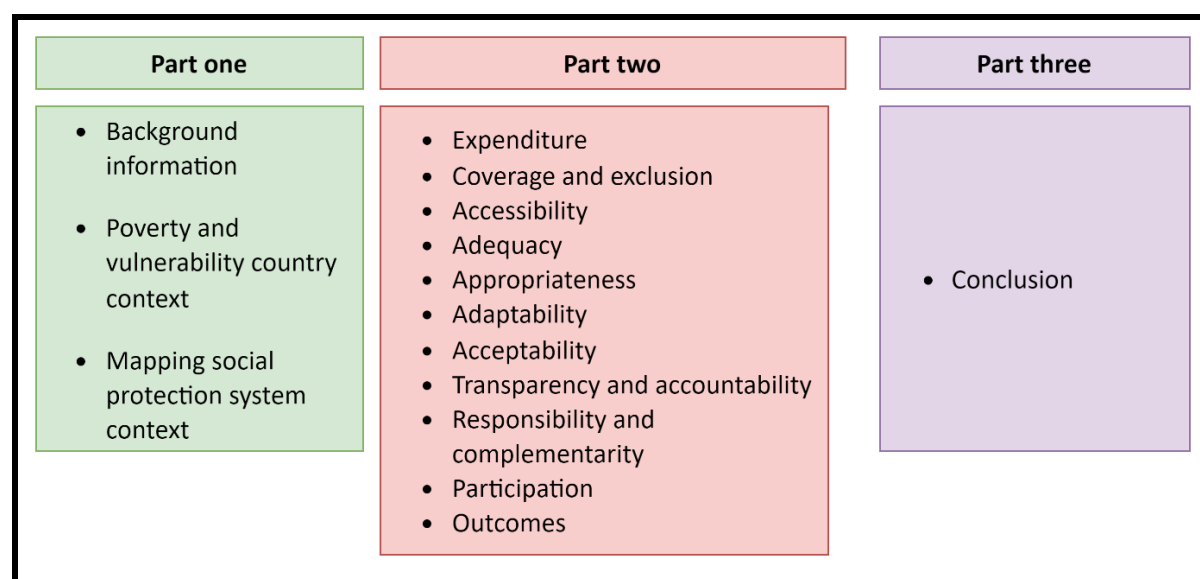


Figure 8.7: Proposed framework for GSGs evaluation report

See the attached detailed content of the proposed framework report for the cash transfers and another related child-sensitive social protection programme (annexure I).

8.3.3 Budgeting for M&E activities

It is important to consider budget implications to develop and sustain a well-functioning M&E system. Such a system should consider the supply and demand spheres of M&E (Holvoet and

Inberg, 2014). The budget for M&E activities should be done through the costed M&E plan describing the crucial activities to develop and sustain a results-based M&E system. In the context of the study, the focus was put on the budget allocation for M&E activities and allocation of budget *vis-à-vis* the results of the CSGs programme.

8.3.3.1 Allocation of budget for M&E activities

The study's findings confirmed that there is little or insignificant budget allocated to M&E activities (see section 7.2.4) over the entire MGEPSW, including the CSGs programme. Activities relating to M&E are supposed to form part of the institutional overall operational budget (Ministry of Health, 2016). The costed M&E plan should be in place and have buy-in from senior management, who will advocate for better resources for significant M&E activities. The suggested budget for M&E activities ranges from 2.5% to 10% of the total operating budget of the institution, programme, or project (Kelly and Magongo, 2004; Görgens and Kusek, 2009; Gitonga, 2012; Shayo, 2020). Table 8.5 shows the proposed generic and specific activities that should be budgeted for in developing and sustaining an effective results-based M&E system:

Table 8.5: Proposed generic key activities to be budgeted for

No.	Activities	Sub-Activities
1.	Plan for M&E human resources	<ul style="list-style-type: none"> Secure M&E unit salaries
2.	Capacity building	<ul style="list-style-type: none"> Training of programme officers and managers Training of trainers Support postgraduate certificate/diploma in M&E Conduct mentorship and coaching Customise existing M&E training materials
3.	Routine data source	<ul style="list-style-type: none"> Develop data collection and reporting tools for the programme for operational-level staff members
4.	Coordination and roles of stakeholders in the M&E system	<ul style="list-style-type: none"> Develop the M&E plan Print and disseminate the M&E plan Convene technical working group quarterly meetings Conduct annual reviews
5.	Information management system	<ul style="list-style-type: none"> Development of a database to collect, collate and analyse data Procurement of IT equipment and software Interoperability of relevant databases
6.	Data audits and supportive supervision	<ul style="list-style-type: none"> Development of data auditing guidelines and tools Develop a data verification plan Conduct data auditing and verification field visits
7.	Evaluations	<ul style="list-style-type: none"> Secure funds for evaluations Develop the terms of reference for planned evaluations

		<ul style="list-style-type: none"> • Ensure the quality of evaluation reports • Convene technical working group meetings and validation of reports
8.	Dissemination and use of M&E information	<ul style="list-style-type: none"> • Disseminate annual report • Update the regional profile on the MGEPEWS website • Provide ad-hock information as needed

Source: Adapted from Görgens and Kusek, 2009; Ministry of Health, 2016

Table 8.6 below provides the proposed key M&E activities to be budgeted for based on the assessment's findings on the suitability of the RBM&E system for the Namibian CSGs programme administered in the MGEPEWS. However, the findings disclosed the unavailability of a budget for M&E activities. Hence, Table 8.6 presents a specific proposed budget for M&E activities in the MGEPEWS:

Table 8.6: Proposed key M&E activities to be budgeted for in the MGEPEWS

No.	Activities	Sub-activities
1.	Contracting of experts	<ul style="list-style-type: none"> • Development of M&E policy and related frameworks • Development of a detailed M&E plan • Upgrading of existing information management systems • Development of capacity building and training content • Conducting baseline, process, and outcome evaluations
2.	Equipment	<ul style="list-style-type: none"> • Computers, laptops, and tablets Software, i.e., SPSS, Atlas.ti etc.
3.	Human resources costs	<ul style="list-style-type: none"> • Secure salaries for M&E staff establishment including the M&E director, M&E coordinator, M&E specialists, statisticians, and data typists • Recruitment of staff • Planning and developing the M&E system • Conduct regular monitoring of the programmes • Writing reports and analysis of data • Document lessons learned
4.	Capacity building	<ul style="list-style-type: none"> • Training of M&E specialists on relevant M&E aspects • Training of M&E officers and management on M&E • Facilitation exchange visits related to M&E best practices • Facilitation of external and onsite M&E training • Facilitation of the acquisition of M&E qualification in various aspects related to the various programmes in the MGEPEWS
5.	Dissemination and use of M&E information	<ul style="list-style-type: none"> • Dissemination of annual and evaluation reports and other related M&E information on programmes in the MGEPEWS • Update M&E information/data on the MGEPEWS website
6.	Supportive supervision and data quality check	<ul style="list-style-type: none"> • Supportive supervision to the Ministry's staff involved in data collection at the regional level • Conduct data quality auditing

Source: Adapted from Frankel and Gage, 2016

Such an annual work plan should be a tool to assess, mobilise, and advocate for the budget for the M&E activities that will contribute to the sustainability of the institutional M&E system (Görgens and Kusek, 2009; Republic of Kenya, 2016). These proposed activities are expected to be translated into the work plan that should be costed to determine the total funds needed. Therefore, the MGEPSW must prioritise the M&E budget for M&E activities in the entire Ministry, and a specific portion of such a budget should be allocated to the CSGs programme.

8.3.3.2 Allocation of budget vis-à-vis the results of the CSGs programme

Results-based M&E goes together with performance-based budgeting as one of the tools for measuring the outcomes of the budget attached to the programme or project. It is a mechanism to hold institutions accountable regarding service delivery (Srithongrung, 2009). At the same time, performance budgeting enhances the budgeting process systematically in which the expected outcomes link the country's top policy with the institution's mandate and spending levels (Srithongrung, 2009). The budget allocation is expected to produce results based on budget expenditures. Such spending should be used appropriately to ensure the efficiency and effectiveness of service delivery (Robinson, 2007). Thus, appropriate expenditure prioritisation for the programmes is expected to meet social needs effectively (Robinson, 2007).

However, this study's findings indicated that the CSGs programme's results are not necessary to consider while allocating the budget for the programme. Instead, much depends on the availability of funding (See 6.6.4.2). Most of the indicators in the MTEF relating to the CSGs programme are outputs connected. The findings confirm those of Lopez-Acevedo, et al. (2012, p.76) that "officials have to spend significant time reviewing small items that have little bearing on important policy decisions, and the system does not facilitate considerations of the results of public spending." The main aim of the M&E system is to generate information for an informed decision regarding planning, resource allocation, and programme improvement (Mackay, 2007). The M&E system is also meant to improve transparency and accountability regarding budget spending versus policy, programme, or project results at the institutional level. Therefore, the effective M&E system would be meaningless if it were not used to justify the spending of budget allocation from taxpayers. It would be challenging to convince the MOF to support an M&E system that is not being used, as such a system should

be considered insignificant (Mackay, 2007). Therefore, it is proposed that the MOF allocate the budget for the CSGs programme based on the results to promote incentives for developing and sustaining an RBM&E system that should be rooted in the budgeting modalities and performance appraisals of the MGEPSW. The reporting of the performance of the CSG programme is proposed as follows:

- Quarterly report on related target achievements versus expenditures as per the annual work plan against the programme;
- Annual report on the targets and outcome monitoring against yearly work plan and budget;
- A three (3) year rolling budget outcome evaluation report against strategic objectives and achieved outcomes.

Thus, the financial and overall performance reports presented in (Figure 8.8) are proposed to be submitted to the MOF for budget allocation purposes:

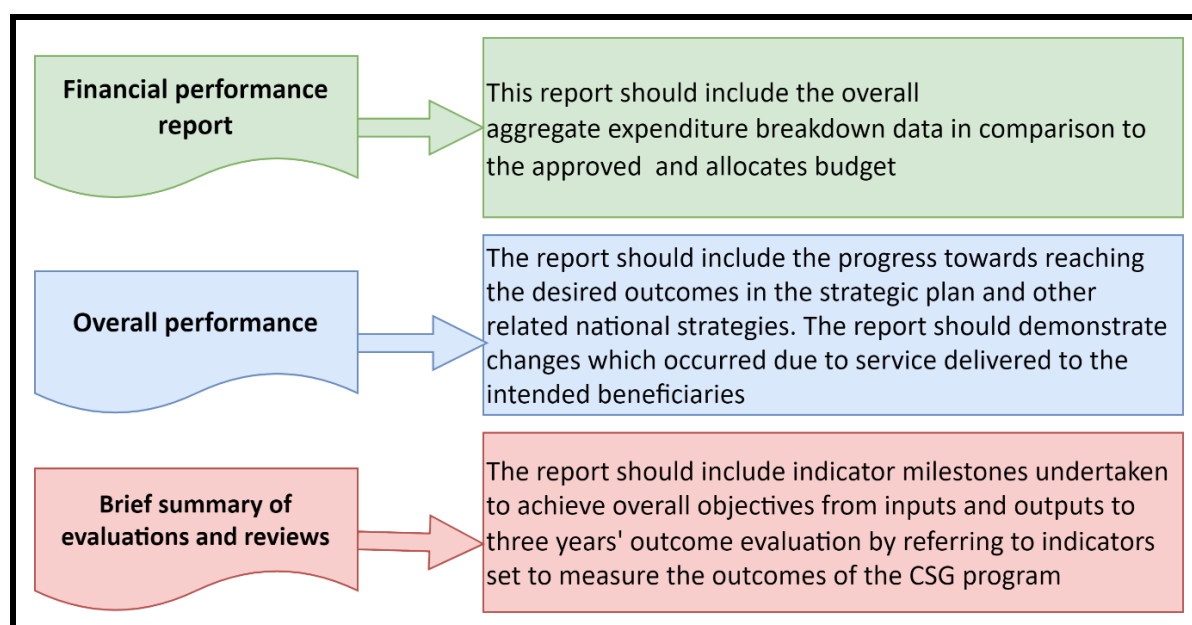


Figure 8.8: Proposed types of reports to be submitted for budget allocation

8.3.4 Monitoring and evaluation capacity building

For an effective M&E system, it is essential to have staff members with skills and knowledge relating to M&E. Thus, capacity building is one of the ingredients to ensure a well-functioning M&E system (Mackay, 2007). It is also equally essential to have capacity-building plans on

how M&E skills and knowledge will be imparted to the staff members within the institution. Such capacity-building plans should consider the training relating to the M&E data collection tools, methods and related concepts, and competencies to plan and conduct evaluations (Mackay, 2007). The findings in this section focus on the M&E training for staff members and capacity-building plans for M&E activities.

8.3.4.1 M&E training for staff members

M&E training for the M&E staff is one characteristic that contributes to the development and sustainability of the M&E systems. Hence, M&E training entails the development of knowledge, skills, and abilities of the M&E team to plan and implement M&E activities (UNDP, 2015; WHO, 2015). In addition, it includes in-service training, mentoring, coaching, and provision of M&E tools and resources that permit the M&E team to carry out their functions effectively (WHO, 2015).

This type of training can cover a wide range of topics, depending on the specific needs and goals of the organisation, project, or programme. The M&E training also involves organisational development activities, i.e., improving processes, systems, and structures that support overall M&E activities (UNDP, 2015 Sida, 2015). Furthermore, such M&E training can enhance the quality of M&E activities through the assurance of the collection of reliable and valid information and the use of findings to make the evidence-based decision and improve programme outcomes (UNDP, 2015 Sida, 2015; WHO, 2015).

The research findings have demonstrated that the MGEPEWS was not prioritising M&E-related training (see subsection 6.6.5.). Few directorates have trained their staff members on the M&E data collection tools related to their programme. There is limited training to limited staff members on the concepts and methodologies associated with M&E. A variety of competencies and skills are needed to ensure effective implementation of M&E activities in the MGEPEWS. It is recommended to have dedicated and adequate numbers of M&E staff with skills and competencies to provide guidance and support for M&E activities to people involved in implementing different programmes in general and the CSGs programme in particular.

Hence, it is proposed that capacity building for staff members be among the priorities of the Ministry. As much as human resources is a critical component to ensuring an effective M&E system, it is equally vital for the staff members to receive training that will contribute to the capacity strengthening in M&E-related functions. Thus, capacity building should not only target M&E staff. Capacity building should include staff members in managerial positions and professional and technical staff to have the same level of understanding of the purpose of the M&E system and achieving the expected results collaboratively.

The ultimate objective of the capacity-building initiatives at the MGEPSW is that M&E staff members can set up and manage an M&E system that will generate the required results. Furthermore, the users of the M&E information will understand the benefits of M&E within their responsibilities and how and why they use it.

The proposed capacity building of the staff members in the MGEPSW should focus on the following subject matters:

Box 8.1: Content of M&E training for M&E staff in MGEPSW

- Understand M&E concepts and why M&E is important
- Develop and use M&E tools for different programs in the MGEPSW
- Design and develop an M&E framework with its M&E plan
- Identify, develop, and track indicators related to the various programs in the MGEPSW and for the CSG programme in particular
- Link the identified indicators with data sources, collect, analyse, interpret data, and produce user-friendly reports for different intended users
- Assess and maintain the quality of data
- Design and conduct planned evaluations
- Write quarterly and annual evaluation reports and how to communicate and disseminate the M&E information
- Understand principles and guidelines for ethical consideration relating to the use of M&E information for decision-making and advocacy

Source: Author's own, 2023

Furthermore, M&E specialists dealing with CSGs programming should know about the child protection and social protection sector; a strong understanding of the relevant policies, laws, and guidelines governing child protection and social protection programmes. They should also be familiar with specific indicators and data collection methods to monitor and evaluate programme outcomes, including child well-being, poverty reduction, and social protection.

Finally, it is also significant for M&E specialists to be aware of ethical considerations and challenges related to working with vulnerable populations, specifically children.

Regarding the capacity building plan for M&E activities, the document review showed that such a plan does not exist (see subsection 7.6.5). It is recommended that institutions working towards developing and sustaining an M&E system should ensure a developed and costed human capacity building and development plan, with M&E career paths coupled with technical capacity building for all staff members. Such a plan should be costed to ensure the availability of funds to implement the capacity building plan relating to M&E activities. A combination of in-service, mentorship programmes, and coaching activities should be part of the capacity-building plan.

8.3.5 Data collection, storage, and verification processes

A functional M&E system is expected to produce accurate, reliable, and timely information through established standards. Such standards should be documented and used to produce quality information. For the study, the above component gauged information relating to the mechanisms for data collection and storage, as well as processes for the verification of data.

8.3.5.1 Mechanisms for data collection and storage

Data collection mechanisms allow information collection for ongoing programme monitoring through its implementation. Such information helps to identify areas of improvement and success. However, observing the ethical requirements for collecting such data is essential when data is collected from beneficiaries. Thus, consent should be obtained from the beneficiaries. In terms of children, additional ethical measures must be considered, such as obtaining permission from parents or legal guardians to collect and store data (National Institute for Early Education Research, 2020).

Further, data collection privacy should be kept private and secure, and only authorised individuals should have access to the data. Therefore, it is crucial to determine how the data will be stored. If the data is kept in paper files, the Cabinet or the room should not be accessible to everyone. Thus, it must be locked all the time. In the case of electronic storage, security measures should be ensured. Access to the database should be limited to specific individuals.

The document review showed data collection tools and a database for the CSGs programme. The current system is paper-based, and specific information is transferred into the database after the verification and approval of applications. In most cases, the parents or guardians of children are the applicants. Thus, children are not involved. However, based on the current practice, no consent is requested from adult caregivers who make applications for eligible children.

The study's findings acknowledge the existence of the data collection tools and the database to store data for the CSGs programme from the entry point up to the end of the payment process. However, there are no security measures in place for paper files. Nevertheless, document reviews showed some quality check measures for the social assistance database in place for the CSGs programme. However, documented guidelines that provide data collection methods, sources, and flow are lacking. Hence, to supply accurate, reliable, and credible information, it is essential to ensure that data collection tools are in place, including the source of information and ethical and security-related measures. Furthermore, an information management system is needed to support data collection processes, storage, and analysis to produce relevant reports.

8.3.5.2 *Process of data verification*

Data verification's primary purpose is to ensure the accuracy, completeness, and consistency of the data generated at the programme level (Di Zio, et al., 2016; FHI, 2021). It is critical because inaccurate and incomplete data may lead to misinformed decision-making that can significantly and negatively affect the programme and beneficiaries. Data verification involves detecting errors, improving data quality by verifying data consistency and timeliness and mitigating risks that may compromise the data quality (Thiruthanigesan and Thiruchchelvan, 2017; FHI, 2021). The verification processes should start from the point of registration to the end of data entry into the software or database. In addition, data verification procedures and related tools should be documented and made available to the users (FHI, 2021).

The study's findings showed some elements of verification of the CSG programme, from the point of registration of the applicant up to the storage stage, where the recipients are captured in the database for payment. However, both document reviews and interview results showed that no guidelines entailing the processes of verification procedures and tools

for quality assurance purposes. It is believed that poor-quality information/data can mislead the decision-making process and increase costs because resources might not be used where needed (Kanyamuna, 2019; National Planning Commission, 2021). Credible, reliable, and accurate information is one of the features of a successful M&E system. Therefore, it is sought to have established standards that should be used to assess the reliability of data from the M&E system (Lopez-Acevedo et al., 2012). Thus, the verification processes for quality insurance should be considered an essential aspect while producing information.

The model proposes that the MGEPEWS develop a framework addressing subsections 8.4.5.1 and 8.4.5.2 with documented processes and guiding procedures to show how the data collection, storage, and verification modalities should be undertaken considering the data quality dimensions to generate reliable and accurate information. Such a framework should include the definition of selected and agreed-upon indicators that will track the CSGs (see the Logic Model); data source; data collection and analysis strategies; and the functionality of the SAS, data quality assessment guidelines, and procedures.

8.3.6 Reporting, demand, and use of M&E information

Reporting, demand, and use of information is the ultimate purpose of developing and sustaining a results-based M&E system. Reporting should consider measurable outcome indicators (Jacobs, 2019), and continuous request and use of information by different vital stakeholders form the foundation for a successful M&E system. The demand for information from strategic offices would strengthen the MGEPEWS M&E system. Preparing and disseminating a quality report to stakeholders is critical in promoting and institutionalising the culture of results in the MGEPEWS. Hence, a good quality report will trigger positive attitudes of more demand and use for informed decisions (Kanyamuna, 2019). Under this component, the proposed model focuses on the documented rules and reporting of M&E information and the demand and use of data.

8.3.6.1 Proposed documented rules and reporting on M&E information

The rules and reporting requirements for M&E information depend on the context and goals of the M&E system and related programmes. However, there are some general rules and reporting on M&E information (USAID, 2011; UNDP, 2013; WHO, 2015; ILO, 2016). For example, it would include the types of data to be collected, the frequency of data collection,

and the expected users of the data (USAID, 2011; UNDP, 2013). Thus, documented rules and reporting on results help to ensure that information is collected and reported consistently and meaningfully and that involved stakeholders can use such information to make informed decisions (WHO, 2015; ILO, 2016).

The document review process findings show that there are templates developed for quarterly, bi-annual, and annual reports relating to the PMS for the entire government system (see subsection 7.6.6.1). Those templates also apply to the CSGs programme as one of the major programmes implemented by the MGEPEWS. However, reports generated from the prescribed templates are outputs related that come into numeric and narrative content. The results-based report aims to provide evidence-based information on the programme's outcome and impact through information analysis and to find differences between achieved and intended results (UNESCO, 2017) to support decision-making, future planning, and policy development.

Therefore, guidelines are proposed to be in place with indicators that need to be tracked (see Table 8.1 and Table 8.3). The plan should include the timeline, the methodologies, and the type of information that produces outcomes demonstrating the achievement of the goal and objectives of the CSGs programme. Thus, planning evaluations regularly should generate outcome-related information for the CSGs programme.

8.3.6.2 Demand and use of information

The CSGs programmes typically provide financial assistance to eligible children to complement the basic needs of those children (UNICEF, 2021, World Bank, 2021). The goals and objectives of such programmes may differ from one context to another, including reducing child property, improving health, nutrition, education, and other related child outcomes (Global Development Network, 2018; ILO, 2017). These outcomes should be disseminated to various stakeholders such as beneficiaries, government key ministries, donors, and programme managers for different purposes of use (ILO, 2017; UNICEF, 2021). Thus, knowing who, how, when, what, and where such information should be demanded and used is crucial. Above, data use and demand would help support the programme and ensure transparency and accountability (World Bank, 2021).

The interview findings showed that the CSGs programme data is being demanded and used by identified vital external and internal stakeholders (see subsection 7.6.7.2). The identified stakeholders use CSGs programme information for various reasons captured under the findings section (sub-section 7.6.7.2). However, it was also found that there is no methodology for disseminating documented information for ease of access and use. Although the users were identified, the document review exercise did not find any examples of reports shared with other stakeholders and the format used for those various stakeholders mentioned. There are no systematic mechanisms to disseminate information on multiple platforms, such as the Ministry's website or related media platforms.

Nevertheless, it is crucial to cultivate the culture of the demand and use of M&E information. The production and use of information form part of the M&E system, which the programme managers should use (Morra-Imas and Rist, 2009; De Coning, 2014). M&E information is used for various reasons, including evaluating, controlling, promoting, learning, improving, and celebrating (Kimaro, Fourie and Tshiyoyo, 2018), based on the progress made towards implementing the policy, programme, and project assigned to an institution. Therefore, the following activities are proposed to improve the demand and use of M&E information. (See Box 8.2 below).

Box 8.2: Proposed activities to improve data demand and use

- Analyse stakeholders' needs to ensure that relevant information for the CSGs programme is being collected for their specific needs;
- Develop standardised formats for reports to the users of the CSGs information;
- Adapt information production to the needs of different users for the CSGs program data /information;
- Develop and enforce the timetable for reporting the CSGs programme information;
- Educate, train, and advocate the demand and use M&E information for the CSG programme to ensure that the information is perceived as a tool to support performance and decision-making processes rather than a control mechanism;
- Ensure that M&E indicators to track the CSGs programme are kept low and focus on the goal and objectives of the programme;
- Develop the strategy to disseminate information on the CSGs programme;
- Adopt a consequence management approach, including ranking the directors in the MGEPSW based on their performance. Such ranking would foster a sense of competition among directorates;
- Convene performance review meetings with the executive director and directors, and provide feedback to the programme managers;
- Introduce incentives like the carrots and sticks and sermons to support effective nationalisation of the M&E system for the CSGs by the Ministry of Finance and other higher offices than the MGEPSW

Source: Author's own, 2023

8.4 CONCLUSION

This chapter covered the improved RBM&E system for the CSGs programme in Namibia. The proposal for the improved RBM&E system is built on the findings from the assessment of the suitability of the RBM&E system for the Namibian CSGs programme. The assessment was conducted against the M&E institutional arrangements, strategic framework availability, selection of indicators, budgeting for M&E activities, M&E capacity and capacity building, monitoring and data collection processes, and reporting and use of M&E information (see Table 7.1). These components were identified from various best practices that constitute an effective M&E system.

The proposed improved RBM&E system for CSGs seeks to maintain and sustain the system in the MGEPSW that administers the programme in question. Thus, some proposals covered the entire Ministry's M&E system and other related child welfare programmes in a similar context.

Regarding the improved institutional arrangement for the M&E in the MGEPSW, it is proposed to have an independent unit reporting directly to the Office of the Executive Director. Such a unit should have staff members with the required skills and knowledge to promote the results-based M&E in the Ministry and the CSGs programme. It is also

recommended to have an influential champion who will advocate for the budget for implementing the M&E activities.

The improved Theory of Change and Logic Models are proposed with selected indicators and the methodology to track related results. The Theory of Change and Logic Models provide fundamental tools to set and track the results of the CSGs programme. The Theory of Change entails the programme's assumptions, processes, outputs, and short to long-term outcomes. While the logic model unpacks the results and how they will be measured, including the data collection tools and the frequency of collecting information per proposed indicators. Both the Theory of Change and the logic model will be tools to guide different types of evaluations for the CSGs programme. Thus, the evaluation framework for the CSGs programme is proposed.

Budgeting of M&E activities is also among the drivers of the successful M&E system. Therefore, it is suggested to allocate 5% to 10% of the entire Ministry's budget. Thus, the M&E budget should not be an *ad hoc* activity but embedded in the budget process. The proposed budget for activities is salaries for staff members and their capacity-building training, routine data collection sources and tools, coordination with other key stakeholders' activities, information management system, data auditing and supportive supervision and evaluations, and dissemination and use of M&E information.

The improved capacity building proposal is to have skilled and trained staff members to successfully fulfil their roles and responsibilities in developing and sustaining the RBM&E system. Thus, training should be planned, budgeted for, and tailored to the needs of the Ministry's requirements. Thus, the capacity-building plan for M&E should be developed and budgeted to ensure the availability of funds to implement the M&E capacity-building-related interventions.

Moreover, a functional M&E system should be characterised by producing reliable information for informed decisions, programme planning and improvement, and accountability. Hence, it is proposed to have a framework with documented processes and procedures for how the data collection, storage, and verification processes should be done to generate accurate information and related reports. In addition, various critical internal and external stakeholders should report, demand, and use such information. Furthermore,

proposed activities to improve data demand and use form part of the RBM&E system for the CSGs. It is proposed to develop and document the methodologies and schedules to produce, report, and disseminate information taking into consideration the audiences to enhance the demand and use of such information.

In finalising the improved RBM&E system of the CSGs programme, the researcher conducted group focus discussions with programme managers and programme officers involved in the CSGs administration, M&E, and child protection in general to validate the improved proposed system. The participants agreed with the proposed modalities regarding institutional arrangement, capacity building for M&E, data collection, storage and verification, reporting, demand, and use of M&E information. However, the Theory of Change and the Logic Model were revised. The focus group discussion suggested linking the results of the CSGs programme to the Namibia child-focused MPI (See Figure 8.3 against Figure 8.4). Furthermore, M&E activities to be budgeted for were adapted from the proposed generic content to the current situation in the MGEPEWS (See Table 8.4 against Table 8.5).

Finally, a phased approach to developing an improved RBM&E system is recommended, taking into consideration financial and human resources implications. A strategic plan should be developed and implemented in different phases leveraging the current arrangement. Finally, this improved RBM&E system for the CSGs programme may be adapted to other child welfare programmes in Namibia and beyond in a similar context.

The next chapter summarises the study based on each objective and stresses recommendations for improving the results-based M&E system for the cash transfer programmes promoting the outcomes pertaining to child welfare in general and the CSGs programme in particular.

CHAPTER 9: SUMMARY OF FINDINGS, RECOMMENDATIONS, AND LIMITATIONS OF THE STUDY

9.1 INTRODUCTION

Chapter 9 summarises the study's findings, conclusions, and recommendations based on the problems identified in Chapter 1 and the research objectives. The study sought to address the absence of a systematic RBM&E system that defines and routinely monitors and produces reports on cash transfer programme outcomes in promoting child welfare in Namibia.

Critical problems that impede the implementation of an RBM&E system have been identified. The main issues are the lack of a dedicated M&E unit with the autonomy to generate meaningful information, a champion to advocate for an effective M&E system, and the absence of comprehensive M&E frameworks with clear roles and responsibilities for all stakeholders. These frameworks establish how the results will be produced and translated into meaningful outcomes. Without these frameworks, generating a comprehensive understanding of programme impacts is difficult. Additionally, the absence of a Theory of Change and Logic Model for the CSGs programme, which provides the foundation for any effective M&E system, exacerbates these challenges.

These challenges are compounded by other obstacles, including inadequate M&E skills among stakeholders, insufficient budgets for M&E activities, and a lack of systematic guidelines for the demand and use of M&E data, particularly regarding its application to budget allocation decisions. Addressing these problems will be essential in ensuring that the RBM&E system is effectively implemented and contributes to meaningful improvements in child welfare in Namibia.

The development of an improved RBM&E system is imperative to facilitate the generation of precise, timely, and valuable outcomes that can effectively measure the child welfare outcomes of cash transfer programsprogrammes in Namibia and comparative contexts. These outcomes will enable improved management and policy decision-making, thereby ensuring regular production of child welfare outcomes associated with cash transfer programsprogrammes, despite inherent limitations that will be progressively addressed.

This study aims to illustrate the existing body of knowledge and evaluate the various cash transfer programme outcomes by developing an RBM&E system that can effectively track the results of CSGs. Additionally, this study provides guidelines for enhancing institutional capacity to monitor and evaluate the progress and outcomes of such programmes, with a particular emphasis on the Namibian Government. The findings of this study may be useful to other governments facing similar contexts and capacity constraints. The objectives of the study were:

- to use a literature review of concepts, theories, and context for M&E systems to identify best practices and justify the development of the RBM&E system for the CSGs programme;
- to assess Namibian results-based M&E policy frameworks for the public sector in the context of international best practice guidelines for developing results-based M&E systems;
- to describe mechanisms tracking results of cash transfer programmes, including their objectives, delivery mechanism, and intended outcomes in the context of child welfare;
- to discuss a historical overview of child support M&E practices, including international and national policy frameworks of welfare in the Namibian context;
- to assess the suitability of the RBM&E system for the CSGs programme administered in the MGEPEWS;
- to develop an improved RBM&E system pursued by the CSGs that should become the basis for a results-based M&E system in Namibia and similar contexts;
- to offer recommendations providing valuable insights for interested policymakers, practitioners, and academics in improving RBM&E systems for child-sensitive cash transfer programmes in Namibia and similar contexts.

This chapter outlines key discussions and conclusions for each study objective. Subsequently, it explores the possible application of the proposed RBM&E system for the CSGs programme.

9.2 SUMMARY OF FINDINGS

The summary of the study's findings provides a comprehensive overview of research outcomes envisaged to contribute to the existing knowledge of RBM&E based on the

improved RBM&E system for child support grants (CSGs) developed in this study. The summary highlights the critical discussions addressing the research's purpose and objectives. The following section presents the summary of findings of each objective of the study as follows:

9.2.1 Development of a results-based monitoring and evaluation system

The study's first objective was to use a literature review of concepts, theories, and context for RBM&E systems to identify best practices and justify developing an BM&E system for the CSG programme. These aspects were covered in Chapter 3 of the study. Chapter 3 summarised the concepts of the RBM&E system as a powerful policy and programme management tool that allows implementors and decision-makers to monitor progress and showcase the outcomes of policies, programmes, and projects.

Developing countries' governments are under pressure to allocate their budgetary resources efficiently and effectively to achieve the intended results of their policies and programmes (Kusek, 2011). It is crucial to have mechanisms to monitor and evaluate service delivery performance to accomplish that effectively (Kusek and Rist, 2004). One of the priorities in the public sector is to establish a RBM&E system that enables policy and decision-makers to determine the outcomes of implemented policies, programmes, and projects (Mackay, 2007; Kanyamuna, Kotze and Phiri, 2019). Such a system provides insights into whether improvements have occurred due to the interventions related to those policies, programmes, and projects (Mackay, 2007; Kanyamuna, Kotzé and Phiri, 2019).

RBM&E is considered a higher-order policy management tool that enables policymakers and decision-makers to track progress and demonstrate the results of projects, programmes, and policies. The RBM&E aims to improve the effectiveness of policies and programmes, maintain the achieved results and produce desired outcomes systematically and efficiently. The evolution of the RBM&E was driven by developmental reform agendas in various governments and institutions. It imposed the shift from the traditional M&E, which involved tracking activities and inputs RBM&E that was introduced to track and measure the effects of policies and programmes. Thus, the RBM&E aims to improve the effectiveness of an intervention, maintain the achieved outcomes, or attain the results more efficiently.

The discussion relevant to developing the RBM&E systems in the context of this study was covered in section 1.3; the purpose of the RBM&E in subsections 3.2.3 and 3.2.4; presenting existing alternative mechanisms of measuring, monitoring and reporting of cash transfers outcomes in section 5.3; and the proposed improved RBM&E system for the CSGs programme in section 8.3.

The Theory of Change and Logic Model were critical components in developing an RBM&E system. They provide a framework for designing, implementing, and evaluating policies and programmes in a systematic and structured way. In addition, they clarify the goals, objectives, and expected outcomes, considering the assumptions, risks, and challenges that may occur and affect achieving the intended results (see subsections 3.2.7 & 3.2.8).

The ten steps of developing the RBM&E system were significant in this study. They provided a smooth and systematic mechanism to establish, maintain and sustain the M&E system. The steps include defining and developing outcome indicators, setting targets, designing data collection methods, and using data. The steps are also flexible and adaptable to any specific programme. While developing the RBM&E system, they are based on evidence and best practices from the field of RBM&E. The Kusek and Rist steps were described in section 3.4 and were also used to assess the suitability of the RBM&E system for the CSGs administered in the MGEPEWS (See section 7.2).

The chapter 3 discussed as well the characteristics of effective M&E systems. The importance of committed leadership in championing the establishment and sustainability of M&E systems; and the need to use M&E information for decision-making, programme improvement, and strategic planning were emphasised. Additionally, the need for appropriately designed M&E systems that generate reliable and quality information for different phases of the policy and programme cycle, storing and managing information to protect sensitive data, and supporting dissemination tailored to other users were highlighted.

Finally, challenges associated with developing and sustaining effective M&E systems, such as insufficient data availability, inadequate resources, budget allocation for M&E activities, including human resource capacity, and a lack of an M&E budget, lead to constraints in

supporting M&E functions. These challenges are prevalent across different M&E systems and need to be addressed to achieve effective M&E systems.

The concepts, theories, and context of the development of RBM&E systems discussed in the literature review in this chapter emphasise that the RBM&E systems are essential in policy and programme management to monitor progress and intended results. In terms of contextualising the RBM&E system, the chapter demonstrates through the best practices that have established an effective M&E system that it is not a question of one-size-fits-all. However, established steps are needed to ensure the effective development of the system.

Kusek and Risk's (2004) ten steps for developing an RBM&E system provide clear guidelines for developing an M&E system. Furthermore, the Theory of Change and Logic Model is the backbone of the RBM&E system for policies and programmes. They provide a structure for designing, implementing, monitoring, and evaluating policies and programmes (Patton, 2010; Funnel and Rogers, 2022). Thus, the characteristics of an effective M&E should be considered to ensure a successful M&E system, considering the challenges that might be accounted for and strategies to overcome those challenges.

The contribution of knowledge of this chapter of the study lies in providing a comprehensive overview of the M&E systems, including the definitions, differences, and similarities of M&E concepts and related purpose, identification of the best practices and challenges in developing effective M&E systems, and the emphasis of the importance of the RBM&E system in policy and programme management that contribute to the well-being of the targeted beneficiaries that may apply to different developmental settings (Mackay, 2007).

9.2.2 Assessment of RBM&E policy frameworks in Namibia

The study's second objective was to assess the Namibian RBM&E policy frameworks in the context of international best practice guidelines for developing RBM&E systems in the public sector. Chapter 4 of this dissertation covered this objective's content. The chapter commences discussing the international best practices on RBM&E systems. It accounts for various governments that have institutionalised the RBM&E systems to support decision-making and guide policy-making and general management. Next, the chapter provided a section that entailed an overview of M&E systems in nine countries that have institutionalised

M&E systems: Australia, Canada, Chile, Columbia, Mexico, South Africa, Uganda, the United Kingdom, and the United States of America. These countries offered valuable lessons for other countries, including Namibia, wishing to adopt more formal M&E systems. The overview discussed the basis of the M&E system, its location within the government structure, and the evaluation and use of the information approach in each country (See Section 4.2).

Emerging lessons from international practice on the institutionalisation of M&E systems suggested that a critical factor in the development and sustainability of an M&E system is the production and use of information (See section 4.3). A sound M&E system should communicate the goals, objectives, and related outcomes of services and the quality of these results. In most cases, this may require specific M&E policies or laws to be in place, along with well-defined procedures and methodologies to ensure the quality of the information intended to be produced. The locality of the M&E system is a critical aspect to consider. Some countries house their M&E systems within the MOF and others in the NPC.

While results should be integrated into decision-making processes, policy development, and budget allocation, some challenges relating to the quality of evaluations, the use of M&E results to inform decisions, and the sustainability of the systems may occur. In addressing these challenges, it is imperative to have a solid institutional structure and leadership, including effective communication and coordination with stakeholders.

The review of countries with best practice guidelines for developing, maintaining, and sustaining RBM&E systems showed no uniform way of establishing an M&E practice in the government structure. Namibia's M&E system is built on the foundation of policy frameworks applicable in Namibia's public sector. Those M&E policy frameworks are divided into three categories, i.e., constitutional, legislative, vision, and priority, including general responsibilities and accountability. The constitutional and legislative policy frameworks for RBM&E systems in Namibia's public sector include the Constitution of Namibia, 1990; the Namibia Institute of Public Administration and Management Act of 2010; National Planning Commission Act of 2013; Statistics Act of 2011; Public Service Commission Act of 1990; Public Service Act of 1995; Public Procurement Act of 2015; and State Finance Act of 1991.

The Constitution of Namibia, 1990 specifies the roles and responsibilities of the Head of State, Cabinet members, and the secretary to cabinet regarding the effectiveness of government policies and programmes. It requires that there be an effective M&E system in place to support reporting on performance. The Namibia Institute of Public Administration and Management Act of 2010 allows the NIPAM to develop appropriate training modules and build M&E capacity among public servants. While the National Planning Commission Act 2013 provides for the coordination of M&E efforts by establishing M&E coordination structures and mechanisms, developing a monitoring and evaluation plan for the NDPs, and providing M&E-related support to public sector institutions.

The Public Service Commission Act of 1990 tasks the Public Service Commission to provide support and guidance in terms of establishing M&E units in government institutions, and the Public Service Act of 1995 provides for the OPM to ensure that M&E roles and responsibilities are part of the performance agreements of accounting officers. The Act also ensures that institutions align their plans with national priorities. Furthermore, the Statistics Act 2011 provides for the role of the National Statistics Agency in producing and disseminating official and other statistics and in developing and coordinating the national statistics system.

The Public Procurement Act of 2015 allows the Public Procurement Commission to promote the efficient and effective use of public resources by establishing a transparent and competitive procurement system. While the State Finance Act of 1991 aims to ensure transparency, accountability, and efficiency in the government's financial management and responsible use of public funds.

The vision and policy frameworks discussed in the study were Vision 2030; the Fifth National Development Plan, 2017/2022; Namibia MTEF; and the HPP, 2017. These vision and policy priority frameworks in Namibia's public sector guide the implementation of results-based M&E systems.

Namibia Vision 2030 is a long-term development framework that sets out goals and targets for various sectors and serves as the basis for all planning in a results-based approach. The fifth NDP tracks progress through a RBM system, with planned evaluations to assess progress and make necessary changes to activities. The Namibia MTEF controls budget execution and

promotes the effectiveness and efficiency of public spending, with a focus on outcomes and results. While the HPP emphasises effective governance with a specific focus on accountability, transparency, improved performance, and service delivery.

A general responsibility and accountability framework include the PMS guidelines; the National Monitoring, Evaluation and Reporting Framework (2015) and ministerial strategic plans. The PMS is a method used in Namibia's public sector to improve the efficiency and effectiveness of government business through enhanced service delivery in public institutions and holding the public service accountable to general RBM. The National Monitoring, Evaluation, and Reporting (NMER) Framework guides and coordinates M&E activities within Namibian institutions. While the ministerial strategic plans link to the national goals and objectives and are integrated into a results-based framework within performance reviews and appraisals, contributing to the M&E information for quarterly and annual reports.

Namibia has policy frameworks promoting results-based M&E in the public sector, including the PMS and the Monitoring, Evaluation, and Reporting Framework. These frameworks aim to improve service delivery, and inform decision-making, transparency, and accountability through results-based information. While the PMS has been in place since 2011, it has not yet been fully mainstreamed and implemented across government institutions; and the current NMER, developed in 2015, has not yet been endorsed and implemented. However, there is a commitment by the Namibian Government to improve both the PMS and RBM&E system.

In terms of strengths and limitations of the existing M&E policy frameworks, the assessment was conducted using the characteristic of an effective M&E system and lessons learned from the best practices in other countries as a benchmark. The evaluation used a scoring system with four categories adapted from Rahat and Holvoet (2016), i.e., weak, partially satisfactory, satisfactory, good, and excellent, to determine the functional status of Namibia's current M&E policy framework (see Table 4.1). The assessment provided a clear and straightforward analysis of results and discussion based on the characteristics of an effective M&E system and associated criteria requirements (see Table 4.2, Table 4.3, Table 4.4, Table 4.5 and Table 4.6).

The assessment of policy frameworks on the RBM&E system in Namibia was found to be weak, with an average score of 12.5%. The weaknesses include a lack of committed leadership

to generate and use information, no budget allocated for M&E activities, insufficient capacity and motivation among staff members to operate the M&E system, and low levels of participation in the M&E system by various stakeholders. The current M&E system is also largely donor-driven, and there is a lack of incentives to stimulate data use and a lack of focus on the evaluation function.

Nevertheless, the Namibian Government has recognised the need to strengthen the M&E system and has begun efforts to build a robust M&E system with the support of the European Union. The NPC has taken the lead in conducting a situational analysis of the M&E system in the country. Partnerships with local educational institutions and multisectoral bodies to develop capacity in the country are being explored. Furthermore, the proposed revised PMS presents an opportunity to introduce structures and tools in the public sector promoting RBM&E. In a nutshell, there is a need to devise and implement evidence-based strategies to address the weakness in the public sector's M&E system.

Chapter 4 provided valuable insight into the development of M&E systems in Namibia and international best practices in the public sector. A takeaway lesson is that it is essential to have a powerful institution to oversee M&E activities in the public sector and use M&E information for budget allocation based on the results achieved. In that evaluation, activities should be budgeted for within the government financial management system to provide results demonstrating the value of expenditure. The chapter accentuates the Namibian M&E framework promoting the RBM&E practice. Based on the M&E policy framework assessment, the M&E practice in the public sector was weak and less important than other public sector programmes. The system's weakness is associated with the lack of budget, appropriate structure, M&E skills, policy frameworks, and lack of a champion. These contributed to the weak capacity to supply, demand, and use M&E information. Thus, it suggests that more effort should be made to improve the efficiency and effectiveness of the M&E systems in the public sector, considering the challenges pointed out as a result of the assessment.

9.2.3 Mechanisms of tracking results of cash transfers programmes

The third objective of the study was to describe mechanisms for tracking the results of cash transfer programmes, including their objectives, delivery mechanisms, and intended outcomes in the context of child welfare. The content addressing this objective was presented

in Chapter 5. The chapter defined and described the concepts, theory, and context of cash transfers regarding the cash transfer programmes in the context of child welfare.

Cash transfer programmes are social protection interventions that provide cash payments to selected recipients to meet their minimum consumption needs. Such cash transfers can be unconditional or conditional and target specific population groups such as older people, persons with disabilities, and children. Hence, the child support grants (CSGs) is a cash transfer programme to reduce child poverty. It offers financial assistance in the form of cash to poor and vulnerable households to supplement other sources of income to care for their children. The programme is part of a broader effort to provide social protection through various cash transfer programmes. Those programmes might be delivered with or without conditions depending on the programmes' design, purpose, and objectives.

The purpose of the CSGs programme is to provide income to caregivers and parents of vulnerable children living in poverty to meet their children's basic needs. The programme's objectives are to increase access to critical services such as health, education, and nutrition, and support the realisation of the human rights of children and their families, which will turn into child well-being outcomes. Hence, the CSGs programme is designed to alleviate child poverty by providing resources to the poorest children in society and improving access to basic needs.

Therefore, the delivery mechanism should consider the context and capacity at the institutional or programme level when developing indicators to measure the programme. It is also essential to have appropriate instruments or tools to collect data and information on crucial focus indicators for the M&E system throughout the programme cycle. In addition, the most critical task is to select outcome indicators that respond to the programme's purpose and objectives. Various suggested domains and outcomes are recommended for child welfare (See subsection 5.4.2). Those presented domains and related outcomes measure children's well-being for different purposes. The suggested outcome-associated domains and indicators were used to develop the RBM&E system for the CSGs programme. Specifically, those outcomes included the Theory of Change and the developed Logic Model of the CSGs programme. The same information can also be adapted to other cash transfer programmes promoting the welfare of the children.

Furthermore, the Theory of Change was proven to play an essential role in the programme design by identifying resources and strategies needed to achieve the intended outcomes. The roadmap entails identifying the programme's beneficiaries, the specific results the programme is expected to reach, and the processes to achieve those outcomes. The Theory of Change for the CSG programme presented in Figure 5.1 suggests that access to grants will improve the well-being of children and their families through several vital interventions that would reduce poverty and increase resilience at the child and household levels.

The chapter also emphasised the indicators that should be used to measure the intended outcomes and related instruments, including the reporting and use of information. These processes contribute to the programme's sustainability and potential ways to scale up successful interventions. Therefore, ensuring the data collected for the M&E system is of high quality and can be used effectively for decision-making and programme improvement is essential. That will facilitate the reporting as it is a crucial aspect of demonstrating the results of a programme and is done regularly for timely decision-making and use such reported information for decision-making and programme improvement.

9.2.4 Historical overview of CSGs programme M&E practices in Namibia's Child Welfare Policy framework

The fourth objective was to discuss a historical overview of the CSGs programme, monitoring, and evaluation practices, including international and national policy frameworks for child welfare in the Namibian context. The content covering this objective is found in Chapter 6 of the study. The chapter covered the historical background of the MGEPSW; strategic direction; structural and related M&E arrangement of the CSGs administered in the Ministry; international, regional, and national policy frameworks for child welfare in Namibia; the relevance of those policy frameworks to the study; the CSGs programme in the Namibian context and its M&E arrangements; including the different types of CSGs and related eligibility criteria.

The Ministry of Gender Equality, Poverty Eradication, and Social Welfare is responsible for implementing programmes and initiatives related to gender equality, poverty eradication, Childcare and Protection, and women empowerment. The Ministry was established in March 2022 through the merger of the MGECSW and the Ministry of Poverty Eradication and Social

Welfare. The merging of the two ministries was part of a restructuring exercise to improve efficiency in service delivery and reduce related costs. As part of the restructuring, the new Ministry has developed a five-year strategic plan for 2020 to 2025 to guide its work in addressing the needs of its revised mandate. The strategic plan outlines nine strategic objectives, which are:

- to ensure gender equality, equity, and empowerment of women, girls, boys, marginalised communities, and people with disabilities;
- to advocate and promote related human rights for women, girls, boys, marginalised communities, and people with disabilities;
- to strengthen and expand social protection;
- to mobilise communities towards socio-economic empowerment;
- to improve care and safety for children's well-being;
- to ensure stakeholders' communication and coordination;
- to develop integrated management information systems;
- to enhance the enabling environment for high-performance culture and service delivery;
- to provide effective policy and legislative frameworks.

Specific results and indicators support these objectives for monitoring and evaluating the Ministry's interventions based on the mandate.

Four of the Ministry's strategic objectives are related to the CSGs programme and the MGEPSW's M&E system. Those strategic objectives are to strengthen and expand social protection; improve the care and safety of children's well-being; develop integrated management information systems; and enhance an enabling environment for high-performance culture and service delivery. These strategic objectives aim to address issues such as fragmentation of social protection programmes, exclusion of some children from receiving a grant, inadequate grants for meeting the basic needs of children, insufficient birth registration under-five years, lack of education, inefficiency and difficulties in measuring and reporting the results of the CSGs programme, lack of a central database for all cash transfer programmes, and lack of understanding and commitment to the PMS.

The M&E system for the CSGs programme is part of the MGEPEWSW's overall structure. The structure includes the executive director, deputy executive director, directors, and various programme managers and officers responsible for multiple functions such as policy development, programme implementation, monitoring, reporting, and financial management. The M&E division is located under the Directorate of Policy Planning and Research. Therefore, the M&E division is viewed as not the best option for institutionalising an effective M&E system.

Furthermore, the chapter outlined policy frameworks at international, regional, and national levels that aim to promote the welfare of children in Namibia. These policy frameworks recognise children's rights to an adequate standard of living and protect children's rights, including the right to education, the right to be protected from exploitation, and the right to good health. The frameworks also address poverty, hunger, and inequality and promote the overall well-being of all people, including children. Among the global and regional policy frameworks (See sub-section 6.2.1) include the United Nations Conventions on the Rights of the Child (1990); the International Covenant on Economic, Social and Cultural Rights (1990); the African Charter on the Rights and Welfare of the Child (1999), and the Sustainable Development Goals (2015-2030).

The National policy frameworks promoting the welfare of children and their families (See subsection 6.2.2) are:

- the Constitution of the Republic of Namibia (1990);
- the Child Care and Protection Act, 2015
- the National Policy on Orphans and Vulnerable Children (2004);
- the National Plan of Action for Orphans and Vulnerable Children (2006-2010);
- the National Agenda for Children (2018-2022).

These policies frame the protection of children's rights, outline measures to support and care for OVCs, establish rules for distributing CSGs, and address issues such as child abuse and exploitation. These national policy frameworks, along with others such as the Namibia Vision 2030, the fifth NDP and the HPP emphasise improving social protection systems, including CSGs as a means of reducing poverty and promoting the well-being of disadvantaged children. Therefore, the proposed RBM&E system for the CSGs programme in Namibia was informed

by some of the policy frameworks, which will track the progress and outcomes regarding the country's social protection system, focusing on the CSGs programme. Indicators for monitoring progress and results would be more effective when developed in these policy frameworks and strategies.

In the Namibian context, the CSGs programme is a social protection intervention that provides cash transfers to children in need, particularly to OVCs due to poverty. The programme addresses child poverty and social exclusion and is aligned with the Sustainable Development Goal of "poverty eradication." The CSG is provided through unconditional cash transfers and is solely funded by the Namibian Government. There are eligibility criteria for receiving a grant, and the application process involves multiple levels of verifications and approval before payments are made to the beneficiaries. The CSGs programme is part of a larger social protection landscape in Namibia, which includes pensions for older people, grants for veterans and people with disabilities, and other forms of assistance.

The CSGs programme provides financial assistance to needy children through five different types of grants. These grants are based on means testing and are provided in the Child Care and Protection Act of 2015. The five types of grants are state maintenance; foster parent/kinship care; residential child care; child disability; and short-term emergency. These grants are available to parents, guardians, and kinship caregivers of children and children living in child-headed households. To qualify for one of these grants, the child must be a Namibian citizen or permanent resident, and the biological parents must not be liable for payment of income tax. The grant is usually payable until the child reaches 18 but may be extended to 21 in certain circumstances. Each eligible individual child receives N\$350 monthly.

The administration, including the CSGs programme's M&E system, is located within the Ministry of Gender Equality, Poverty Eradication, and Social Welfare. The monitoring data is administrative-related, i.e., information on the number of children receiving grants by type, region, constituency, age, and amount. Such administrative data is used for planning and budget purposes.

There are also *ad hoc* studies on the CSG programme that contributed to the policy reform and improvements to the CSG programme, including:

- the analysis of the 2003/2004 Namibia Household and Income Expenditure Survey;
- stimulations of Income Expenditure Survey (2009/2010);
- a qualitative study on the effectiveness of child welfare grants;
- qualitative research on the assessment of the effectiveness of the social protection system in reducing poverty in Namibia;
- analysis of child poverty in Namibia; and
- budget brief for social assistance and welfare tools for children in Namibia.

Social protection programmes, including CSGs, aim to improve positive outcomes related to child well-being and reduce poverty. It is, therefore, essential to develop an M&E system to produce information for decision-making, planning, and programme improvement. The system tracks the results that contribute to continuously improving the programme, provides information about its performance to stakeholders, and learns from other programmes with similar aspects. Although there has been some policy reform based on *ad hoc* studies, the MGEPSW should ensure the development and sustainability of an M&E system.

Chapter 6 provided the strategic direction of the Ministry responsible for the CSGs programme that can be aligned with the design, implementation, monitoring, and evaluation of the CSG programme to fulfil the mission and mandates of the Ministry as stated in different strategies of the Ministry of which the CSG programme forms part. However, those strategies do not have outcome-related indicators and are, thus, unable to measure the outcome of these strategic directions. The absence of outcomes-related information is a grey area that should be addressed in future strategic plans.

9.2.5 Suitability of the RBM&E system for the CSGs programme

The fifth objective of the study was to assess the suitability of the RBM&E system for the CSGs programme administered in the MGEPSW. Chapter 7 addressed objective 5 of the study. This entire chapter was dedicated to the empirical findings. The assessment of the M&E system of the CSG programme involved a review of the literature on results-based M&E procedures, international best practices, and interviews with senior and programme managers at the MGEPSW. Furthermore, the themes and sub-themes were drawn from the

literature on results-based M&E plans and international best practices related to the characteristics of an effective M&E system. The data of the empirical research was collected through interviews and document analysis. While the analysis of data was done using Excel and Microsoft Word.

In-depth interviews with key informants were conducted using a semi-structured guide. A total of 12 respondents were interviewed, including one executive director, two directors, two deputy directors, and seven programme officers. Respondents were selected based on their experiences and knowledge of the subject matter. The study used a qualitative data collection method and employed triangulation of data from different resources to ensure the validity and reliability of the findings. The data reached saturation at some point through the in-depth interviews, meaning that the same information was obtained from multiple respondents. The findings were divided into seven themes with related sub-themes (See Table 7.1).

The findings on institutional arrangement for the M&E system revealed an M&E unit within the MGEPEWSW that is not functional. There is no clear indication of who is responsible for M&E activities for the CSGs programme. There was no M&E guideline for M&E functions within the Ministry and the CSGs programme. Informal M&E arrangements exist, but there is a need to improve the current institutional structure for M&E tasks in general and the CSG in particular. The findings also indicated no specific M&E framework or indication of an M&E champion within or outside the Ministry. These findings suggest the need to improve the aspects to institutionalise the RBM&E system successfully.

Regarding tracking and selecting indicators for the CSGs programme, the findings confirmed the existence and implementation of national and institutional strategies that are important for improving the well-being of the targeted beneficiaries. Thus, an effective M&E system will provide information on the degree to which the CSGs programme is being implemented and the results thereof. A review of institutional strategies highlighted the Social Protection Policy 2021-2030; the National Agenda for Children 2018-2022; the Ministerial Strategic Plan 2021-2025, and the Blueprint on Wealth Redistribution and Poverty Eradication 2018-2020, which include components related to the CSGs programme. These strategies aim to increase coverage and access to social protection services, reduce child poverty, and maintain a range

of OVCs receiving CSGs, among other goals. However, no M&E system in place should provide information on the impact of the CSGs programme on the targeted beneficiaries. Thus, tracking and selecting indicators for the CSGs programme in the national and institutional strategies is an important task to consider and undertake for measuring the programme's progress and ensuring that it is meeting its intended goals and objectives.

The study's findings indicate a non-existent budget for M&E activities. The only budget available is for programme implementation, with some informal monitoring relating to the use of grants at the community level. The findings also showed that M&E data and results are not being used to inform the budget allocation for the programme, and there is no culture of using data and results for budget allocation. Therefore, there is a need to have an adequate budget allocation to M&E tasks and develop an M&E funding plan with identified priorities through consultations with internal and external critical stakeholders to ensure the availability and sustainability of the CSGs programme and M&E activity budget.

M&E capacity building in the MGEPEWS was rated low; there was a lack of technical capacity and no capacity development plan. The M&E division currently lacks sufficient staff, and it was indicated that the Ministry has not invested much in the capacity building of its staff members regarding M&E skills. No staff members are qualified, skilled, and dedicated explicitly to M&E functions. To appropriately perform M&E functions and generate results-based information for decision-making, the Ministry should invest in capacity and skills development in M&E. The senior and programme managers and other key stakeholders should be provided basic training on RBM&E for support and sustainability of the M&E system. The training should focus on M&E tools, approaches, mechanisms, and the demand and use of information.

Concerning the data collection, storage, and verification processes for the CSGs programme, the assessment findings confirmed that data collection tools and storage mechanisms are in place for the CSGs programme and other child-related programmes in the MGEPEWS. Besides the SAS database for the CSGs programme, their other databases for data collection, storage, and analysis, i.e., district health information two (DHIS2) for additional child protection-related programmes; and IECD database.

However, no guidelines for quality checks associated with the CSGs or IECD programmes were found; but, there were security measures in place for safeguarding the information collected from various directorates within the Ministry. It was found that mechanisms were in place for data aggregation and verification. Still, there are some challenges with data quality, including incomplete data, data that is not up-to-date, and data that is not recorded correctly. The Ministry should develop standards and train staff on data collection and reporting to improve data quality issues.

Regarding reporting, demand, and use of the M&E information component, findings showed specific templates and formats for reports. The templates include numeric data on targets and actual performance, a narrative explanation for any variances, and corrective measures envisaged regarding internal and external stakeholders' demand and use of information. For internal stakeholders, communication is for quarterly and annual reports, performance agreement reviews, appraisals, and planning. External stakeholders use the information for planning, budgeting, decision-making, and other related advocacy. Thus, a successful M&E system should produce quality, reliable, timely, and relevant information for these stakeholders to address issues related to programme performance, demonstrate accountability and improve service delivery.

9.2.6 Improved RBM&E system for CSGs programme in Namibia and similar contexts

This study's sixth objective was to develop an improved RBM&E system pursued by the CSGs programme that should become the basis for an RBM&E system in Namibia and similar contexts. The content of objective six was covered under Chapter 8 of this study. The chapter describes the rationale for developing the RBM&E model for the CSGs programme, the process undertaken to create the model, the ultimate proposed model for the CSGs programme that applies to the entire Ministry, and some specific components assessed on the characteristics of an effective M&E system.

An RBM&E model is needed for the CSGs programme in Namibia to measure its progress and effectiveness in providing grants to the intended beneficiaries. The proposed RBM&E model is designed to support the MGEPEWSW in determining whether the programme meets the needs of beneficiaries and is consistent with social protection interventions' overall goals and objectives. The proposed RBM&E model is based on the best practices of countries that have

successfully institutionalised RBM&E systems, best practices in measuring results for other social protection programmes, characteristics of an effective M&E system, and findings from the assessment conducted on the current M&E system of the CSGs programme in particular, and the MGEPSW in general.

The proposed RBM&E model for the Namibian CSGs programme aimed to address identified weaknesses in the current system and streamline the balance between developing and sustaining the M&E system. Thus, the model is based on the following identified components: the institutional arrangements for M&E, tracking and selection of indicators; budgeting for M&E activities; M&E capacity building; data collection, storage mechanisms, and verification processes; reporting, demand and use of information for the CSGs programme.

Proposed institutional arrangements for M&E: The current M&E arrangement is the Directorate of Policy Planning and Research division. It is proposed to establish an independent M&E unit without being attached to any of the directorates in the MGEPSW. Instead, the head of the M&E unit should report directly to the Office of the Executive Director (see Figure 7.1).

The M&E focal persons should be identified within different directorates and attached to the proposed unit with specific roles and responsibilities of developing, establishing, and sustaining the RBM&E system in the MGEPSW. At the same time, an M&E champion at the strategic leadership level should be identified to support the sustainability of the M&E unit's functions and the entire M&E system in the Ministry.

The proposed Theory of Change and Logic Model: The purpose of a Theory of Change and Logic Model is to provide a clear understanding of how the programme is expected to achieve its goals and objectives and a framework for monitoring and evaluating the progress and impact of the programme. There is no Theory of Change or Logic Model for the CSGs programme. Thus, the study proposes the Theory of Change and Logic Model. The proposed goals and objectives were a foundation of the Theory of Change, and the Logic Model is built on child-based right and delivery lenses. The CSG programme aimed “to reduce child poverty through improved health, nutrition, and educational attainment”. While related objectives are:

- to improve basic household consumption and nutrition among orphans and other vulnerable children;
- to increase access to health-care services among orphans and other vulnerable children;
- to increase basic school enrolment, attendance, and retention of school-going children eligible for CSGs; and
- to facilitate access to complementary services among recipients at the household level.

The proposed Theory of Change presents the assumptions, processes, outputs, and short- to long-term outcomes for the CSGs programmes (see Figure 8.4 & Figure 8.5). For the proposed Theory of Change, the premises are a sustainable, adequate, and sufficient budget; proper capacity for implementing the CSGs programme; and conducive legislative and policy frameworks on equity and non-discrimination for eligible children. The proposed processes are:

- processing applications and selecting beneficiaries for the CSGs programme;
- integrating and monitoring the information management system;
- verifying and approving applications for the CSGs;
- capturing grant applications' information into the database;
- processing payment of the CSGs programme; and
- implementing control mechanisms.

The related proposed outputs are:

- practical targeting and reaching intended coverage;
- effective payment;
- effective grievance and case management system;
- functional information and monitoring system;
- limited fraud and error;
- effective financial management and reconciliation system;
- fewer reported grants misuse cases.

The related proposed short-term outcomes include human capital investment at the household level for the CSGs beneficiaries strengthened, household-level consumption for CSGs beneficiaries increased, and increased school readiness.

The proposed medium-term outcomes are:

- asset accumulation among households with CSGs beneficiaries;
- utilisation of health services;
- adequate food intake, dietary and food security; and
- school enrolment, attendance, and retention.

At the same time, proposed long-term outcomes are:

- reduced child poverty;
- improved health status;
- improved nutrition status; and
- improved educational attainment.

Proposed indicators to track the performance of the CSGs programme were developed using the Logic Model (see Table 8.3 & Table 8.4). The proposed Logic Model is an extension of the Theory of Change. It provides details on how the intended results will be measured. This proposed Logic Model comprises the processes, results (outputs, short, medium- and long-term outcomes), data source, and frequency of data collection that will be used to measure the performance and results of the CSGs programme in the Namibian context.

This study proposes the evaluation framework for evaluating the CSGs programme (see Figure 8.1). Some of the proposed indicators are expected to be used while measuring institutional and national strategies and outcomes related to children; and were used while reporting on regional and international commitments related to child welfare programming further, although the Theory of Change formed part of the basis of the evaluation of the programme.

The proposal is to have three sections of such a report:

- Section one included the background information, poverty and vulnerability, and mapping of the social protection system in Namibia.
- Section two included information on the expenditure; coverage; exclusion; accessibility, adequacy; appropriateness; adaptability; transparency and

accountability; responsibility and accountability; responsibility and complementarity; participation; and outcomes.

- Section three concludes with a summary of the findings from part two, gaps in the CSGs programme relating to child vulnerability, including weaknesses and strengths in child sensitivity, and recommendations.

The budget allocation for M&E activities should be done through a costed plan that outlines actions to support the development and sustainability of the RBM&E system. Those activities are related to capacity building, routine data, coordination and roles of stakeholders in the M&E system, information management system, data audits and supportive supervision, evaluations, dissemination, and use of M&E information (see Table 8.5 & Table 8.6) It is suggested that the budget for M&E activities should range from 2.5% to 10% of the total operating budget of the institution. Although this study focuses on the CSGs programme, the budget should also prioritise M&E activities for the entire Ministry.

Additionally, the budget for the CSGs programme should be allocated based on the programme's results rather than on the availability of funding. This would improve transparency and accountability regarding budget spending versus programme results at the MGEPSW. The financial and overall performance of the CSGs programme should be reported quarterly, annually, and through a three-year rolling budget outcome evaluation report. These reports should be submitted to the MOF for consideration during the budget allocation exercise.

M&E capacity building is necessitated to have an effective M&E system. The assessment findings showed that the MGEPSW had not prioritised M&E-related training, and few directorates have trained their staff members on data collection tools. Thus, the study suggested that capacity building for staff members be a priority, including staff members in managerial positions, and professional and technical staff, to ensure an understanding of the purpose of the M&E system and the expected results. The proposed capacity building should focus on subjects such as understanding M&E concepts and tools, developing an M&E framework and plan, identifying and tracking indicators, collecting and analysing data, conducting evaluations, and understanding ethical considerations in using M&E information (see box 8.1). Thus, it is recommended that the MGEPSW develops a capacity-building plan

for M&E activities that outlines the training needs for staff members at different levels, resources required for those training, and delivery mechanisms of the pieces of training. The plan should be regularly reviewed and updated accordingly.

It is imperative to have established data collection and storage standards to generate accurate, reliable, and timely information. The assessment findings showed that data collection tools and a database for storing data for the CSGs programme exist. Still, no documented guidelines exist for data collection methods, resources, and flow. The study's findings also revealed elements of data verification in the CSGs programme but no guidelines or procedures for quality assurance enforcement and validation in place. Therefore, the study proposes that the MGEPSW develop a framework addressing these issues, including documented processes and procedures for data collection, storage, verification, definitions of selected indicators, and data quality assessment guideline.

The primary purpose of an RBM&E system is to produce and disseminate accurate, reliable, and timely information for reporting, demand, and use. The study found no documented rules on the demand and use of data. However, there is an established guideline regarding PMS and related reporting within the public sector. The study suggests that the procedure be put in place with indicators that need to be tracked to produce outcomes information that would demonstrate the achievement of the goals and objectives of the CSGs programme (see page 221).

The primary purpose of an RBM&E system is to ensure that relevant information is collected, standardised formats for reports are developed, and systematic mechanisms be put in place for disseminating information/results. Further, it is proposed to improve the demand and use of M&E information by undertaking a stakeholder analysis and determining their information needs. It will also be necessary for the MGEPSW to establish a feedback system to allow users' feedback into the M&E system. The Ministry should engage in regular communication with stakeholders to increase awareness of the M&E system and its products.

9.3 RECOMMENDATIONS AND CONCLUSIONS

The study recorded recommendations and conclusions that are systematically based on the components used to develop a model of a results-based M&E system for the CSGs programme

(see Chapter 8). The recommendations serve to establish, strengthen and sustain the RBM&E system of the CSGs programme in Namibia and other similar contexts. There is a greater need to generate and use results-based M&E information to improve the beneficiaries' well-being, inform decisions and promote accountability. It is, therefore, essential to understanding that building and sustaining an M&E system is "beyond simple advocacy, and to ensure the utilisation of the M&E information to support budget and national planning decision-making and social accountability" (Mackay, 2007, p.28). It is not one of the activities but rather a continuous learning process. The status of the assessed RBM&E system for the CSGs programme that may be replicated in similar child-sensitive social protection programmes requires substantial interventions as per the following recommendations and conclusions:

9.3.1 Institutional arrangements for M&E systems

Location of M&E roles and responsibilities: The location of M&E units and M&E roles and responsibilities go hand and hand. There is no one-size-fits-all approach regarding the location of the M&E unit within the institution. Ideally, the M&E system should be centralised within the organisation, typically reporting directly to senior management or a dedicated M&E unit rather than within individual departments or programmes (Mackay, 2006; Alkin and King, 2016). The centralisation allows for a more systematic and consistent approach to M&E across the organisation, which can increase efficiency and effectiveness in achieving organisational goals (Mackay, 2006). In addition, a standalone M&E unit can provide a holistic view of the organisation's performance, enabling better strategic decision-making (Alkin and King, 2016).

Therefore, it is recommended that the M&E unit be a standalone unit or department at the central level with a complete fringe structure and skilled staff members responsible for coordinating and managing M&E functions within the institution. It will allow the M&E unit to have a dedicated team focusing exclusively on M&E activities. It will also foster independence and objectivity and enable the unit to align its goals and priorities with the organisation. The M&E unit should be headed by a position directly reporting to the head of the institution (see Figure 8.1 & Figure 8.2).

A champion for the M&E system: The responsibility of growing, nurturing, and driving the culture of results should be rooted under the institution's leadership. The champion of an

M&E system has a role to play in building and sustaining such a system by providing leadership, support, and advocacy to ensure that the system is implemented and used effectively to drive continuous improvement and support decision-making. The champion will, therefore, push activities related to M&E, including resource allocation, and raise the level of respect of the M&E unit that will cater to the CSGs programme and the entire institution.

Thus, it is recommended that a minister or other top leader in the institution be identified and tasked to support the M&E functions by advocating for adequate funding to strengthen the supply and demand and use of M&E information. Specifically, this support will accompany the demand and use of M&E information by different directorates regarding particular M&E reports and other appropriate details on ministerial budget performance based on the MTEF results and targets.

Formal framework with M&E roles and responsibilities: Functional M&E systems are based on sound planning and budgeting, including providing valuable inputs and feedback to these systems. A clear guideline should clarify processes related to planning, budgeting, implementation, management, and reporting on the programmes from M&E roles and responsibilities. A formal framework with clearly defined roles and responsibilities promotes effective management of the M&E systems (Singh, Chandurkar and Dutt, 2017; European Commission, 2018) as a result of eliminating misunderstanding and confusion among the stakeholders.

Clarity about M&E responsibilities at the programme staff level involves developing clear job descriptions, allocating precise levels of authority, and giving sufficient recognition to M&E-related staff, and at the same time, spelling out the M&E responsibilities of (boundary) partners and beneficiaries (Deprez, 2009). Thus, the frameworks with detailed roles and responsibilities of internal and external stakeholders should be developed and used as a guiding tool to help maintain and sustain the M&E system. Thus, it will hold internal and external stakeholders accountable for their contribution to the M&E system. To also avoid duplication and ensure that resources are used efficiently.

9.3.2 Selection and tracking of indicators for the CSGs programme

Theory of Change and Logic Model of the CSGs programme: The Theory of Change and the Logic Model are essential tools for monitoring, evaluating, selecting and tracking results. The Theory of Change provides a detailed understanding of how and why a programme is expected to achieve its desired outcomes (Gaventa and McGee, 2013; Anderson, 2016), while the Logic Model provides a visual representation of the programme's activities and desired outcomes (Kellogg Foundation, 2006). In other words, the Theory of Change and Logic Model outlines the sequence of activities and results expected to lead to desired long-term outcomes. While the Logic Model provides a clear and transparent description of programme interventions that produce expected results and the pathways through which they are expected to be achieved. The Theory of Change and Logic Model are reference points when conducting planned evaluations for any programme.

The Theory of Change and Logic Model should be part of the programme design to provide a structured and systematic approach to planning implementation, monitoring, and evaluation. The processes will clarify goals, objectives, activities, and intended results. They also clarify the programme's goals, objectives, activities, and expected results. Therefore, it is recommended that the Theory of Change, which outlines the programme's underlying assumptions, strategies, and desired outcomes, should be part of the programme design. It will help to guide the selection of indicators to track the progress toward the intended outcomes and identify potential gaps and outcomes in the programme design. Furthermore, the logic model will refine the selection of indicators to track progress toward achieving the desired outcomes through visual sequences of the programme's activities, outputs, and related outcomes. Therefore, both Theory of Change and the Logic Model will effectively complement the process of tracking and measuring progress toward achieving goals and identifying areas of improvement in the programmes.

Selection and tracking of indicators: The choice of indicators should be based on the relevance of the programme's goals and objectives, considering the practicability of data collection and the availability of resources. Therefore, appropriate indicators should be selected and have a mechanism in place to track such indicators. Such hands should be able to measure a programme's progress and intended outcomes. Thus, selecting and tracking outcome indicators that explain how the goals and objectives were achieved is

recommended. In addition, to fully track the programme's results, selecting outcome indicators that measure changes in the well-being of the programme's beneficiaries is equally important.

Indicators tracking with institutional and national strategies of the CSGs programme:

Indicators for institutional and national systems are essential because they provide information on the effectiveness of achieving their goals and objectives. The study's findings confirmed that the National strategies on social protection programmes, such as the Social Protection Policy, NDP, and Ministerial Strategic Plan use the same output indicators for the CSGs program to measure the performance of these strategies (see Table 7.2). Therefore, it is recommended that the same proposed indicators for the Logic Model also apply to the M&E of national and institutional strategies for a comprehensive assessment of their effectiveness and efficiency on the targeted population and to the broader society. Since, in most cases, the same strategies are domesticated from international instruments that must be implemented and provide feedback to the international governing bodies.

9.3.3 Budgeting for M&E activities

Allocation of budget for M&E activities: The budget allocated to M&E activities should be based on specific needs and priorities for the institution and related programmes. The budget should be adequate for all associated activities contributing to the effectiveness of the M&E system. Adequate funding should include evaluation activities. Thus, there is a need to budget beyond the current practices, especially when conducting evaluation activities. Evaluations require specific methodologies for data collection; therefore, there is a need to have an adequate budget. In addition, in-service or professional training and other related M&E activities should be budgeted for in capacity building. There are suggestions that the budget should range between 5% and 10% of the programme's total budget, providing the M&E unit with adequate resources to ensure its effectiveness (Kelly and Magongo, 2004; Shayo, 2020). Another suggestion is that the budget should range from 2.5% to 10% of the project's budget (Gitonga, 2012). Nevertheless, every institution needs adequate budget allocation to the M&E unit to foster good performance (Gitonga, 2012; Frankel and Gage, 2016; Shayo, 2020). Although no agreed amount of budget should be given to M&E activities, there is a need to ensure the allocation of sufficient funding to ensure the effectiveness of the M&E system (Matsiliza, 2019; Kanyamuna, 2021).

When developing an M&E system, there should be commitment at the senior management level to holistically ensure sufficient budget allocation for M&E functions that will boost the generation of results based on institutional policies and programmes (Kanyamuna, 2021). Without a well-resourced M&E system, generating accurate and credible information for informed decisions will be almost impossible. Therefore, developing a costed plan to determine the budget allocation is recommended, which will be used to solicit funds for developing, maintaining, and sustaining an RBM&E system at the institutional level.

Therefore, it is recommended to have a budget specifically for M&E activities that would finance an effective staff structure to undertake those critical functions that provide information on the outcomes and impact of the programmes. These should translate into the value for money from the government spending on the CSGs programme, which is allocated a substantive budget from the country's revenues.

Use of results for budget allocation: Using results for allocation of the budget for a specific programme is a good practice that should be mainstreamed into all operations of the different programmes by the provision of effectiveness, pointing out the areas of improvement, demonstrating the value for money, and support for accountability. It is crucial to instil good practices related to the incentives and sanctions attached to using M&E results, as suggested by Lopez-Acevedo, et al. (2012) and Kimaro (2018). The incentives and sanctions strategies can be implemented through balanced scorecards introduced as part of the PMS, regular audits, and evaluations that foster transparency and accountability. It will prevent hostile environments that force managers to focus on daily operations due to various factors, including an insufficient budget allocation to produce the intended results. The budget allocated to specific programmes should be translated into the value for money resulting from the government's spending on various policies and programmes, a substantive budget from the country's taxpayers to promote that accountability and integrity.

It is therefore recommended to introduce incentives and sanctioning mechanisms to encourage the demand and use of M&E information at the institutional level when requesting budget allocations. The Ministries of Finance should engage with government and other public institutions to ensure the production, demand, and use of results that will motivate adequate budget allocation. Thus, the budget allocation should be considered against the

results of planned evaluations and reviews of the programmes. Those evaluations and reviews be institutionalised and included in the financial year budget for the Ministry.

9.3.4 Monitoring and evaluation capacity building

Capacity building for M&E activities is classified into folds, i.e., the management needs basic M&E skills to manage programme performance, and M&E specialists need M&E skills to implement and coordinate M&E strategies and ensure the quality of information from the programmes. The capacity building of M&E specialists should be based on the institution's strategic mandate.

The capacity-building plan should consider the skills required to implement the M&E system. Therefore, M&E specialists should have knowledge and skills relating to the logic model components and how to integrate those components into the whole system and be able to produce data and related information for decision-making. Furthermore, while building capacity, it is crucial not only to focus on generic skills but the specific skills in specific fields in terms of institutional mandate should be prioritised, enabling appropriate sector expertise in M&E.

Therefore, M&E-related training should be prioritised and embedded in the institutional budget to equip M&E staff members that will lead the M&E activities to produce quality and valuable M&E results for the Ministry's programmes. Preferably, when implementing an RBME system, it is recommended that the assessment be done to determine the specific capacity building required. Capacity building should include technical and soft skills training in specific areas relevant to the institution. Such capacity building on M&E includes various M&E tools, mechanisms, approaches, and concepts related to M&E capacity building and should not only focus on the M&E staff. Still, it should also include the programme and senior managers as the most critical target group for the basic training on RBM&E because they need to understand the value of an M&E system. As a result, they will provide support and contribute to building a culture of using results within an institution (Lopez-Acevedo, et al., 2010).

The M&E should be recognised as a profession, and the qualification should be legalised. Furthermore, it is recommended that institutions of higher learning and public administration

should introduce a compact M&E programme that will address the deficit in the M&E profession. Monitoring and evaluation should have adequate and skilled human resources and infrastructure to institutionalise an effective M&E system (Matsiliza, 2019). Human resource capacity building is an essential and ongoing component contributing to a well-developed professional network (Lopez-Acevedo, et al., 2010). Capacity building is one of the main components contributing to institutionalising, maintaining, and sustaining an effective M&E system.

9.3.5 Data collection, storage mechanisms, and verification processes

Indeed, the M&E system requires information management systems for data collection, data storage, and analysis, and the system should have security measures for safeguarding the information collected from various units within institutions (Matsiliza, 2019). To ensure the development of the M&E framework that clarifies the roles and responsibilities of the M&E team, including data quality insurance dimensions about data collection, collation, analysis, demand, dissemination, use of information, and improving M&E infrastructure by ensuring adequate and proper Management Information Systems and IT equipment.

When implementing an RBM&E, there is a need to develop guidelines with documented mechanisms and procedures related to the whole processes of the M&E system of the programme. Various standards clarify what should constitute quality M&E data/information for any M&E system (Mackay, 2010). It is expected that a functional M&E system should produce reliable, quality data; and that different standards are used to establish the reliability of the information that should be delivered in the other M&E systems of a given institution (Lopez-Acevedo, et al., 2012). Data quality dimensions are critical for the credibility of an M&E system. A framework guiding data production should be part of building an effective M&E system that will produce credible information (Lopez-Acevedo, et al., 2010). The integrity of information produced by an effective M&E system contributes to effective planning, decision-making, and programme improvement and is evidence of accountability. Therefore, skills, infrastructure, and institutional capacity are required to implement the information systems and processes to ensure credible, user-friendly, and timely performance information (Engela and Ajam, 2010). Rigorous data collection, aggregation, and verification mechanisms are needed to improve data quality.

Therefore, institutions should strengthen and harmonise the data collection process, storage, analysis, and quality check through integrated M&E frameworks to produce information for sound decision-making. Information should comply with quality standards and be appropriately collected, stored, and shared because information can be manipulated by anyone for their purpose if there are no protocols and standards in place.

9.3.6 Reporting, demand, and use of M&E information

A successful M&E system should be able to produce quality and timely information to different internal and external stakeholders to address issues relating to programme performance (Mackay 2007, 2010). The M&E information should be intensively used in various stages of the policy, programme, or project cycle (Lopez-Acevedo, et al., 2012).

It is important to emphasise that the policy or programme frameworks embedded into the strategic and annual plans are meant to demonstrate accountability through documented information (Mataka, 2015). Such responsibility is presented in monthly, quarterly, bi-annual, and annual performance reports; those reports should be submitted to the relevant structure or institution within the timelines set (Mataka, 2015). Thus, the improved and sustained RBM&E systems would facilitate the production of trustworthy, timely, and relevant information on the performance of programmes (Görgens and Kusek, 2009).

Such information is required for planning, budgeting, implementing, reporting, monitoring, and evaluating the programme. Therefore, it is recommended that stakeholder mapping and a guideline be developed for data demand and use, and such policies should also supplement an implementation plan.

9.4 RECOMMENDATIONS FOR FURTHER STUDIES

While the study proposes an improved RBM&E system pursued by the CSGs that should become the basis for a results-based M&E system in Namibia and a similar child welfare context of academic and practice contribution. It is acknowledged that the study should be complemented by further investigations into other dimensions relating to the proposed M&E framework. The following are proposed studies:

- Conduct a comparative analysis of different cash transfer programmes, looking into the objectives, targeted beneficiaries, results, and delivery mechanisms, including the level of conditions attached to the cash transfers.
- Investigate the factors contributing to the success and failure of the cash transfer programmes focusing on the institutional arrangement and programme management.
- Conduct an impact evaluation of the CSGs programme on child well-being outcomes, including health, education, nutrition, and protection from violence, using rigorous research methods to measure the causal effect of CSGs outcomes and examine mechanisms through which the CSGs programme affects child welfare.
- Explore ways to improve the design of CSGs programmes to capitalise on their effect on child well-being outcomes.
- Examine the sustainability of the CSGs programme and its potential for scaling up. This can involve exploring the financial and institutional sustainability of different programme designs and political and social factors contributing to the success or failure of scaling up the programme.

9.5 VALUE OF THE IMPROVED RBM&E SYSTEM FOR THE CHILD SUPPORT GRANTS PROGRAMME

Chapter 7 of the study assessed the suitability of the RBM&E system for the CSGs programme. The assessment identified challenges and gaps that prevent an effective RBM&E system for the programme. Based on the study's findings, alternative interventions were proposed through the improved ideal RBM&E system for the CSGs programme, and similar child-sensitive cash transfer programmes in the child welfare context were proposed in Chapter 8. Therefore, the suggested improved RBM&E system for the CSGs programme added value to the following areas:

9.5.1 Creation of unit responsible for M&E activities

The assessment confirmed the existence of the M&E unit responsible for the M&E activities. However, its location does not permit the unit to focus on its functions. The study proposes an alternative location for the M&E unit within the institution that is envisaged to focus entirely on the functions of an M&E system (see Figure 8.1 & Figure 8.2) for the proposed M&E system for the CSG and similar child cash transfers context. It further suggests the staff

structure for an M&E unit (Figure 8.3). The proposal can apply to other institutions planning to establish dedicated M&E systems within their respective mandates.

9.5.2 Consideration of a champion for M&E activities

The study's findings identified the non-existence of an M&E champion. Therefore, an influential individual at the political platform or managerial position at the institutional level is proposed. The appointment of such a champion will help an institution optimise its operations and achieve results through improved M&E practices (See subsection 8.3.1.2). Moreover, a sustained M&E system over the political leadership of a champion or a top managerial position at the institutional level goes a long way toward developing an effective M&E system.

9.5.3 Introduction of Theory of Change for child-focus cash transfer programmes

The assessment of the suitability of the study confirmed that there is no Theory of Change and Logic Model. Thus, the study proposed a generic Theory of Change for CSGs (See

Figure 8.3 and Table 8.2) and the adapted Theory of Change, including child MPI and child protection from exploitation and abuse outcomes (See Figure 8.4). The value of the Theory of Change plays an essential role in programme design through a structured planning, implementation, monitoring, and evaluation approach. Thus, they spell out the underlying assumptions and desired outcomes of the programme's success and support evidence-based decisions for programme improvement.

9.5.4 Development of outcome-related indicators on the child-sensitive cash transfer programmes

The study identified the absence of outcome indicators to measure the CSGs programme as a problem. Therefore, child well-being indicators were introduced to measure cash transfer programme results. The generic child-sensitive cash transfer programme indicators were introduced (See Table 8.2). Furthermore, indicators to measure outcomes were introduced using the child MPI and child protection from exploitation indicators that should measure the holistic well-being of a child (See Table 8.3). The suggested outcome indicators can be adapted into similar contexts of child welfare. The logic model also proposed the source of

information and the data collection timeline for the suggested outcome indicators on the child's well-being.

9.5.5 Introduction of evaluation framework report for cash transfers programme

There are no evaluations done that were recorded. The findings also echoed the lack of evaluations in most government institutions. Therefore, the improved RBM&E system for the CSG proposed a framework for evaluation. The introduction of an evaluation culture is needed at the institutional level. The framework provides a guideline on how to conduct rigorous evaluations regularly. The evaluation report for the social protection programmes should focus on the poverty and vulnerability country profile, mapping of social protection context, including other dimensions relating to the expenditure, coverage and exclusion, accessibility, adequacy, and appropriateness of the programme. It further suggests the inclusion of evaluation criteria, including outcome-related information. (See subsection 8.4.2.4). Regularly planned evaluation of social protection programmes would ensure accountability, identification of areas of improvement, building evidence, and demonstrating the impact of the programmes on the beneficiaries' well-being.

9.5.6 Budgeting for M&E activities

The findings for the M&E activities were scarce in the government institution. Most of the funding for M&E activities is supported through development partners. The improved RBM&E framework proposed activities that should be budgeted for through the financial management system to ensure the sustainability of the M&E system. The main contribution in this area lies in highlighting the importance of allocating an adequate budget for M&E activities. The budget allocation should consider evaluation activities that require specific methodologies and capacity. Thus, the study provides a breakdown of activities that should be budgeted to support the practical functionality of the M&E system (See Table 8.4 & Table 8.5) for proposed generic vital activities and critical activities in the Namibian context that should be included in the budget.

9.5.7 Planning for capacity building for M&E skills

The study identified a lack of capacity building and specialised skills in M&E as a big challenge for the M&E systems. The improved RBM&E system addresses those challenges through capacity building based on the specific content of training programmes and a capacity-

building plan based on the skills required to implement, maintain and sustain the M&E system. Such training content should be tailored based on roles and responsibilities at the institutional level, including the category of staff members within the institution (see Box 8.1).

9.5.8 Development of institutional monitoring and evaluation framework

The study identified the gaps in the lack of guidelines for M&E roles and responsibilities, data collection, storage mechanisms, data verification processes, reporting, data demand, and use. The improved RBM&E system proposes developing the M&E framework at the institutional level that includes all related guidelines to support the M&E of different programmes at the institutional level (See Table 8.1).

The specific activities to improve reporting, data demand, and use components are also specified (See Box 8.3). The proposed guidelines will hold internal and external stakeholders involved in the M&E accountable, prevent duplication, and ensure that resources allocated to the programmes are used efficiently. In addition, the reporting, data demand, and use-related guidelines will support the reporting data demand and use. Thus, the data quality dimension of information is a critical area contributing to a robust M&E system.

9.5.9 Overall value of the RBM&E system for the CSGs programme

The improved RBM&E system for the CSGs programme provides insights into the design and implementation of an RBM&E system in the context of cash transfer programmes aimed at reducing child poverty and promoting the well-being of children. The proposed RBM&E system is envisaged to track the progress toward the programme's goals and objectives, identify good practices, and provide feedback on areas that require improvement.

Therefore, the programme results will prompt implementors and policymakers to understand the challenges and opportunities of M&E for social protection programmes, including the potential outcomes and impact of such programmes on the beneficiaries. The system is expected to generate data and evidence that will inform policy and programmatic decisions; and contribute to academic knowledge and research on social protection programming, with specific emphasis on cash transfer interventions focusing on child welfare and child poverty reduction.

9.6 LIMITATIONS OF THE STUDY

The study mainly used two data collection approaches, i.e., a desk review of existing literature on the subject matter and interviews of the staff members. On the side of the literature review, there is a vast literature on the RBM&E. However, recent literature refers to outdated literature, thus making it difficult to establish the current situation in some instances. However, triangulations of different data sources were used to address information gaps in the study.

The researcher observed limited literature on CSGs in Namibia and elsewhere was observed. However, it was noted that South Africa had done a substantive number of research studies on its CSGs programme, although there is also limited information on the RBM&E of the programme. Since the CSGs programme is one of the social protection programmes, references were made to other literature, specifically on social protection programmes for children, to fill the gap.

Since the respondents were purposively selected, there was a plan to interview all staff members involved in the programme at different levels of administration of the grants, including those responsible for M&E. Two programme managers indicated that they did not wish to participate in the study. The remaining eight's viewpoint adequately covered the programme managers' perspective. The qualitative approach using in-depth interviews ensured rich data, and the information obtained on various questions was saturated. Therefore, the validity and reliability of findings were not compromised due to the two programme managers that opted not to participate in the study.

During the data collection processes, it was observed that there was a lack of understanding of the concept of M&E, the M&E policy framework; and to locate the directorate responsible for M&E activities of the CSGs programme within the MGEPEWSW organisational structure. Thus, the desk review of the Ministry's documents and other documents in the public domain helped clarify the formal stance of the Ministry in cases where differences in understanding were observed.

Concerning the proposed RBM&E model for the CSG, the researcher acknowledges that it is a costly exercise coupled with limited management will, and commitment to support and

allocate enough resources to implement the model. However, leveraging existing resources can achieve the cost balancing of the need for an effective M&E system with available resources. Further, to win management support and willingness, advocacy initiatives for the M&E system and building management support can influence the adequate allocation of resources and ongoing commitment.

9.7 CONCLUSION

Chapter 9 presented the study's conclusion, including the summary of the main findings based on the conclusions from the study's objectives. The findings summary refers to the specific objective, including summarised content. The chapter also provided the limitation of the study focusing on the methodology and the RBM&E model that was developed. Finally, the chapter contributed to the body of knowledge regarding M&E and child welfare programming in Namibia and similar context; and proposed further studies that could complement the improved RBM&E system for cash transfer programmes.

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ANNEXURES

ANNEXURE 1: JOB DESCRIPTIONS, QUALIFICATIONS AND EXPERIENCE FOR M&E POSITIONS

The below job descriptions, qualifications and experiences for M&E positions were adapted from Mueller-Hirth, 2012; Desai, et al., 2018; Better Evaluation, 2021; Stevahn, et al., 2021.

1. JOB DESCRIPTIONS FOR M&E STAFF

A. MONITORING AND EVALUATION DIRECTOR

The monitoring and Evaluation Director- (M&E) reports to the institution's executive Director/Chief Executive Officer. He/she strategically ensures the institution has an effective M&E system to track progress, measure impact, and inform decision-making for improved outcomes. His/her primary responsibility is to oversee the M&E functions within the institution. It includes ensuring the M&E requirements described as prescribed in the M&E frameworks are adhered to. The M&E Director should coordinate institutional management and ensure that policies, programs and projects are implemented according to the goals and objectives. She/he is also responsible for ensuring sufficient and appropriate personnel with the right resources and other support needed to perform good quality M&E in the organisation.

Scope and responsibilities of an M&E director:

Planning and design:

- Ensure the develop the overall M&E framework and strategy for the institution based on its related policies, programs and projects;
- Oversee the development of the indicators, targets, and data collection methods to measure progress and impact;
- Establish monitoring and evaluation plans and budgets for different programs and projects in the institution.

Monitoring:

- Coordinate the design and implementation of systems to collect, manage, and analyse data on institutional activities;
- Oversee the monitoring of policies, programs and projects' progress and performance against established indicators and targets;
- Ensure that regular field visits to ensure data quality, assess implementation, and identify issues or challenges are conducted.

Evaluation:

- Plan and oversee the evaluation of policies, programme and projects to assess their Outcomes and impacts;
- Design evaluation methodologies and tools, including baselines, mid-term reviews, and final evaluations;
- Coordinate with external evaluators if required and ensure timely completion of evaluations.

Data analysis and reporting:

- Oversee the collection, collation and analysis of M&E data to identify trends, patterns, and insights;
- Ensure the preparation and verification of regular reports on institutional performance, highlighting key findings and recommendations;
- Present findings to stakeholders, including senior management in the institution, donors, and partners.

Capacity Building:

- Ensure the provision of training and support to staff and key stakeholders on M&E concepts, tools, and processes;
- Promote a culture of learning and evidence-based decision-making within the institution;
- Ensure that M&E activities are well understood and effectively implemented across the institution's departments/directorates/units.

Learning and improvement:

- Use monitoring and evaluation findings to inform project management and decision-making processes;
- Identify best practices and lessons learned and facilitate their incorporation into future projects;
- Continuously improve M&E systems and processes based on feedback and changing needs.

Collaboration and coordination:

- Coordinate with the M&E team, program managers, and stakeholders to ensure M&E activities are aligned with the institution's goals;
- Collaborate with external stakeholders and donors to meet reporting and accountability requirements;
- Engage in knowledge-sharing networks and participate in relevant forums or conferences.

B. MONITORING AND EVALUATION COORDINATOR

The M&E coordinator will work under the supervision of the M&E director and supports the implementation of monitoring and evaluation activities within the institution. The functions will include effective communication with all M&E design and coordination stakeholders. The M&E coordinator is crucial in supporting the M&E director in implementing robust monitoring and evaluation systems. The M&E coordinator provides technical support to data collection, analysis, and reporting processes while assisting in capacity-building and knowledge management activities. The M&E coordinator also helps ensure the availability of accurate and reliable information for decision-making and learning purposes. Thus, the M&E coordinator's role includes managing M&E processes and ensuring data collection, analysis, and reporting are conducted efficiently and effectively.

Scope and responsibilities of an M&E coordinator:

Data Collection and management:

- Design and implementation of data collection tools and methodologies;

- Coordinate the collection of data from various sources, ensuring accuracy and timeliness;
- Organise and manage data sources, including databases, for easy access and retrieval of information for institutional M&E purposes.

Monitoring support:

- Support the monitoring of the institution's policies, programs and projects and progress against established indicators;
- Conduct regular data quality checks to ensure data integrity and reliability;
- Assist in analysing monitoring data and preparing progress and performance reports.

Evaluation support:

- Take the lead in planning and coordination of policies, programs and projects' evaluations or assessments at the institutional level;
- Develop evaluation frameworks, methodologies, and tools;
- Ensure the logistics arrangement for data collection during evaluations and proper documentation.

Data analysis and reporting:

- Assist in data analysis, interpretation, and presentation of findings;
- Take the lead in the preparation of regular reports on institution performance and results;
- Provide technical guidance to visualise data through graphs, charts, or other visual aids.

Capacity building:

- Support the training of M&E staff and stakeholders on M&E concepts and tools.
- Conduct capacity building of stakeholders to participate in data collection and reporting;
- Provide technical support and guidance on M&E-related matters to the management team and program managers.

Documentation and knowledge management:

- Ensure proper documentation of M&E processes, including data collection protocols and methodologies;
- Contribute to the development and maintenance of knowledge management systems;
- Facilitate the sharing of best practices, lessons learned, and M&E-related resources.

Collaboration and coordination:

- Liaise with project teams and stakeholders to ensure effective coordination of M&E activities;
- Support the M&E director in engaging with external stakeholders, donors, and evaluators;
- Take the lead in preparing M&E-related materials for meetings, presentations, or funding proposals.

C. MONITORING AND EVALUATION OFFICER

Monitoring and Evaluation officer (M&E) works under the supervision of the M&E coordinator and is responsible for implementing monitoring and evaluation in specific policies, programme and projects at the operational level. He/she assists in data collection, analysis, and reporting. He/she supports the overall M&E framework at the institution. M&E officer contributes to the generation of reliable information for decision-making, learning, and accountability purposes at the institutional level within specific policies, programs and projects.

Specific scope and responsibilities of M&E Officers:

Data collection and management:

- Implement data collection tools and methodologies as defined by the M&E Coordinator;
- Collect data from various sources, ensuring accuracy, completeness, and timeliness;
- Enter and manage data in databases and maintain data quality and integrity.

Monitoring and reporting:

- Support the monitoring of the specific programs and project activities, outputs, and outcomes;
- Assist in tracking progress against established indicators and targets of these specific programs and activities;
- Contribute to the preparation of regular monitoring reports and dashboards.

Data analysis and visualization:

- Assist in analysing monitoring data using appropriate statistical methods and software;
- Contribute to the interpretation of findings and identification of trends or patterns;
- Contribute to data visualisation through charts, graphs, or other visual aids.

Evaluation support:

- Assist in the implementation of related policies, programmes and projects reviews and evaluations;
- Support the collection and analysis of data during evaluations;
- Contribute to the preparation of evaluation reports or presentations.

Capacity building and training:

- Participate in training sessions and capacity-building activities on M&E processes;
- Support the M&E Coordinator in providing training to the programme managers, stakeholders and partners;
- Help build the capacity of stakeholders in data collection and reporting.

Documentation and reporting:

- Maintain accurate and up-to-date records of M&E activities, including data collection protocols;
- Contribute to the development of M&E-related reports, presentations, or documentation;
- Ensure proper filing and M&E documents, including specific policies, programs and project data.

Collaboration and Coordination:

- Collaborate with programme and project managers to ensure effective communication and coordination of M&E activities;
- Assist in coordinating with external stakeholders, consultants, or evaluators as needed;
- Contribute to the preparation of M&E-related materials for meetings or presentations.

2. QUALIFICATION AND EXPERIENCE FOR M&E POSITIONS**A. MONITORING AND EVALUATION DIRECTOR****Education:**

A minimum of a bachelor's degree and a postgraduate qualification in a relevant field, i.e. monitoring and evaluation, social sciences, development studies, public health, statistics or a related discipline, is required. A master's degree in a relevant field is preferred.

Knowledge and expertise:

- In-depth knowledge of M&E principles, methodologies, and best practices;
- Familiarity with various data collection methods, data analysis techniques, and statistical software;
- Understanding of programme/ project management concepts and their application in M&E processes;
- Knowledge of relevant sectors or industries, such as development, public health, education, or humanitarian work.

M&E experience:

- Experience of 7 to 10 years in monitoring and evaluation roles;
- Proven experience in designing and implementing M&E frameworks, systems, and tools;
- Experience in data collection, analysis, and reporting, including the use of quantitative and qualitative methods;

- Previous involvement in leading or overseeing evaluations, including the ability to manage external evaluators if required.

Leadership and management skills:

- Demonstrated experience in managing M&E teams or coordinating M&E functions within the institution
- Strong leadership and managerial skills, including providing guidance, mentorship, and capacity-building support to staff contributing to the M&E system.
- Excellent organizational and program management skills, with the ability to prioritize tasks, meet deadlines, and ensure quality outputs.

Communication and stakeholder Engagement:

- Excellent written and verbal communication skills, including the ability to prepare and present reports to diverse audiences;
- Strong interpersonal skills and the ability to work collaboratively with stakeholders, including staff, donors, stakeholders, and external evaluators;
- Experience in fostering a culture of learning and knowledge sharing within the institution.

Technical skills:

- Proficiency in using M&E software, statistical analysis tools and data visualization platforms;
- Familiarity with information management systems and databases used for M&E purposes;
- Knowledge of relevant data protection and ethics protocols.

B. MONITORING AND EVALUATION COORDINATOR

Education:

A bachelor's degree or a postgraduate degree in a relevant field, i.e. monitoring and evaluation, social sciences, development studies, public health, statistics or a related discipline, is required. Additional certifications or training in monitoring and evaluation may be preferred or beneficial and will be an added advantage.

Knowledge and Expertise:

- Solid understanding of monitoring and evaluation principles, methodologies, and tools;
- Familiarity with data collection methods, data management, and analysis techniques;
- Basic knowledge of the program and project management concepts and their application in M&E;
- Solid understanding of monitoring and evaluation principles, methodologies, and tools;
- Familiarity with data collection methods, data management, and analysis techniques;
- Basic knowledge of project management concepts and their application in M&E processes;
- Understanding of relevant sectors or industries.

M&E experience:

- Experience of 3 to 5 years in monitoring and evaluation roles, demonstrating the practical application of M&E principles;
- Experience in data collection, entry, and analysis, including both quantitative and qualitative data;
- Familiarity with M&E frameworks, indicators, and reporting requirements;
- Exposure to evaluation processes and familiarity with evaluation methodologies.

Technical skills:

- Proficiency in using M&E software, statistical analysis tools and data visualization platforms;
- Familiarity with information management systems and databases used for M&E purposes;
- Basic understanding of data analysis and visualization techniques.

Communication and coordination:

- Strong written and verbal communication skills to effectively communicate M&E concepts and findings;
- Ability to work collaboratively with program managers or project officers, staff, and stakeholders;
- Essential project coordination and organizational skills to support M&E activities.

Analytical and problem-solving skills:

- Strong analytical skills to review and interpret data, identify trends, and generate insights;
- Ability to think critically and provide recommendations based on M&E findings;
- Attention to detail to ensure accuracy and quality of data.

Adaptability and learning orientation:

- Ability to adapt to changing project requirements, priorities, and timelines.
- Willingness to learn and stay updated with new M&E methodologies and approaches.
- Commitment to continuous improvement and learning from M&E experiences.

C. MONITORING AND EVALUATION OFFICER**Education:**

A bachelor's degree in a relevant field, i.e., monitoring and evaluation, social sciences, development studies, public health, statistics or a related discipline, is required. Additional certifications or training in monitoring and evaluation may be beneficial.

Knowledge and expertise:

- Familiarity with monitoring and evaluation principles, methodologies, and tools;
- Understanding of data collection methods, data management, and fundamental analysis techniques;
- Basic knowledge of project management concepts and their application in M&E processes;
- Familiarity with relevant sectors or industries.

M&E experience:

- Practical experience of 1 to 3 years in monitoring and evaluation roles, demonstrating understanding and applying M&E principles.
- Exposure to data collection, data entry, and fundamental analysis processes.
- Familiarity with M&E frameworks, indicators, and reporting requirements.
- Exposure to evaluation processes and familiarity with evaluation methodologies.

Technical skills:

- Proficiency in using M&E software, statistical analysis tools and data visualization platforms;
- Familiarity with information management systems and databases used for M&E purposes;
- Basic understanding of data analysis and visualization techniques.

Communication and coordination:

- Good written and verbal communication skills to effectively communicate M&E related information;
- Ability to work collaboratively with team members, program and project managers, and stakeholders;
- Basic coordination skills to support M&E activities and ensure timely completion.

Analytical and problem-solving skills:

- Basic analytical skills to review and interpret data, identify trends, and assist in generating insights;
- Ability to assist in data cleaning, data entry, and basic data analysis tasks;
- Attention to detail to ensure accuracy and quality of data.

Adaptability and learning orientation:

- Ability to adapt to changing project requirements, priorities, and timelines;
- Willingness to learn and improve M&E skills and knowledge;
- Interest in staying updated with new M&E methodologies and approaches.

ANNEXURE 2: EVALUATION FRAMEWORK FOR CSGS PROGRAMME

It is proposed for the evaluation framework for the CSGs programme should have the following components:

1. Part one

Background information: including a broader overview of economic, social governance and political, demographic context, and description and analysis of poverty.

Poverty and Vulnerability: Analysis of child poverty and vulnerabilities in the country, with specific attention to the most vulnerable children in Namibia. This should provide information on the context of the social protection system, the extent to which it is child-sensitive, and how it responds to the needs and vulnerabilities of children.

Mapping the Social Protection System: This should provide an overview of the Namibia social security system. Description of the social protection programs offered by government and non-governmental organisations, the current arrangement of the social security area, and support available from development partners.

2. Part two

This section is the core of the assessment of the CSG program. It should assess the program based on child-sensitive social protection systems and at the individual level. *The following components should form part of the assessment:*

Expenditure: This information is critical to understand the extent of government to social grants to address child poverty and vulnerability. It shows the importance of government expenditure on social protection schemes and the proportion of direct and indirect spending on children.

Coverage and exclusion: This component should cover information on the number and proportion of children that benefit from social protection interventions and those that are excluded. It aligns with the understanding that a child-sensitive social protection system should aim to realise full coverage of children in need progressively.

Accessibility: Lack of accessibility may be one of the reasons for the exclusion of children benefitting from child-sensitive social protection schemes available in Namibia.

Adequacy: This should assess the value of grants and whether it is enough to cover the basic needs of children enrolled in the program.

Appropriateness: This should answer the question as to whether CSGs are placing burdens on children and their families and causing them harm instead of good.

Adaptability: This component should assess whether the CSGs programme is socially adaptable to the changing needs of children, including emergencies, and whether it is adapted to local circumstances.

Acceptability: This is to determine whether the design and implementation of the CSGs programme are acceptable to children and their families; and whether it is aligned with the socio-cultural norms of the beneficiaries.

Transparency and accountability: This component will determine to what extent the information about the CSGs programme is accessible to the entire Namibian population, with a specific focus on eligible beneficiaries. The effectiveness of grievances and complaints mechanisms should also be established

Responsibility and complementarity: It assesses the availability of government institutions responsible for the design, planning, and implementation of the CSG program; and whether the accountable institution ensures that children's rights are included and considered while providing a specific child grant.

Participation: This raises the question of whether children can participate in the CSG program's design, monitoring, and evaluation.

Outcomes: This assesses the effects of the CSG program concerning child wellbeing dimensions. This should refer to the theory of change and logic model of the CSG. Further evaluation-related criteria and questions should also be addressed here.

Part three

Conclusion: This is the summary of the entire assessment. It should highlight the gaps in the CSG program concerning children's vulnerabilities and the findings of all components under part two (2), including strengths and weaknesses relating to child sensitivity; and recommendations for enhancing the CSGs programme's child sensitivity.

ANNEXURE 3: SEMI-STRUCTURED INTERVIEW TO ASSESS M&E SYSTEM OF THE CHILD SUPPORT GRANTS PROGRAMME IN THE MINISTRY OF GENDER EQUALITY, POVERTY ERADICATION AND SOCIAL WELFARE

A. Respondents: Deputy directors and Programme managers/officers

1. Is there a strategic framework with outcome indicators for the CSGs program?
2. Does the strategic framework include the theory of change, results chain, or logic model for the Child Support Grants program?
3. How are you currently monitoring and evaluating the CSG program?

What kind of information do you track for the Child Support Grants program?

- Expenditure on CSGs programs []
- Numbers and percentages of beneficiaries receiving GSGs []
- Geographical locations of CSGs coverage? []
- Adherence to the intended use of the CSGs program? []
- Outcomes related to health, nutrition, and education of children []

4. Does the Ministry have documented rules, standards, or processes for data collection, storage, and electronic data management for the M&E framework?
5. Are there data collection, aggregation, and verification mechanisms incorporated into the monitoring system?
6. To what extent are staff members trained and capacitated to institutionalize the M&E system effectively within the Ministry?
7. Are there documented rules for reporting on M&E information that addresses who, what, how, and when?
8. How is M&E information disseminated within the Ministry (Internal) and outside of the Ministry (External)?
9. Which Offices/Ministries and agencies demand information? Why do they request information?

10. What challenges and recommendations to improve the current M&E system in the Ministry and CSGs program in particular?

B. Respondents: Executive Director and Directors

1. Which office is primarily responsible for coordinating M&E activities of the Child Support Grants program? Who and what are the offices primarily responsible for:

- Planning?
- Monitoring?
- Reporting?
- Evaluation?
- Budget monitoring?

2. Is there an institutional framework for combining and coordinating these functions?

3. Who is the champion for the M&E activities within or outside of the Ministry, and what is the role of the champion?

4. Is there a strategic framework for the Ministry that accommodates the Child Support Grants Program? (e.g. Poverty Reduction Strategy Paper)?

5. How is the strategic framework aligned with other national frameworks (e.g. Vision 2030, National Development Plan, Harambee Prosperity Plan, etc.)?

6. To what extent does the Ministry prioritize the budget for M&E activities, including those related to the Child Support Grants program?

7. Does budget allocation for the Child Support grants program consider monitoring data and evaluation results?

8. To what extent do results/performance information influence strategy, planning, program management, and budget?

9. What challenges and recommendations to improve the current M&E system for the Ministry and CSGs program in particular?

ANNEXURE 4: CONSENT TO PARTICIPATE IN RESEARCH



CONSENT TO PARTICIPATE IN RESEARCH

You are invited to take part in a study conducted by Ms. Brigitte Nshimiyimana, a Doctoral student from the Public Leadership School at the University of Stellenbosch, South Africa. You are approached as a potential participant in the study because of your experience and key role in the implementation of the Child Support Grants Program within the Ministry of Gender Equality, Poverty Eradication, and Social Welfare.

The title of the study is ***“Developing Results-Based Monitoring and Evaluation System of the Child Support Grants Program in Namibia”***. Its purpose is to examine the current Monitoring and Evaluation related legislation, policies, guidelines, and plans to promote results-based Monitoring and Evaluation (M&E) within the Namibian Public Sector; and to propose a results-based M&E model for the Child Support Program in the Namibian context.

You are requested to participate by responding to the questions to assess the existing Monitoring and Evaluation System in the Ministry, with a particular emphasis on the Child Support Grants program. Interviews might take place in your office or via zoom. This study is completely anonymous therefore your details will not be required.

The interview will take approximately 45 minutes. Notes and voice record will be taken during the process for the purpose of ensuring the validity of information during the process of data analysis. Such notes will be confidentially kept and stored for a period of two years.

The final results of the study will be made available to the Ministry of Gender Equality, Poverty Eradication and Social Welfare; and University of Stellenbosch Library and Website in the form of a dissertation and in the form of peer reviewed articles. Thus, the findings will be further used in the public arena in the field of Monitoring and Evaluation of the public sector and M&E of the child support grants program in particular.

Your participation is completely voluntary and you may withdraw from the study at any time. You may also refuse to answer any questions you don't feel comfortable with.

Should you have any questions or concerns about this study, please feel free to contact Ms. Brigitte Nshimiyimana at Briguza@yahoo.com or mobile number +264812374468, and/or the supervisor Prof. Rabie Babette at brabie@spl.sun.ac.za or mobile number +27835084259.

If you have questions regarding your rights as a research participant, contact Ms Maléne Fouché [mfouche@sun.ac.za; 021 808 4622] at the Division for Research Development.

DECLARATION OF CONSENT BY THE PARTICIPANT

As the participant I confirm that:

- I have read the above information and it is written in a language that I am comfortable with.
- I have had a chance to ask questions and all my questions have been answered.

By signing below, I _____ agree to take part in this research study, as conducted by _____

Signature of Participant

Date

DECLARATION BY THE PRINCIPAL INVESTIGATOR

As the **principal investigator**, I hereby declare that the information contained in this document has been thoroughly explained to the participant. I also declare that the participant has been encouraged (and has been given ample time) to ask any questions. In addition, I would like to select the following option:

<input type="checkbox"/>	The conversation with the participant was conducted in a language in which the participant is fluent.
<input type="checkbox"/>	The conversation with the participant was conducted with the assistance of a translator (who has signed a non-disclosure agreement), and this "Consent Form" is available to the participant in a language in which the participant is fluent.

Signature of Principal Investigator

Date

ANNEXURE 5: Request letter for institutional permission



REQUEST LETTER FOR INSTITUTIONAL PERMISSION

INSTITUTION NAME & ADDRESS: Ministry of Gender Equality, Poverty Eradication and Social Welfare

INSTITUTION CONTACT PERSON: Ms. Esther Lusepani

INSTITUTION CONTACT NUMBER: +264 61 2833111

INSTITUTION EMAIL ADDRESS: Esther.Lusepani@mgepesw.gov.na

TITLE OF RESEARCH PROJECT: Developing Results Based Monitoring and Evaluation for Child Support Grants Program in Namibia

RESEARCHER: Brigitte Nshimiyimana

DEPT NAME & ADDRESS: Public Leadership School, Stellenbosch University

CONTACT NUMBER: +264 812374468

EMAIL ADDRESS: briguza@yahoo.com

12 August 2021

Dear Ms. Lusepani

Kindly note that I am a PHD student at the Department of Public Leadership at Stellenbosch University, and I would appreciate your assistance with one facet of my research project.

Please take some time to read the information presented in the following five points, which will explain the purpose of this letter as well as the purpose of my research project, and then feel free to contact me if you require any additional information.

As a requirement for the completion of my study, I am conducting an academic research entitled “Developing Results Based Monitoring and Evaluation (M&E) system of the Child Support Grants (CSGs) Programme in Namibia”. I am in the process of collecting data. I am kindly requesting your good office to grant me permission to conduct interviews on the

current M&E system in the Ministry in general, and with a particular focus on the Child Support Grants programme; and review internal ministerial documents that form part of the M&E system.

The purpose of the study is to analyse the existing Monitoring and Evaluation (M&E) policy framework in Namibia and to propose a subsequent results-based model for the Child Support Grant programming for Namibia. In this study, the plan is to interview the Executive Director of the Ministry of Gender Equality, Poverty Eradication and Social Welfare, one (1) Director and two (2) Deputy Directors from the Social Protection Directorate; One (1) Director and (1) Deputy Director from the Policy and Planning Directorate; and ten (10) program managers from the Social Protection and Policy Planning Directorates.

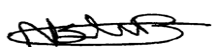
Thus, I am hereby requesting your good office to grant me the permission to conduct interviews of the above-mentioned staff members of the Ministry and review internal ministerial documents that form part of the ministerial M&E system which are not in the public domain. The information obtained will only be used for the academic research purpose and will be treated in a confidential manner and the final dissertation of the study will be shared with the Ministry. The process of collecting data is expected to commence from January to February 2022.

If you have any further questions or concerns about the research, please feel free to contact me via email (briguza@yahoo.com) or telephonically (061234318/20833151). Alternatively, feel free to contact my supervisor, Prof. Babette Rabie, via email (brabie@spl.sun.ac.za) or telephonically (+27835084259).

See the attached list of internal ministerial documents will be reviewed


Thank you in advance for your assistance in this regard.

Kind regards,



Brigitte Nshimyimana
Principal Investigator

ANNEXURE 6: PERMISSION FROM REPUBLIC OF NAMIBIA TO CONDUCT RESEARCH


REPUBLIC OF NAMIBIA
OFFICE OF THE PRESIDENT
MINISTRY OF GENDER EQUALITY, POVERTY ERADICATION AND SOCIAL WELFARE

Tel: +264 61 283 3111
Fax: +264 61 283 941/240 898
E-mail: genderquality@mgepew.gov.na
Website: www.mgepew.gov.na

Our Ref: 15/2
Your Ref: _____
Enquiries: Ms. Dr. Mulongosi

Private Bag 13359
Windhoek
Namibia

30 September 2021

Ms. B Nshiyimana
Windhoek

Dear Ms. B Nshiyimana

RE: REQUEST FOR PERMISSION TO CONDUCT ACADEMIC RESEARCH STUDY


Your letter dated 12 August 2021 with regard to the above-mentioned subject is hereby acknowledged with thanks.

Kindly be informed that: the Ministry is hereby granting you permission to undertake the research, considering the objectives of the study as per your request and has been approved subject to your assurance that data obtained from MGEPEW will not be identifiable in any published results. The Ministry would gladly support this research since the outcome might be form part of the future programme formulation.

Thank you for having interest in conducting research in one of our Ministry programme, (maintenance grant), Hoping your solution and methodology will be useful to our Ministry and the whole Namibian nation at large.

Upon completion, you are requested to provide a copy of the project results to the MGEPEW.

Yours sincerely,


MS. ESTHER LUSEPANI
EXECUTIVE DIRECTOR

