A study of the institutionalisation of a national monitoring and evaluation system in Zimbabwe and Botswana

by
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Dissertation presented for the degree of

Doctor of Philosophy in Evaluation Studies in the Faculty of Arts and Social Sciences at Stellenbosch University

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December 2020

Declaration

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i

Abstract

The aim of the study was to assess the extent to which Zimbabwe and Botswana's national M&E systems are institutionalised. This was done through answering the following research questions: 1) What is currently known about the development of national M&E systems in Botswana and Zimbabwe; 2) What are the existing theories and frameworks that could be applied to investigate the development and institutionalisation of national M&E systems; 3) Where are the countries at in terms of the institutionalisation of their national M&E system.

These research questions were addressed by conducting a study design enshrined within the revised atlas framework of Furubo, Rist and Sandahl (2002). The International Atlas of Evaluation framework is the first of its kind to provide a systematic overview of M&E systems in various parts of the world. I adopted the atlas (with high levels of confidence in terms of its reliability and validity) as the framework of choice to implement the study. An exploratory concurrent nested mixed method (qualitative and quantitative) was employed in this study with both primary and secondary data collected and analysed.

The results show that the overall score against the revised atlas for Botswana was 40% and Zimbabwe 53% indicating a rather average level of institutionalisation for both countries. The main driver emerged to be public sector reforms adopted and implemented by the two countries post-independence. Major stakeholders providing technical and financial support to the development and institutionalisation process were NGOs. Though for Zimbabwe the development was mainly driven by external pressure from the donors and other multilateral organizations such as UNDP, for Botswana the pressure was internal, and the government played a greater role in terms of providing the required financial support for the system.

The main findings of the study show that both countries have made progress in institutionalising their national M&E systems. However, more is yet to be realised and it requires deliberate efforts to address all those important institutional constraints highlighted in this study. The key recommendation for Botswana is that the country should develop a national M&E policy whilst for Zimbabwe is that it should create a more democratic system that promote generation and utilisation of M&E information at all levels. Lastly it is recommended that more research of similar nature be done as more work is still needed to contribute to a better understanding of the African M&E landscape.

Opsomming

Die doel van die studie was om die mate van institusionalisering van nasionale M&E stelsels in Zimbabwe en Botswana te evalueer. Dit is gedoen deur die volgende navorsingsvrae te beantwoord: 1) Wat is huidiglik bekend rakende die ontwikkeling van nasionale M&E stelsels in Botswana en Zimbabwe; 2) Wat is die bestaande teorieë en raamwerke wat gebruik word om die ontwikkeling en institusionalisering van nasionale M&E stelsels te evalueer?; 3) Wat is die stand van institusionalisering van nasionale M&E stelsels in hierdie lande?;

Die navorsingsvrae is ondersoek deur 'n navorsingsontwerp wat ingebed is in die hersiene 'atlas'-raamwerk van Furubo, Rist and Sandahl (2002). Die "International Atlas of Evaluation" benadering is die eerste raamwerk wat 'n sistematiese oorsig te gee van evaluasiekulture in verskeie wêrelddele. In my studie het ek hierdie beandering gevolg deur gebruik te maak verkennende gelyktydige gemengde navorsingsmetode (kwalitatief en kwantitatief) met primêre en sekondêre data wat versamel en ontleed is.

Die resultate toon dat the final telling gemeet aan die hersiene atlas vir Botswana op 40% neergekom en vir Zimbabwe op 53% wat dui op 'n uiters gemiddelde graad institusionalisering in beide lande. Die belangrikste drwyer in beide lande was die hervormings wat in die openbare sektor geïniseer en geïmplementeer is na onafhanklikheidswording. Nie-regerings organisasies was die belangrikste belangegroepe wat tegniese en finansiële ondersteuning gebied het aan die ontwikkelings – en institusionaliseringsproses. Alhoewel die ontwikkeling in Zimbabwe hoofsaaklik gedryf is deur eksterne druk vanaf die donateurs en ander multilaterale organisasies soos UNDP, was die druk in Botswana intern, en het die regering 'n groter rol gespeel deur die nodige finansiële ondersteuning aan die stelsel te verleen.

Die hoofbevindinge van die studie is dat beide lande 'n mate vn vordering gemaak met die institusionalisering van hul nasionale moniterings- en evaluasiestelsels. Daar moet egter nog heelwat meer werk gedoen word en dit vereis doelbewuste pogings om die belangrikste institusionale beperkings wat in hierdie studie uitgelig word, aan te spreek. Die belangrikste aanbeveling vir Botswana is die ontwikkeling van 'n nasionale M&E beleid, terwyl Zimbabwe 'n meer demokratiese sisteem in plek moet stel wat die voorbereiding en gebruik van M&E inligting op alle vlakke. Laastens word aanbeveel dat nog soortgelyke studies onderneem moet word om 'n bydrae te lewer tot ons begrip van die M&E landskap in Afrika.

Acknowledgements

A thesis is always a team effort and I was privileged to have the best team possible. I would like to thank the following people in particular for their support and guidance: Prof Johann Mouton for his inspiration and tremendous mentorship support, patience and esteemed management. There were periods in this study project when my ideas were flying all over the place, but he was there to calm and direct me. He has been most patient to me and I learnt a lot from him. I am so thankful to Dr Milandré van Lill and Rein Treptow for data analysis support. I always appreciate the staff at CREST for their unwavering support. My appreciation and gratitude go to several people, without them, this work would not have been achieved. Thanks go to Marthie van Niekerk for her administrative support through and through, Nigel Jansen for all the logistical arrangements and IT support, Bernia Drake for constant updates and support on all processes to ensure compliancy up unto successfully submission and Juanita du Toit for sleepless night meticulously editing the chapters. The evaluation experts for completing the expert survey tool and providing me with the required information and insights. My family, wife Faith and children Nyaradzo and Ratidzo and Ropafadzo for their continuous motivation and unconditional support during this endeavour. Friends and colleagues for moral support.

Table of Contents

List of Figures

List of Tables

List of Acronyms

ACHAP	African comprehensive HIV AIDS partnership
AfCOP	African Community of Practice
AfDB	African Development Bank
AfrEA	African Evaluation Association
AGM	Annual general meeting
AgPER	Botswana Agriculture Public Expenditure Review
AIDS	Human immunodeficiency virus infection and acquired immune deficiency syndrome
ALS	agriculture and livestock surveys
APEA	Asia-Pacific Evaluation Association
APNODE	African Parliamentarians' network on development evaluation
APRM	African Peer Review Mechanism
BAME	Botswana Association of Monitoring and Evaluation
BERA	Botswana Educational Research Association
BFL	Botswana Food Laboratory
BHRIMS	Botswana HIV and AIDS Response Information System
BIDPA	Botswana Institute for Development Policy Analysis
BITRI	Botswana Institute of Technology, Research and Innovation
BIUST	Botswana International University of Science and Technology
BNQF	Botswana National Vocational Qualifications Framework
BOTEC	Botswana Technology Centre
BOTUSA	Botswana USA Partnership
BRO	Budget Review Officers
CAADP	Comprehensive Africa Agriculture Development Program
CAB	Cabinet directive,
CBM	Community Based Monitoring
CBO	Community based organizations
CDC	Centre for Disease Control and Prevention
CeDRE Africa	Centre for Development, Research and Evaluation International Africa
CLEAR	Centre for Learning on Evaluation and Results
CREST	Centre for Research on Evaluation, Science and technology
CSO	Central Statistics Office
CSO	Civil Society Organizations
CVR	Central Vehicle Registry
DBES	Department of Buildings and Engineering Services
DDC	District Development Committee
DESC	Departmental Ethics Screening Committee
DFID	Department for International Development

DHIS2	District health information System
DPME	Department of Performance Monitoring and Evaluation
DPSM	Directorate of Public Service Management
EC	European Commission
ECHO	European Civil Protection and Humanitarian Aid Operations
EG	E-Government
EMZ	Evaluation Magazine of Zimbabwe
ESAP	Economic Structural Adjustment Program
EU	European Union
FGD	Focus Group Discussion
FTRS	Food Technology Research Services
G2C	Government-to-Citizens
G2G	Government-to-Government
GDN	Government Data Network
GDP	Gross Domestic product
GICO	Government Implementation Coordination Office
GISU	Government Implementation Coordination Unit
GMB	Grain Marketing Board
GNU	Government of National Unity
GoB	Government of Botswana
GoZ	Government of Zimbabwe
GPA	Global Political Agreement
HIV	Human immunodeficiency virus
HLCC	High Level consultative Council
HLCC	High Level consultative Council
HPDME	Department of Health Policy, Development, Monitoring and Evaluation
HR	Human Resource
HRDC	Botswana Human Research Development Committee
HRDC	Human Resource Development Council
ICT	Information and Communication Technology
IDM	Institute of Development Management
IDP	Integrated development planning
IEC	Information Education and Communication
IFRC	International Federation of Red Cross and Red Crescent Societies
ILO	International labour organization
IMF	International Monetary Fund
IOCE	International Organization for Cooperation in Evaluation
IPDET	International Program for development Evaluation Training
IRBM	Integrated Results-Based Management
IWSD	Institute of Water and Sanitation Development

JICA	Japan International Cooperation Agency
KPI	Key Performance Indicators
LDS	Lutheran Development Service
LFCLS	Labour Force and Child Labour Survey
M&E	Monitoring and Evaluation
M&E system	Monitoring and Evaluation System
MCI	Ministry of Commerce and Industry
MDC	Movement for Democratic change
MDG	Millennium Development Goals
NEP	National Evaluation Plan
MERP	Millennium Economic Recovery Program
MES	Malaysia Evaluation Society
MFDP	Ministry of Finance and Development Planning
MfDR	Managing for Development Results
MICS	Multiple Indicator Cluster Survey
MID	Monitoring and Implementation Department
MoESD	Ministry of Education and Skills Development
MOH	Ministry of Health
MOHCC	Ministry of Health and Child Care
MoHSW	Ministry of Health and Social Welfare
MOU	Memorandum of Understanding
MP	Members of Parliament
MPR	Ministerial Performance Reviews
MSI	Management Information System
M&E	Monitoring and Evaluation
NACA	National AIDS Coordinating Agency
NACP	National AIDS Control Program
NCE	National Commission on Education
NDP	National Development Plan
NEPC	National Economic Planning Commission
NERP	National Economic Recovery Program
NFTRC	National Food Technology Research Centre
NGO	Non-Governmental organizations
NIP	National Indicative Programs
NLPES	National Legislative Program Evaluation Society
NMES	National Monitoring and Evaluation Systems
NORAD	Norwegian Agency for Development Cooperation
NPA	National Planning Agency
NPD	National Performance Division
NPG	New Public Governance

NPGG	National Program of Good Governance
NPM	New Public Management
NSDS	National Sustainable Development Strategies:
NSDS	National Strategy for Development of Statistics
NSO	National Strategy Office
NSS	National Statistical System
OAG	Auditor General
OECD	Organisation for Economic Co-operation and Development
OED	Operations Evaluations Department
OGM	On-the-Ground Monitoring
OPC	Office of the President and Cabinet
PECU	Poverty Eradication Coordination Unit
PEPFAR	President's Emergency Plan for AIDS Relief
PICES	Poverty, Income and Consumption Expenditure Survey
PITT	Presidential Inspectorate Task Team
PMES	Poverty Monitoring and Evaluation Strategy
PMMF	Productivity Measurement and Management Framework
PMS	Performance Management System
PPS	Results Based Personnel Performance System
PRS	Poverty Reduction Strategies
PSIP	public sector investment program
PSRU	Public Sector Reform Unit
RBB	Results Based Budgeting System
RBM	Results-Based Management
RBME	Results Based Monitoring and Evaluation system
RCT	randomized controlled trials
RCZ	Research Council of Zimbabwe
RIPCO	Rural industries promotion company Botswana (RIPCO)
RIPCO-B	Rural Industries Promotion Company (Botswana)
RRI	Rapid Results Initiative
SADC	Southern African Development Community
SADC-PF	SADC Parliamentary Forum
SAI	supreme audit institution
SAMEA	South African Monitoring and Evaluation Association
SCOPI	Standing Committee on Projects Implementation
SDG	Sustainable Development Goals
SGCR	Strengthening Government Capacity for Reforms
SIDA	Swedish International Development Cooperation Agency
SLEvA	Sri Lanka Evaluation Association
SMS	Short Message System (SMS)

SONA	State of the national address
STEM	Science, technology, engineering, math
STERP	Short-term Emergency Recovery Program
STI	Sexually transmitted infection
TB	Tuberculosis
TWG	Thematic Working Groups
UK	United Kingdom
UN	United Nations
UNAIDS	United Nations Program on HIV/AIDS
UNCT	United Nations Country Team
UNDP	United Nations Development program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNGASS	United nations General Assembly Special Session on Drugs
UNSDF	United Nations Sustainable Development Framework
USA	United States of America
USAID	U.S. Agency for International Development
VOPE	Organizations for Professional Evaluation
WASH	Water, Sanitation and Hygiene
WBG	World Bank Group
WHO	World Health Organization
ZaMEA	Zambian Monitoring and Evaluation Association
ZANU-PF	Zimbabwe African national Union Patriotic Front
ZDHS	Zimbabwe Demographic and Health Survey
ZES	Zimbabwe Evaluation Society
Zim Asset	Zimbabwe Agenda for Sustainable Socio-Economic Transformation
ZIMFUND	UN-coordinated multi-donor transition fund
ZIMPREST	Program for Economic and Social Transformation
ZIMRA	Zimbabwe Revenue Authority
ZIMSTAT	Zimbabwe National Statistics Agency
ZIPMaS	Zimbabwe Integrated Performance Management System

CHAPTER 1: BACKGROUND AND CONTEXT

1.1 Introduction and conception of terms

This chapter sets the context for the study by providing established conceptions of the key terms. Next, factors that drive the development of National M&E systems in Africa are presented. The chapter goes on presenting the purpose of the study, the research questions and the order of the thesis chapters.

In this study, monitoring and evaluation is presented as two distinct, but complementary processes that mutually reinforce each as defined next.

1.1.1 Definition of monitoring: Are we doing things, right?

OECD (2010) defines monitoring 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. Thus, monitoring implies a documented plan, and action consistent with the information contained in the plan to track progress against the plan to ensure compliance to aspects contained in the plan.

1.1.2 Definition of evaluation: Are we doing the right things?

OECD (2010) defines evaluation as a systematic and objective assessment of an ongoing or completed project, program, or policy including its design, implementation and results. It involves systematically reflecting on and learning lessons from the nature, processes and consequences of decisions and actions by an organisation in order to improve the performance or results of the intervention. Evaluation has a strategic role to play in informing policymaking processes, the aim being to improve the relevance, efficiency and effectiveness of policy reforms. Thus, evaluation is therefore not an isolated activity but is an integral part of the effective management of organisations, whether in the public, non-governmental or private sectors (Segone 2010).

1.1.3 Monitoring and Evaluation

According to Rabie and Goldman (2014) because of the complementary nature of monitoring and evaluation, the two concepts are often portrayed as one and hence the term monitoring and evaluation (M&E). However, in practice, the two functions have different objectives and use substantively different methods. Monitoring is generally an ongoing activity that tracks progress on an intervention,

1

thus are we doing things right, while evaluation analyses and interprets what has been achieved and why and makes recommendations for change, thus are we doing the right things.

1.1.4 Monitoring and Evaluation system for the Government

As outlined in the South Africa Policy framework for the Government-wide Monitoring and Evaluation Systems (2007), a monitoring and evaluation system in the government context is a set of organisational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships which enables national and provincial departments, municipalities and other institutions to discharge their M&E functions effectively. This description puts Monitoring and evaluation (M&E) at the centre of sound governance arrangements and thus M&E is necessary for the achievement of evidence-based policy making, budget decisions, management, and accountability. Therefore, M&E in governance is necessary to achieve evidence-based policy making, evidence-based management, and evidence-based accountability. Therefore, most of the member countries of the Organisation for Economic Cooperation and Development place considerable emphasis on having and using M&E information in support of sound governance (Mackay 2007).

Mackay (2007) further noted that M&E can provide unique information about the performance of government policies, programs, and projects. It can identify what works, what does not, and the reasons why. M&E information can support government's deliberations by providing evidence about the most cost-effective types of government activity, such as different types of employment programs, health interventions, or conditional cash transfer payments. Thus M&E help government ministries in their policy development and policy analysis work and in program development. M&E also provides information about the performance of a government, of individual ministries and agencies, and of managers and their staff. Thus, M&E help government ministries and agencies manage activities at the sector, program, and project levels. This includes government service delivery and the management of staff. M&E identifies the most efficient use of available resources; it can be used to identify implementation difficulties. It also provides information on the performance of donors that support the work of governments.

1.1.5 National Monitoring and Evaluation system

The South Africa Policy framework for the Government-wide Monitoring and Evaluation Systems (2007), presented a national M&E system as an integrated, framework of M&E principles, practices and standards to be used throughout Government, and function as an apex-level information system which draws from the component systems in the framework to deliver useful M&E products for its users. However, Mackay (2007) argued that there is no best model of what a national M&E system

2

should look like. Much depends on which of the several potential uses of M&E information constitute the main reasons for building such a system. As with many things in international development, the precise definition of a national M&E system varies. In most cases a national M&E system refers to all the structures, indicators, tools and processes that you will use to measure if government policies and development programmes are being implemented according to the plan which is monitoring and if they have produced the desired result which is evaluation (Leeuw and Furubo, 2008).

Leeuw and Furubo (2008) identified four elements that denote a national monitoring and evaluation system. The first element of a national M&E system is the presence of stakeholders who share a common understanding of the objectives of the M&E system. In other words, a national M&E system is characterised by the existence of a distinctive epistemological perspective. Secondly, a national M&E system consists of at least one organisational structure, which is separate from the operational structure of that organisation (e.g. an evaluation unit) that typically oversees planning, tendering, implementing, quality-checking and following-up on the evaluations. Where a national M&E system exists, the activities are undertaken continuously and systematically. This means that there should be a certain permanence or history in the M&E practice. Permanence in this case implies a certain volume of practices taking place over time which includes specific publication outlets, relationships with mass media, and links with appropriate professional societies (Leeuw and Furubo, 2008).

The fourth element of a national M&E system identified by Leeuw and Furubo (2008), is a set-up where M&E activities are organised and planned in a manner that they relate to the cycle of activities of the country (e.g. budget or policy cycle), and the information generated from the M&E system is linked to decision-making and implementation processes. Also, there must be more than one active organisation that strives to use the M&E data. Once these elements are in place, a national M&E system can be said to have been established. Højlund (2014) added to Leeuw and Furubo's analogy by stressing that in a national M&E system the practices carried out must be characterised in terms of a certain cultural-cognitive perspective. This means that there should be some agreement among the players involved about what they are doing and why they are doing it. Thus M&E activities should be planned, considering the point at which the information should be submitted to decision-makers.

Once critique that can be levelled against Leeuw and Furubo's description of a national M&E system emanates from the fact that is that their definition appears to be more about a good M&E system looks like rather than presenting normative components of an M&E system which is ultimately influenced by an implicit understanding of what is a good M&E practice, one that seems to supports incremental and systematic improvement. Therefore, because the normative components of the Leeuw and Furubo's framework are part explicit, part implicit, relying on it to interpreted results of the study may not be as clear as it could be.

3

In 2008, UNAIDS came up with a framework that possibly defines the structure of National Monitoring and Evaluation System as presented in figure 1. This framework thus provides some useful elements to consider when assessing the level of institutionalisation of a national M&E system. The framework presents twelve components as demonstrated in figure 1 below.

Figure 1: UNAIDS National M&E System Framework

People, partnerships and planning
1. Organisational structures with M&E functions
2. Human capacity for M&E
3. Partnerships to plan, coordinate and manage the M&E system
4. National multi-sectoral M&E plan
5. Annual costed national M&E work plan
6. Advocacy, communications, culture for M&E

Collecting, verifying, and analysing data
7. Routine programme monitoring
8. Surveys and surveillance
9. National and sub-national databases
10. Supportive supervision and data auditing
11. Evaluation and research

Using data for decision-making
12. Data dissemination and use

Source: UNAIDS 2008: Eleven Components of a Fully Functional HIV M&E System

UNAIDS stressed that a national M&E system requires a well-defined organisational structure with written mandates for planning, coordinating and managing the M&E system. It consists of a network of organisations responsible for M&E at the national and sub-national. Human capacity is another critical component of a national M&E system highlighted in the Organising Framework. Thus, there must be adequate skilled human resources at all levels of the M&E system. Not only is it necessary to have dedicated and adequate numbers of M&E staff, it is essential for this staff to have the right skills for the work. In addition to human resources, there is also a need for financial resources, as well as basic infrastructure, equipment and supplies. The national M&E system is also composed of partnerships among in country and international stakeholders who are involved in planning and managing the national M&E system. Another structure highlighted in the framework the existence of policies and regulations that govern M&E practices. Thus, there must be a clear M&E mandate defined in the National M&E Policy and other relevant policy documents. Lastly another component of a national M&E system the presence of a platform for Data dissemination and utilisation of M&E

information since the most important reason for conducting M&E is to provide the data needed for guiding policy formulation and programme operations. (UNAIDS, 2008).

1.2 Development of National M&E Systems in Africa

According to UNESCO (2016), most African governments widely accept that sustained development hinges on good governance and accountability which can be realised through evidence-based decision-making. However, effective evidence-based decision-making calls for high performing, dynamic and sustainable M&E systems, to provide the necessary evidence. Such required M&E systems have not generally been available to many African governments. This deficiency exerted pressure on many African governments to build the required national M&E systems (Levine, 2013).

The momentum to establish national M&E systems for most of African governments started around the 1980s' and since then it has been on the increase. A growing number of African governments have been working to improve their performance by creating systems to measure and help them understand their performance. These systems for monitoring and evaluation (M&E) have been used to measure the quantity, quality, and targeting of the goods and services, the outputs that the state provides and to measure the outcomes and impacts resulting from these outputs. These systems served as vehicle to facilitate understanding of the causes of good and poor performance (Cakici, 2016).

According to Mackay (2007) there are many reasons for the increasing efforts by African governments to strengthen their national M&E systems. Fiscal pressures and ever-rising expectations from ordinary citizens provided an impetus for governments to provide more government services and with higher standards of quality. African governments often look to the richest countries and adopt the public sector management tools that these countries typically employ, such as M&E and performance budgeting. Civil society and parliaments have also been putting accountability pressures on governments to publicly report and explain their performances. And international donors were also being pressed to demonstrate the results of the large volumes of aid spending for which they are responsible. They in turn worked to persuade and support countries to strengthen their own M&E systems.

In Africa, national M&E systems turned out to develop in close link with other government systems such as the planning and budgeting systems as they were built to provide valuable feedback to those systems. Thus, as Porter & Goldman (2013) noted, development of African countries' national M&E systems emanated mainly from pressures to adopt poverty reduction reforms and public service reforms. And as Mackay (2007) noted, there are cycles or trends in the types of public sector reform African countries adopted. Reform priorities that African countries emphasized included privatization,

customer service standards, results-based management, contracting out, performance pay, decentralization, and performance budgeting. These public sector reforms and poverty reduction reforms adopted by African governments one after another became the key drivers to the development of African national M&E systems.

1.2.1 Adoption of poverty reduction reforms

Holvoet and Dewachter (2013) note that changes in the aid architecture have provided a renewed impetus for M&E. Since 1999, aid-dependent countries have been facing increased pressure to strengthen their national monitoring and evaluation systems, while donors have been asked to refrain from using their own parallel systems and to rely instead on country systems. Poverty reduction strategies focused on four core principles which are the national long-term and holistic vision, country ownership, results orientation and country led partnership. The processes were crucial ingredients for stimulating M&E systems growth as they increased demand for M&E information, both upwards to donors as well as downwards to citizens. Regarding the downward demand, non-governmental actors played a key role in the supply of and demand for M&E information. First, as users themselves with 'grassroots' contacts with beneficiaries, they produced M&E information about the implementation and effect of service delivery and policy processes. Secondly, as actors in civil society representing the interests of various groups of citizens, they requested reliable M&E information and objective assessments of outcomes. On the other hand, donors were expected to share M&E information with each other hence rely increasingly on the M&E systems and arrangements of the recipient countries. In order to monitor and evaluate their policies and move towards evidence-based policymaking, recipients were expected to build and strengthen M&E frameworks and arrangements. They also demanded sectoral, ministerial or local government systems for tracking progress through established performance indicators (Holvoet & Dewachter, 2013).

According to United Nations Development Programme (2016), most African countries implemented their poverty reduction strategies under the Millennium Development Goals (MDGs) framework, now called the Sustainable Development Goals (SDGs). MDGs fast tracked the demand for and growth of national M&E through the Paris Declaration on aid effectiveness that put specific obligations on donors to make use of national M&E systems and national data to monitor whether development goals are being achieved. (Kusek & Rist, 2007). This move saw a growing interest in evidence-based development and the need to establish national M&E programmes centred on the monitoring of poverty reduction strategies results (Edmunds & Marchant, 2008). This subsequently sparked the wave of establishing national monitoring and evaluation systems across African countries.

One success story of an African country that has built a national M&E system through the implementation of its poverty reduction strategies is Uganda. For Uganda, a major part of the progress in the development of its NMES derived from the Poverty Monitoring and Evaluation Strategy (PMES), developed in 2001, which represented an overarching plan for M&E within the context of the 2004-2008 poverty eradication action plan. The PMES used three main types and sources of data: those collected by the Uganda Bureau of Statistics, those collected by sector ministries through their management information systems, and those collected by the Uganda participatory poverty assessment process (Edmunds & Marchant, 2008).

Another example of an African country that built its NMES through the poverty reduction strategies is Tanzania. Tanzania established a strategy called the Mkukuta five-year strategy for growth and poverty reduction. Implementation progress was monitored through the Mkukuta monitoring system. The Mkukuta monitoring system operated at different levels of government and the overall framework was coordinated by the Ministry of Planning, Economy and Empowerment. At the national level, information is fed from a wide range of institutions, including ministries, departments and agencies, and local government authorities with MIS and performance reporting requirements linked to their strategic plans and budgets (Edmunds & Marchant, 2008).

The government of Tanzania approved the Mkukuta monitoring system in 2006 as a co-ordination framework for M&E to ensure both prudent financial management and accountability of the results. The system encompasses all efforts aimed at information gathering, dissemination, and usage with respect to the delivery of the intended goals and policy objectives of the government, as laid out in the Mkukuta, and other national policy frameworks. This NMES aimed at harmonising existing systems of data collection, reporting, and review, with an overall goal to encourage, facilitate, and promote the use of M&E information in policymaking and resource allocation in government (Edmunds & Marchant, 2008).

Other African countries such as Zimbabwe and Botswana later followed suite. According to Sibanda and Makwata (2017), efforts in Zimbabwe to build NMES, were strongly supported by the recent governmental blueprint poverty reduction strategy, called the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset). The Zim Asset package came with a harmonised stand-alone national M&E policy. This national M&E policy defined the overall framework for planning and carrying out evaluations, and for using the information derived therefrom. Its aim was to provide the necessary tools to appraise public policies, optimisation and rational use of public resources, good use of information, and the dissemination of good practice on public management (Sibanda & Makwata, 2017).

On the other hand, efforts in Botswana to develop NMESs has been affected through the implementation of its Vision 2016 strategy and the 11th National Development Plan (NDP). Thus, the creation of Botswana's NMES is directly linked to its NDP. One key element in the terms of reference of the Vision 2016 strategy that was influential towards the development of a national M&E in the country, is that it came up with numerous performance indicators cascading from global indicators, called pillars. This then called for an initiative to develop a comprehensive NMES for the country, a process that entailed building the required M&E infrastructure to fill capacity gaps across the system associated with the ability to supply and to use M&E information (Lahey, 2013).

Secondly Botswana further promoted development of national M&E system by incorporating an M&E framework in its national development plans. This started when they developed NDP10 and then NDP11. Strategies outlined in the NDP11 M&E framework included the development of M&E policy and review guidelines, as well as M&E capacity building (Lahey, 2014). Through this results-based M&E framework, the government linked its developmental outcomes with public action, as a way of providing accountability, showing the worth of public programmes and garnering support for public programmes. Emphasis was placed on the continuous collection of information on agreed indicators, with the aim of improving the performance of public sector organisations (Lahey, 2014).

1.2.2 New Public Management reform

The New Public Management (NPM) is one of the public service management reforms that had a significant influence on the development of the national M&E systems particularly for African countries. According to Diefenbach (2009) the proponents of New Public Management (NPM) have promised to improve public services by making public sector organizations much more 'business-like. It involves the introduction of new strategic objectives to public sector organizations, the re-organization of their organizational structures and processes, and the implementation of a performance measurement regime. It is an increasingly global phenomenon found in industrialized Western nations such as the UK and continental Europe, the USA and Canada, Australia and New Zealand. With the introduction of NPM, a whole range of additional systems and processes of auditing, control, regulation, assessment, Inspection, monitoring and evaluation were introduced. This made government officials and officers to live and work under constant monitoring and performance evaluation. To systematically, regularly and comprehensively capture, measure, monitor and evaluate crucial aspects of organizational and individual performance will lead to positive consequences such as increased efficiency, productivity and quality, higher performance and motivation. In addition, because of explicit targets, standards, performance indicators, measurement, and control systems, management can be based on 'facts' and have a rational basis. Thus, introduction of New Public

Management (NPM) in a way strengthen the development of a national M&E system (Diefenbach, 2009).

According to Brinkerhoff & Brinkerhoff (2015) the standard responses to public sector management deficits in developing countries have focused largely on technical efficiency-enhancing reforms based on the New Public Management (NPM) principles and tools. In most African countries New Public Management (NPM) emerged as the preeminent solution set for public sector performance problems in the 1980s. it was thus introduced to reinvent government agencies, eliminate inefficiencies, and impose fiscal discipline. This transfer of private-sector management principles and tools served as a practical recipe for reform and a normative vision of effective government for Africa, promulgated by the Organization for Economic Cooperation and Development for industrialized countries and by the International Monetary Fund and World Bank for the developing world.

According to Rabie and Goldman (2014) in pursuance of the aim of better government performance demand for accurate performance information increased in many African governments. Thus, the new public management reforms adopted by many Africa governments stimulated the countries to institutionalise their national M&E systems. The institutionalisation process required collective and coordinated efforts and actions. According to Brinkerhoff & Brinkerhoff (2015) the process required a framework to un-freezing the existing institutional landscape, moving towards the proposed reform, and refreezing the institutional field with the newly established institution. Those African countries that engaged in such processes took it as a collective endeavour with multiple and shifting institutional entrepreneurs and agents networked to provide the necessary resources and skills for each stage in the reform process. Countries like Rwanda and South Africa are some of the success stories demonstrating how implementing the new public management reforms immensely strengthened and institutionalised national M&E systems (Kimaro & Fourie, 2017).

Rwanda is a good example where the development of the national M&E system was spearheaded through the implementation of public management reforms. According to Murindahabi (2016), the Rwandan government embarked on an impressive array of public sector management reforms aimed at increasing accountability, transparency and the level of participation in government by its citizens. Implementation of these public management reforms was informed by the commitment of the government to ensure that public services are delivered within reasonable time frames and with the highest level of professionalism and accountability. To achieve that commitment, Rwanda took a bold initiative to move from new public management (NPM), to the new public governance (NPG) that embraced the concepts of M&E and a deeper conflict resolution, dialogue and engagement. This was evidenced by the establishment of community forums with the executive and political arm of government in what is called the 'imihigo' system. What is paramount for the establishment of the

NMES, is that the NPG package came with a component for strengthening a nationwide M&E system that supports all the political priorities and national strategies (Mutabazi, 2013).

South Africa is another good example that experienced a rapid growth in its national M&E system, driven mainly through the adoption of the new public management reforms. South Africa engaged in public sector paradigm shifts ranging from the treasury's approaches focusing on efficiency and effectiveness, to the white paper on transforming public service delivery using the tools of the new public service management (Rabie and Goldman, 2014).

As indicated within the Commonwealth Secretariat (2016) framework document, the public sector reforms that were introduced in countries like South Africa, were introduced as an integral part of the efforts to promote African governments to modernise their public service and make it more citizen-centric and responsive. These reforms were aimed at facilitating efficient internal management systems, promoting values of accountability, responsiveness, and responsibility, with a goal of pursuit of service excellence.

As Wenzel (2007) notes, the first phase of administrative reforms, initiated after 1994, involved the racial and spatial integration of the public service at national and provincial levels, according to the new constitutional requirements. Subsequent reforms adopted, prompted the government to embrace results-oriented frameworks for programme planning and delivery. Examples include the productivity measurement and management framework (PMMF), which expressly called on the public administration to be 'development-orientated' and 'accountable' and governed in a manner that promotes the 'efficient, economic and effective use of resources (Clark, 2016).

The PMMF framework included a generic measurement instrument which later formed the core of the NMES and became a catalyst for the introduction of monitoring and evaluation policy in South Africa (Ijeoma, 2010). The intention of the South African government in setting up a NMES, was to close or fill the gaps of the information required for planning the delivery of services and reviewing, as well as analysing, the success of the policies as the public sector reforms rolled out (Mofolo, Mkuyana & Skade, 2014). The NMES represented an internalised and institutionalised component of the PMMF as it assists in forging tighter linkages between the use of resources and policy implementation (Pazvakavambwa & Steyn, 2014).

Rabie & Goldman (2014) mentioned that the new public sector management reforms that were introduced post 1994 included reforms to the civil service performance management systems as well as reforms of the budget, such as instituting a medium-term expenditure framework and moving towards high-level performance budgeting. The first reform was the public expenditure reform

agenda that was introduced through the national treasury with an emphasis on efficiency, economy and effectiveness issues, as well as reforms of the budget such as instituting a medium-term expenditure framework and moving towards high-level performance budgeting. The second reform entailed an organizational development approach introduced by the department of public service and administration focusing on the way the public service works, including a service focus and performance management system for individuals' public servants with a strong emphasis on training and learning.

As mentioned by Mouton, Rabie, Cloete & Coning (2014) starting from 2004 onwards, the country achieved significant milestones demonstrating the development of public sector institutionalised M&E as a key accountability mechanism. For instance, in 2005 the cabinet took a decision to develop the government-wide monitoring and evaluation system intended to coordinate a systematic programme of policy monitoring and evaluation throughout the public sector. In 2007 the policy framework to guide the overarching government wide monitoring and evaluation system was published which included the need for specific policy frameworks for programme performance information, quality of statistical data and evaluation, and in the process sought to strengthen the linkages between the presidency, national treasury and the national statistics agency.

Then following the establishment of the Department of performance monitoring and evaluation in 2010 and its location in the Office of the presidency, a solid coordinating structure for the national M&E system was consolidated. The first national evaluation plan was then approved by Cabinet in 2012. South Africa is an example of rapid development and implementation of an M&E system leveraging on public sector reforms. A critical issue was the relationship between the key centre of government stakeholders, notably DPME, national planning commission and national treasury an arrangement that is critical in facilitating effective institutionalisation of the M&E system (Mouton, Rabie, Cloete & Coning, 2014).

1.3 Cases of African National M &E Systems

Whilst the M&E community agrees on the inherent value and attractiveness of developing NMES, the journey does go with both opportunities and obstacles. Malaolu and Ogbuabor (2017) say that the opportunities available include a high level of political support for M&E, the existence of the necessary structures for M&E, the linking of M&E to national development planning, the linking M&E to budgeting, the approval of the M&E policy and putting M&E on the national agenda.

However, as Basheka and Byamugisha (2015) concede, an NMES is not easy to introduce and sustain. Along with capacity and institutional weaknesses, other challenges include the lack of a genuine

evaluation demand. Malaolu and Ogbuabor (2017), in their analysis, note that major obstacles in setting up an NMES include invoking demand from government. They also note that developing the capacity to apply the tools in strategic pockets of the administration and externally to government, present a critical challenge for the development process. Other obstacles towards setting up NMES include a lack of ownership by decision-makers and senior public managers of the idea and system.

Though it can be a challenge for many governments to set up successfully national M&E systems, Goldman et.al (2018) gave an account of three countries (Benin, Uganda and South Africa) that made significant strides where an emerging policy experiment was noted. These three countries pioneered a partnership in 2012 called Twende Mbele when they realised, they were on common trajectories in developing national M&E systems. This partnership aimed to jointly strengthen their national monitoring and evaluation (M&E) systems through promoting use of M&E as a tool for improving government performance and accountability. Key lessons so far from this initiative include the importance of a central unit to drive the evaluation system, developing a national evaluation policy, prioritising evaluations through an evaluation agenda or plan and taking evaluation to subnational levels. A brief account of each country is thus presented highlighting the key drivers that shaped the development of the national M&E systems.

1.3.1 Benin National M&E system

Goldman et.al (2018) found out that Benin has two levels of government, with 20 national departments (such as Ministry of Planning and Development) and 77 local governments and municipalities. To improve government performance, in 2007 Benin initiated a process of evaluation of public programmes under the aegis of the Presidency. In terms of organisational characteristics in 2008, a Bureau of Public Policies Evaluation was established and hosted by the General Secretariat of the Presidency. Its role was to establish and lead the NES, ensure evaluation becomes a strategic management tool for development and commission evaluations whether demanded by donors, national government or by the local government. In addition, M&E units were created in both national departments and municipalities. Then a ministry was created in 2007 with an evaluation mandate followed by the development of 10-year national evaluation policy in 2011. This policy was meant to promote learning towards improving management and decision-making, and to ensure that government is accountable for its actions. The policy also directed M&E in the government and stipulated the roles of stakeholders in M&E at central and local government levels.

Following the policy, an institutional framework was established. This framework acted as a mechanism for conducting evaluations including guidance on selecting evaluations and structures, engagement of stakeholders, dissemination of results and the monitoring of implementation of

recommendations. Subsequently a national evaluation board was formed to promote capacity building and evaluation practice. The board's role was to advise the government on the development of M&E at national, departmental and municipal level. To date this board has been very instrumental in ensuring the independence and institutionalisation of the country's national M&E system (Goldman et.al, 2018).

1.3.2 Uganda National M&E system

According to Goldman et.al (2018) Uganda went through a gradual process of developing its national M&E system. This process is demonstrated by several key milestones achieved. The first milestone was the introduction of a National Integrated Monitoring and Evaluation Strategy in 2005. This strategy sought to strengthen performance assessment in the public sector. The second milestone was the development of an M&E policy in 2012. Several actors participated in the processes. These actors include the Office of the President, Office of the Prime Minister, Ministry of Finance, National Planning Authority, Auditor General, Ministry of Local Government, Ministry of Public Service and local governments.

A Government Evaluation Facility was then established within the Office of the Prime Minister in 2013. This office was the one that was responsible for designing, commissioning and disseminating evaluations of public policies and major public investments. It also oversaw improvements in the quality and utility of evaluations conducted across government at a decentralised level (Goldman et.al 2018).

Evaluation standards were also developed with the Uganda Evaluation Association as the custodian. The association was also tasked to guide the design, management and dissemination of key national evaluations. This was done to preserve the independence required in conducting these evaluations. The to promote use of evaluations, the Prime Minister's Office provided 6-monthly briefings to the Cabinet every year on the status of evaluations underway and findings of evaluations. These are the milestones Uganda produced that shaped its national M&E system (Goldman et.al 2018).

1.3.3 South Africa National M&E system

South Africa can be presented as one of the African countries pioneered national M&E systems along with Uganda and Benin. According to Goldman et.al (2019), the South African Cabinet approved a Government-Wide Monitoring and Evaluation System in November 2007. The system included three domains, thus programme performance information, socio-economic and demographic statistics and evaluation. The first two frameworks were produced in 2007 by National Treasury and Statistics South Africa, respectively. In 2009, a new administration entered office that regarded M&E to

13

improve service delivery. This was the springboard for the development of the country's national M&E system. The first milestone was the development of a Ministry and Department of Performance (later, Planning) Monitoring and Evaluation (DPME) in 2009 and 2010, respectively. The Department was established in the Presidency envisioned as the 'champion' of government-wide monitoring and evaluation with its primary goal being to improve government's performance and impact on society through a strategic M&E approach in managing government's priority outcomes. Since 2011, the NEPF has guided government efforts towards building a formal and integrated national M&E system that has since taken root across national and provincial spheres. To date, it has coordinated several M&E functions ranging from monitoring of national priority outcomes, monitoring quality of management practices and unannounced visits to frontline facilities (Goldman et.al 2019).

The next milestone achieved was the establishment of the evaluation and Research Unit in DPME in 2011. This unit was sorely responsible for running the National M&E System. The structures for evaluation coordination included an Evaluation Technical Working Group (ETWG) which provided a coalition to support the system comprising national and provincial M&E officials. Following the setting up of the coordination structures, a National Evaluation Policy Framework was then developed and approved by the Cabinet in November 2011. It foresaw a focus on priority national evaluations through a National Evaluation Plan (Goldman et.al 2019).

1.4 Why studying Zimbabwe and Botswana national M&E systems

Observation of the selected countries above, prompted me to design a study to explore institutionalisation of national M&E systems for Zimbabwe and Botswana, thus countries that have recently embarked on a similar journey to institutionalise their national M&E systems. So far there are limited studies and publications of such a nature that are devoted to track and document institutionalisation of national M&E systems in Africa. Therefore, I consider this kind of story as necessary that needs to be told from an African point of view and by Africans. All stakeholders, Politicians, academics, students and practitioners need a coherent description the current state and best recommendations on how to move the institutionalisation process forward. My study thus highlight the extent to which national M&E systems for Zimbabwe and Botswana has institutionalised, the need for improving the measurement of the institutionalisation of national M&E systems, and provide a pathway forward for future research on evaluation investigations and a point of reference for initiating similar investigations.

1.4.1 Research Purpose

The overall purpose of the study is to explore the institutionalisation of the national M&E systems for Botswana and Zimbabwe. This exploration is guided by the following four specific research questions.

1.4.2 Research questions

For us to have a full understanding of the institutionalisation of national M&E systems for Botswana and Zimbabwe, the following four questions were asked:

Research Question 1: What is currently known about the historical development of M&E in Botswana and Zimbabwe?

- How has M&E evolved over the years in Botswana and Zimbabwe?
- What factors shaped this development?
- What are the roles of different stakeholders in the development?

Research Question 2: What are the existing theories, frameworks and tools that can be applied in investigating the institutionalisation of national M&E systems?

- What are the available theoretical frameworks that can be applied in studying the institutionalisation of national M&E system?
- What are the existing tools that can be adopted and applied to measure the level of institutionalisation of national M&E systems?
- What amendments can be made to these frameworks and tools to improve their validity in the context of Botswana and Zimbabwe?

Research Question 3: Where the two countries are at regarding institutionalising their national M&E system?

- How is Botswana and Zimbabwe score against the revised atlas?
- Which domains are advanced, and which are still lacking?
- What are the necessary steps or probable future course of the institutionalisation?

Research Question 4: What are the recommendations and new areas of research and action as emanating from the study.

- What are the recommendations drawn from the study findings?
- What are the possible new areas of research and further action based on the research findings?

- What are lessons learnt on the adoption of the atlas and any future modifications that can be done to contribute to further theoretical developments?

1.5 Chapter outline

In the context of presenting a full picture of the institutionalisation of National M&E systems in Zimbabwe and Botswana, the thesis is divided into nine chapters. Chapter one set the scene for the thesis and presents the background, context and rationale for the study. The second chapter present the theoretical foundations and frameworks that guides the study. The third chapter present the research design and methodology. The fourth chapter present the descriptive case study for Zimbabwe whilst the fifth chapter present the descriptive case study for Botswana. The sixth and seventh chapter present the findings against the Atlas for Zimbabwe and Botswana respectively. Then the eight chapter present the discussion which triangulate the findings from the different data sets and lastly the ninth chapter provides the conclusions and recommendations drawn from the discussion. This format gave more cohesion to the thesis and provides an easy reading flow making the sought golden thread for the study more evident.

CHAPTER 2: THEORETICAL FOUNDATIONS & FRAMEWORKS

2.1 Introduction

This chapter present a descriptive understanding of the key concept (institutionalisation), which is core to the study. It then expounds on the institutionalisation theoretical foundations focusing particularly on the Neo-institutionalism theory and the two analytical frameworks (Holvoet and Renard framework and the 'International Atlas of Evaluation theoretical framework) so far available to explain institutionalisation of national monitoring and evaluation systems. Thus, the chapter provide answers to the research question 2: What are the existing theories, frameworks and tools that can be applied in investigating the institutionalisation of national M&E systems?

2.1.1 Institutionalisation

Colyvas and Jonsson (2011) conceptualised institutionalisation as a process of converting something into an institution. An institution, in this case, can be a system of rules, beliefs and norms that can jointly generate a regularity of behaviour in a social system. As a pattern, institutions reflect repetitively activity sequences that reveal a reproduction process. That way, Colyvas and Jonsson (2011) follow the sociological tradition that treats institutionalisation as both a process and an outcome, representing the manner of attaining a social order that reproduces itself, as well as the state of having realised this order.

2.1.2 Institutionalisation of a national M&E system

The focus of this study is on how national monitoring and evaluation systems get institutionalised. Lázaro (2015) understood institutionalism of a national M&E system as a process of establishing monitoring and evaluation as an institutional, regular phenomenon in a governmental setting through specific policies or strategies. Similarly, Gaarder and Briceño (2010), understood the institutionalisation of a national M&E system as a process of channelling isolated and spontaneous M&E efforts into formal and systematic approaches, on the presumption that the latter provide a better framework for fully realising the potential of the M&E practice. The ability to engage with diverse stakeholders and secure their trust, while maintaining the integrity of the M&E process is the acid test for institutionalisation. Lázaro (2015), further argue that diffusion of the institutionalisation process depends upon the political and cultural peculiarities, as well as the existing socio-economic conditions.

According to Gaarder and Briceño (2010), for successful institutionalisation of an M&E system to take place, common factors stand out, namely the existence of a democratic system with a vocal opposition, and the existence of influential political champions to lead the process. Thus, successful institutionalisation of a national M&E system all depends on the political will and existence of political champions to spearhead and reinforce the initiative. As Kusek and Rist (2004) reiterate, the role of a political champion is key to ensuring the institutionalisation and sustainability of a national M&E system as they create a political environment that encourages continuous reporting, as well as the use of results.

Varone, Jacob & Winter (2005) note that the process of institutionalising a national M&E system is understood as a 'systematization' of the expected, if not compulsory, recourse to M&E, which can also be measured by its level of implementation within public administrations, political bodies and policy networks. In addition, Leeuw and Furubo (2008), point out that most institutionalised national M&E systems are able to provide information on an ongoing basis about the progress of parameters based on predetermined measurement instruments during fixed periods, while the information is intended to be used in a targeted way.

Besides the political element, institutionalising a national M&E system is a political task that also requires technical elements. Thus, in addition to the political context, there is a need for existing local capacity to implement the M&E processes. According to Acevedo, Rivera, Lima & Hwang (2010) besides a strong political will, successful institutionalisation of a national M&E system also requires the championing of M&E activities by a technical agency, which could be a department or a ministry that will be responsible for regulating, coordinating and enforcing the processes. In terms of structure, this oversight body should have a degree of independence and enforcement capabilities to disseminate the M&E data and findings and enforce the adoption of the recommendations. The technical oversight body will set up and advance the necessary institutional arrangements.

A separate M&E policy needs to be put in place, and where possible, a separate law or act that explicitly reflects the requirements for M&E. At the same time all government legal documents and acts need to have provisions for M&E and be well reflected. The government needs to develop national guidelines, which emphasises the need for M&E (Dhakal, 2014). Again, according to Gaarder and Briceño (2010), existence of a democratic system where citizens have the right to information and the right to participate in decision-making, is a key factor for institutionalising a national M&E system. This additional feature includes extensive information campaigns, consultation processes, and other legal and parliamentarian steps. Powerful stakeholders such as the parliament, the ministry of finance, or the president's office, help in championing the institutionalisation process.

The World Bank (2004) conceptualised the institutionalisation of a national M&E system as a step-by-step process. The bank emphasises that it is helpful to start with a diagnosis of what already exists in terms of M&E demand and supply. A next step is to develop an action plan that will lead to the desired destination for an M&E system. This should involve key stakeholders in central and sectoral ministries, donors and universities. Key elements of this action plan include influential champions, structural arrangements to ensure objectivity and quality, and a long-term commitment to institutionalising M&E. Then, as the institutionalisation process progresses, it is a good idea to monitor and evaluate the way the M&E system has developed regularly, and how well it is performing.

The bank also notes that country demand and incentives to utilise M&E are very important for the institutionalisation and sustainability of such a system. Demand focuses on the priority to use M&E data in support of core government activities. Uses include assisting resource-allocation decisions in the budget process, to help ministries in their policy formulation and analytical work, to aid ongoing management and delivery of government services, and to underpin accountability relationships (World Bank, 2004).

According to Varone, Jacob & Winter (2005) in order to determine institutionalism of an M&E systems the most obvious approach would be to measure the existence of formal organisations and the constitution of an epistemic community. This type of indicator examines organisational structures, such as specific boards or coherent inter-organisational bodies, which often represent key elements of the M&E apparatus. Types of such organisations can be a parliamentary committee, ministerial (inter-ministerial bodies) or administrative bodies. Depending on the characteristic of the country, these bodies can be situated at the national level or a regional level.

Varone, Jacob & Winter (2005) further mention that another tangible element of an institutionalised M&E system is the existence of an epistemic community, at the national level, where intellectual elites, policymakers and civil servants exchange their experiences. This can be in the form of clubs, networks and national evaluation societies. This epistemic community will be responsible for spearheading the M&E activities. These professional standards influence lines of conduct, guaranteeing the respect of norms of quality in terms of ethics, practical feasibility, political utility and scientific rigour.

Bustelo (2006), discusses the role that the creation of M&E standards or guidelines play in institutionalising a national M&E system. Bustelo observes that the process of creating codes, if it is participatory and based on real M&E practices, can help in the institutionalisation process. According to Bustelo (2006), principles refer to how M&E practitioners should behave, standards define the

attributes that a good M&E system should possess and fulfil, and guidelines formulate 'how-to do-it' recipes for applying standards and principles, explaining how M&E practitioners should proceed in order to fulfil them. M&E norms, standards and/or guidelines serve as an ethical compass to guide professionals in their practice. Secondly, M&E norms, standards and/or guidelines serve as an indicator of the institutionalisation of the M&E function within a specific country. The institutionalisation process of national M&E systems can best be understood through existing institutionalisation theories such as the Neo- institutionalism theory expounded below.

2.2 Neo-institutionalism theory

Neo-institutionalism theory is one school of thought so far available to explain the concept of institutionalism or institutionalisation. It focuses on developing a sociological view of institutions in terms of the way they interact and how they affect society. Neo-institutionalism has its roots in the early to mid-1980s. Meyer and Rowan (1977) started theorising about institutionalism around 1977. Subsequently, American political scientist March and Olsen (1984) published an influential piece, "The New Institutionalism: Organizational Factors in Political Life". These scholars continued to argue for further institutional analysis in democratic governance. In their work March and Olsen (1984) argue that political scientists needed to rediscover institutional analysis in order to understand the behaviour of individual political actors within political institutions. In other words, according to these authors, studying individual political behaviour without examining institutional constraints on that behaviour was giving scholars a skewed understanding of political reality (Breuning & Ishiyama. 2011).

Breuning and Ishiyama (2011) also explain that neo-institutionalism posits that organisational rules and behaviour are informed by societal values, norms, and rules dominating the external environment of the organisation. Neo-institutionalism provided a new methodological approach in the study of political science, economics, organisational behaviour, and sociology in the United States that explores how institutional structures, rules, norms, and cultures constrain the choices and actions of individuals when they are part of a political institution. Such methodology became prominent in the 1980s among scholars of U.S. politics. That so-called new institutionalism combined the interests of traditionalist scholars, who focused on studying formal institutional rules and structures, with behaviourists' scholars, who examined the actions of individual political actors.

As Munck (2006) noted, from the 1930s through to the 1950s, traditionalist scholars dominated political science as a discipline, especially in the United States. The evolution of comparative politics was punctuated by two revolutions: the behavioural revolution, during the immediate post-World War II years until the mid-1960s, and the second scientific revolution, which started around the end of the

Cold War. On both occasions, the impetus for change came from developments in the field of American politics and was justified in the name of science.

According to Munck (2006), traditionalist scholars were most interested in examining the formal structures and rules that were the foundation of political and governmental institutions such as the executive, legislative, and judicial branches. Traditionalist studies were often descriptive in nature, and used mostly qualitative methods, and usually did not use broad theories to ground their observations in a larger theoretical perspective. Often, traditionalist scholars were quite normative in their desire to describe how political institutions ought to function, as opposed to the empirical study of how things worked in practice.

Munck (2006) further noted that beginning in the 1960s, political scientists began to move away from focusing on political institutions, and instead almost exclusively studied the actions of individual political actors. That so-called behavioural or behaviourist revolution strove to make the study of politics more scientific, and quantitative methods came to predominate in political science. Behaviourists would, for example, focus on specific decisions of individual judges or choices made by individual members of Congress rather than on the rules and structures of the courts and the role of Congress in the broader system of government. The hope was that political scientists would develop broad theoretical approaches that would be validated by quantitative empirical methods, thus moving political science away from the disciplines of history, law, and philosophy and instead bringing it closer to the scientific approaches of economics, sociology, and psychology.

According to Breuning & Ishiyama (2011), by the mid-1980s many political scientists had begun to question whether the discipline should continue to ignore the traditionalist interest in political institutions, but without abandoning what behaviourists had learned in examining the choices of individuals. They also worried that behaviourism could bring the field only so far and that perhaps nothing more could be learned from that approach. Therefore, a "post behaviourists movement, neo-institutionalism, arose, designed in part to bring the study of institutions back into the discipline.

Ahonen (2015) argued that neo-institutionalism characterises organisations as a group of institutional actors responding to shifting conditions in the external field. In this regard, institutionalism is formed by habitually taken-for-granted patterns of interaction between institutional actors, which also catalyses the social knowledge that these actors share of which once institutionalised, this social knowledge starts to exist as a fact. These facts include institutional vocabularies, terminologies, conceptual systems, classifications, categorisations, boundaries within and between institutions, and the identities of institutions and institutional actors.

2.2.1 Streams of neo-institutionalism

Schmidt, (2008) points out that neo-institutionalism encompasses a range of methodological approaches in political science that have at their core an emphasis on institutions, understood as the rules, regularities, structures, and the context more generally which influence political outcomes and shape political conduct. One of the reasons that there is no single agreed-on definition of a political institution is that the neo-institutionalist approach encompasses a wide variety of complementary, but clearly different, methodologies. There are at least three branches of neo-institutionalism: rational choice institutionalism, sociological institutionalism, and historical institutionalism. These were identified in the early 1990s and the fourth, discursive institutionalism, has only been given a name since the early 2000s.

Rational choice institutionalism

Rational choice institutionalism, which has its roots in economics and organisational theory, examines institutions as systems of rules and incentives. Rules are contested so that one group of political actors can gain leverage over another. Political decision-making is explained through modelling assumptions and game theory, as challengers and holders of political power pit themselves against one another. Thus, rational choice scholars often focus on a single institution in a specific time frame, although some look at institutions across time (Breuning & Ishiyama, 2011)

In line with Breuning and Ishiyama's argument, Schmidt (2014) expounds that rational choice institutionalism also seeks to establish the most universal of generalisations, by positing rational actors with fixed preferences who calculate strategically to maximise those preferences and who, in the absence of institutions that promote complementary behaviour through coordination, confront collective action problems. Moreover, rational choice institutionalists' emphasis on the self-interested nature of human motivation can appear economically deterministic. However, rational choice institutionalism has difficulty explaining institutional change, given its assumptions about fixed preferences and a focus on equilibrium conditions and a lack of concern with the origins and formation of preferences. (Schmidt, 2008).

Historical institutionalism

Historical institutionalism is the hardest of the three streams to define, because it includes so many different scholars and so many different methodological approaches. It assumes that institutional rules, constraints, and the responses to them over the long term, guide the behaviour of political actors

during the policy-making process. Historical institutionalism mixes the quantitative analysis of the rational choice stream with the idea- and culture-based thought of the sociological stream. It includes an eclectic group of scholars with a wide variety of research agendas (Breuning & Ishiyama 2011).

Steinmo (2001) argue that historical institutionalism avoids some of the problems of rational choice institutionalism by focusing on the actual institutions, or 'macro-structures', in which political action occurs. However, by emphasising the structures and processes much more than the events out of which they are constructed, let alone the individuals whose actions and interests spurred those events, historical institutionalism lacks the 'micro-foundational logic' present in rational choice institutionalism. As a result, historical institutionalism can appear historically deterministic or even mechanistic given the focus on continuities and the assumption that change comes only in bursts, with stasis in between.

Breuning and Ishiyama (2011) further argue that historical institutionalists seek to define and explain specific real-world political outcomes, such as an election, using the historical legacy of institutional structures and feedbacks available to them. They also view politics as a competition over scarce resources and highlight differences in political power between institutions, such as between the courts and the legislature. They consider decision trees and path dependence, terms of art meaning the effects that one decision must limit the available future choices for any political actor or institution. Historical institutionalists note that institutions do not perform with perfect efficiency (because they were designed in earlier times) and institutional rules (such as the insistence on supermajorities or unanimity in voting) are slow to change, and, thus, those factors must be taken into account in any analysis (Breuning & Ishiyama, 2011)

Sociological institutionalism

Breuning and Ishiyama (2011), note that sociological institutionalism has its roots in sociology, organisational theory, anthropology, and cultural studies, and stress the idea of institutional cultures. Scholars of this stream view institutional rules, norms, and structures not as inherently rational or dictated by efficiency concerns, but instead as culturally constructed. According to DiMaggio and Powell (1991) sociological institutionalism focuses on agents who act within cultural institutions that consist of the norms, cognitive frames, and meaning systems that guide human action. Such cultural institutions constitute the setting within which purposive, goal-oriented action is deemed 'appropriate,' such that rationality is socially constructed and culturally and historically contingent. They tend to look at the role of myth and ceremony in creating institutional cultures, as well as the role of symbol systems, cognitive scripts, and moral templates. At times they take on a normative (usual and customary) approach to the study of political institutions, and they tend to blur the line

between institutions and culture. Their work often focuses on questions of the social and cultural legitimacy of the organisation and its participants (Breuning & Ishiyama. 2011).

DiMaggio and Powell (1991) further argue that because sociological institutionalist explanations are arrived at inductively rather than deductively, they can lend insight into individuals' reasons for action in ways that rational choice institutionalism cannot. Moreover, because such explanations account contextually for individuals' reasons for action, sociological institutionalism is better able to explain the events out of which historical institutional explanations are constructed. By the same token, however, because sociological institutionalism makes no universalistic claims about rationality, and is generally focused on explanation within rather than across cultures, it risks an implicit relativism which leads one to question whether it allows for any cross-national generalisations at all. Finally, rather than appearing either economically or historically deterministic, sociological institutionalism can appear culturally deterministic where it emphasises the cultural routines and rituals, to the exclusion of individual action which breaks out of the cultural norm.

Discursive institutionalism

Schmidt (2008) expounds that discursive institutionalism has been a natural outgrowth of all three older neo-institutionalisms. Discursive institutionalism largely avoids the economic, historical, or cultural determinism of the other three 'new institutionalisms' through its attention to ideas and discursive interactions. By the same token, however, it risks appearing highly voluntarist and may appear to risk relativism, much like in sociological institutionalism. It also runs the risk of over-determining the role of ideas and discourse, since often 'stuff happens' that it cannot explain. All four institutionalisms, in short, serve to account for political reality in very different ways, with different objects and logics of explanation, and with different advantages and limitations (Schmidt, 2008). All four thus can provide a better understanding of how an M&E system can be institutionalised.

2.2.2 A critique of neo-institutionalism

According to Hasselbladh and Kallinikos (2000) the new institutionalism in organisation studies has managed to give a new momentum to the old and vexed questions associated with the project rationalisation, that the building blocks of organisational action are constituted as social entities by an evolving set of rationalised patterns, models and cultural schemes. Thus, organisations are made possible as situated patterns of meaning and action by these wider instrumental beliefs and practices. Also, organisations are social entities embedded in a complex network of beliefs, cultural schemes and conventions that shape their goals and practices. However, a pervading theme from neo-

institutionalism is that the formation of specific patters of rationalisation are explained by reference to legitimacy, as the major prerequisite for organisational survival and success. This does not seem to represent a departure from the traditional adaptivist and functionalist conception of organisations as systems responding to the demands of their environment.

As Deephouse and Suchman (2008) notes, neo-institutionalism bypasses the central issue of the social construction of rationalisation, which it treats in terms of structural isomorphism. However, questions such as how some ideas achieve a remarkable visibility while others fail to do so, or why some administrative patterns or objects diffuse relatively unchanged while others are renegotiated and reinterpreted to a degree that makes them hardly recognisable, cannot be answered by the standard version of neo- institutionalism.

Hasselbladh and Kallinikos (2000) present another limitation of neo-institutionalism from the angle that institutionalisation does not stop at the delineation of a social field or domain of action. It further involves the development and organisational embeddedness of performance principles, specified rules of conduct and devices of control that render organisational action capable of being designed, carried out and controlled. So, when we claim that neo-institutionalism tends to remain idealistic, it just implies that the discursive and codifying means by which rationalised beliefs and practices are given form, have not been studied adequately.

Hasselbladh and Kallinikos (2000), therefore against the background of the limitations above, claim that the examination of the empirical programme of neo-institutionalism fails to account for important facets of institutionalisation. Thus, neo-institutionalism offers no account of the means through which a domain of action is conceived, rules of conduct, performance principles and devices of control are developed. Instead it concentrates by and large on investigating the patterns of diffusion. Hasselbladh and Kallinikos summarise their comments by concluding that, due to the generality of the neo-institutional school, broad definitions of the concept of an institution fail to account for the distinctive character of the processes of institutionalisation (Hasselbladh & Kallinikos, 2000).

Lang (2018) concludes that although new institutional theory has turned into a widely accepted framework for actor-centred studies dealing with organisations, state and society, it lacks the qualities of a fully-fledged theory. Nevertheless, new institutionalism offers a useful conceptual framework for organisational studies and for other fields in the social sciences. Lang (2018), like Hasselbladh and Kallinikos, also points out that a clear problem of institutional theory is its simplified description of the way institutions work. However, Lang (2018) goes further to acknowledge that, although many critical scholars see new institutionalism as a concept that is too abstract and too diverse to be directly translated into a clear analytical approach, new institutionalist research can open up a broad field for

25

inductive investigations favouring a better understanding of how particular organisations work, focussing on issues of agency within specific institutional settings and constraints.

2.3 Institutionalisation analytical frameworks

As noted by Goldman et. al (2018), the literature on national monitoring and evaluation systems and associated theoretical frameworks remains predominantly authored by Western scholars. For example, the International Atlas of Evaluation (Furubo, Rist & Sandahl 2002) largely refers to Organisation of Economic Cooperation and Development (OECD) countries. A recent review commissioned by CLEAR of evaluations across 12 African countries over the past 10 years confirms this trend (Mouton & Wildschut 2017). This creates a challenge to find useful analytical and theoretical frameworks within the existing literature that speaks to emerging evaluation trends in an African context.

Among scholars that have theorised and developed some frameworks useful to explore issues such as institutionalisation of national monitoring and evaluation systems include the likes of Furubo, Rist and Sandahl (2001) as well as Holvoet and Renard (2007). A publication of the International Atlas of Evaluation by Furubo et al (2001) was a landmark in the institutionalisation of monitoring and evaluation systems scholarship. From this work these scholars developed the International Atlas of Evaluation framework. Since then, this framework has been adopted by scholars to conceptualise institutionalisation of evaluation systems in different countries.

Holvoet and Renard (2007) also developed their framework which mostly applies to a developing country context where poverty-reduction efforts are the focus. The framework illustrates the key features of an effective national evaluation systems and is centred on the dimensions of state construction as these systems in Africa tend to still be nascent in their development. This framework has been used for instance in the evaluation of South Africa's National Evaluation System (Goldman et al 2019).

2.3.1 The Holvoet and Renard analytical framework

Literature review uncovered another useful theoretical framework to characterise national M&E systems in developing countries by Holvoet and Renard. In their framework, Holvoet and Renard identified six characteristics of emerging national M&E systems, that is, policy, methodology, organisation, capacity, participation, and use. In this framework, use is the identified purpose of a national M&E system where the system is one that uses information collection, analysis and feedback

for results-based budgeting and management; iterative learning and evidence-based priority setting and policymaking (Goldman et al 2019).

Holvoet and Renard framework as presented in figure 2 demonstrate that the national M&E policy sets out the approach and principles that justify the need for M&E. It may be complemented by an M&E plan. Key characteristics in M&E policies are (1) how autonomy and impartiality or independence are ensured, whether appropriate structures are in place allowing for feedback, particularly from the line departments where programmes and projects are being evaluated and (2) alignment to planning and budgeting. The second piece is methodology which includes selection of indicators, how evaluations are selected, and priorities established, whether there is some form of programme theory or causal chain in the programmes, and in the evaluations, which methodologies are used and how data are collected (Goldman et al 2019).

The third element is the organisation. This factor suggested includes coordination of the system, the role of the national statistical office, line ministries and decentralised levels of government and how the system links with projects. The next element is capacity, factors include acknowledgement of the problem and a capacity building plan. The fifth element looks at what participation of actors outside government there is in the system, including Parliament, civil society and donors. This is important for accountability and, where donors are important, integrating donors into the system. The last element of the framework being quality. Thus, the quality of the product and process are important, and how these feeds into use internally and externally (Goldman et al 2018).

Figure 2: Holvoet and Renard framework

1	POLICY	The Evaluation Plan	M vs. E	Autonomy and Impartiality	Feedback	Alignment planning and budgeting	
2	METHODOLOGY	Selection of indicators	Selection criteria	Priority setting	Causality chain	Methodologies used	Data collection
3	ORGANISATION	Coordination and oversight	Statistical office	Line ministries	Decentralised levels	Link with projects	
4	CAPACITY	Problem acknowledged	Capacity building plan				
5	PARTICIPATION OF ACTOR SOUTSIDE GOVERNMENT	Parliament	Civil society	Donors			
6	QUALITY	Effective use of M&E	Internal usage of M&E findings				

Source: Holvoet, N. & Renard, R. (2007). Monitoring and evaluation under the PRSP: Solid rock or quicksand?

As Goldman et al (2018) pointed out, this framework was used to describe the development of the national M&E systems for Benin, Ugandan and South Africa. Through this framework. Goldman et al (2018) results showed that all three countries have developed responses in most of the six elements of a national M&E system. Results showed South Africa has a larger number of evaluations reflecting the greater ability of the government to fund evaluations. Another finding was that the scope of the evaluations differed across the three countries. Benin's evaluations were at the policy rather than the programme level, therefore covering a broader scope, but in less depth. In all three countries, the government was playing a strong role in leading the evaluation system. Another glaring observation was that there is capacity in all three countries to conduct evaluations, but a limited pool of evaluation organisations to draw from, and more work is needed to strengthen the number of evaluators and evaluation organisations, as well as their quality.

2.3.2 The international atlas of evaluation framework

At the beginning of the millennium three scholars, Furubo, Rist and Sandahl conceptualized a framework aimed to describe an institutionalised M&E system and to deliver an overview of evaluation activities in various parts of the world hence they called it the international atlas of evaluation. Briney (2019), in her description of the history of the atlas, mentioned that the word atlas goes back to 1595, when Mercator published his work *Atlas sive cosmographicae meditations de fabrica mundi et fabricate fugura* in which he put an illustration on the first page the titan Atlas carrying a globe. Atlas has thereafter been used as a term for collections 'published as books of land maps, nautical charts, historical maps, sky maps, etc., put together to a fixed plan and together forming a whole'. Emulating the definition of an atlas, Furubo, Rist and Sandahl thus used their framework to compile and present an atla*s* of the present global situation regarding evaluation. They present the atlas in the form of a book that contains twenty-one country-specific chapters in which evaluation systems are described. These countries are on five continents and hence provide an overview of evaluation activities in different parts of the world.

Though the Atlas' framework seems to be mainly an ad hoc framework from evaluation literature that does not have the theoretical roots to explain or justify its components Furubo, Rist and Sandahl managed to build the framework over a period of a decade and succumb it to validation test through two major studies, one in 2001 and the other in 2011. Furubo, Rist and Sandahl in their Atlas framework made a claim that for a nation to be said to have fully institutionalised its M&E system there must be an arrangement of indicators that demonstrate so. Based on this claim, they came up with indicators measuring nine domains of which all must be fulfilled before an M&E system can be said to be fully institutionalised. If a nation positions high on a domain, it is given a score of 2, with 1

speaking to a medium worth, and 0 to a low or non-existent level of action. The nine domains and the associated scoring criteria, are presented in table 1

Table:1 The nine atlas domains

DOMAIN	DESCRIPTION AND SCORING
Evaluation takes place in many policy dimensions:	There are frequent evaluation activities within various policy fields. Score 0: If evaluation activities take place only in a very limited part of the public sphere, we regard evaluation as an isolated activity, and the country will get a score of 0. Score 1: A score of 1 is given to countries where evaluation activities are clearly frequent, but where they are not regarded as an integrated part of the whole public sector. Score 2: To get a score of 2, evaluation activities must be taking place in most of the public sector.
Supply of domestic evaluators from different disciplines:	There is a supply of evaluators from different academic disciplines who have mastered different evaluation methods and who conduct and provide advice regarding evaluations. This criterion is also intended to grasp the diffusion and pluralism of evaluation praxis in a country. Score 0: Countries where there exist perhaps only a handful of institutions conducting evaluations with a rather monolithic perspective, get a score of 0. Score 1: Countries somewhere in-between these two positions receive a score of 1. Score 2: Countries with a flourishing supply of evaluators in which evaluative problems are seen from different perspectives, and with evaluators from different disciplines specialising in different methods, will receive a score of 2.
National discourse concerning evaluation:	There is a national discourse concerning evaluation in which more general discussions are adjusted to the specific national environment. Score 0: Countries where the discussion is totally based on 'imported goods' get a score of 0. Score 1: The countries in between get a score of 1. Score 2: A score of 2 will be given to countries in which it is obvious that discussions about questions such as organisational structures, systems for training evaluators, evaluation utilisation, as well as potential adverse effects, result from the national experience and preconditions of the country.
Professional organisations	Evaluators have their own societies, networks or frequent attendance at meetings of international societies and at least some discussion concerning evaluation standards or ethics. Score 0: A score of 0 is reserved for countries with only ad hoc meetings. Score 1: Countries without societies, but where meetings are held on a regular basis, receive a score of 1. Score 2: Countries that have networks or societies for evaluators get a score of 2.
Degree of institutionalisation – government:	This criterion attempts to take into consideration permanent arrangements or systems whereby evaluation initiatives are commissioned to different evaluators Score 0: Countries lacking such arrangements, get a score of 0. Score 1: A score of 1 is an 'in-between-value'. Score 2: Countries with well-developed structures and processes for conducting and disseminating evaluations, get a score of 2.
Degree of institutionalisation – parliament:	This criterion tries to cover the same kind of arrangements as criterion 5, but this time at the parliamentary level. The reason for having the same criterion for parliament is that we find it more likely that different political groups will be involved, and perhaps other kinds of evaluative questions will be raised if the initiative comes from the parliamentary sphere. Score 0: Countries lacking such arrangements get a score of 0. Score 1: A score of 1 is an 'in-between-value'. Score 2: Countries with well-developed institutionalisation for conducting and disseminating evaluations get a score of 2.
Pluralism of institutions or evaluators performing	This criterion is obviously intended to capture the degree of pluralism. If we imagine that we have only one very dominant organisational entity in a policy dimension, which at once formulates the evaluative problems, decides which evaluators to use, and thus also decides what kind of methods to employ, etc., there is no scope for pluralism. A

29

DOMAIN	DESCRIPTION AND SCORING
evaluations within each policy dimension	country with this kind of situation is regarded as less mature than a country in which there are several commissioners and conductors of evaluations. Score 0: A score of 0 is given to countries with a very monolithic structure. Score 1: A score of 1 is for countries in the middle. Score 2: A score of 2 is given to countries with a high ranking.
Evaluation within the supreme audit institution:	The existence of evaluation activities within the supreme audit institution (SAI) can be of different kinds. The SAI might conduct evaluation activities themselves or look at conditions for undertaking evaluations within the public sector or even carry out different forms of meta-evaluation. Score 0: Where evaluation is absent, the score shall be 0. Score 1: A country which has evaluative activities within the SAI, but not to the same extent, or to countries which have only recently brought evaluation into the activities of their SAI, gets a score of 1. Score 2: A score of 2 shall characterise countries in which evaluation plays an important part in fulfilling the activities of the SAI.
Proportion of impact and outcome evaluations in relation to output and process evaluations:	The evaluations conducted should not just be focused on the relation between inputs or outputs or technical production. Some public sector evaluations must show programme or policy outcomes as their object and raise such questions as whether the public interventions impact on the problems they had were intended to solve. Score 0: A score of 0 is given to countries that seem to concentrate too heavily on input or output measurements or on the production process itself. Score 1: A score of 1 is given to countries in between. Score 2: A score of 2 is given to countries with a very pluralistic set of activities in this respect.

Source: Furubo, Rist and Sandahl. (2002)

Furubo, Rist and Sandahl. (2002) put the framework to test by conducting a study that made a systematic comparison of the M&E systems across 21 countries from five continents. To ensure validity they made the ranking process an interactive one between the editors and the authors of each of the country chapters. The authors of each country chapter were asked to focus on:

1. A historical overview of supply and demand in relation to M&E, and shifts in institutional settings;

2. A description of professionalisation in the field of evaluation, that is the existence of university programmes, a national evaluation association, and other sources of training in evaluation;

3. A description of M&E in the executive or ministerial branch of government;

4. A description of M&E in the legislative or parliamentary branch of government;

5. Concluding observations on where the national M&E systems are at present and where they may be going.

The results of the study are presented in table 2.

Table 2: Scoring of the countries on the Atlas scale

Countries	I. Dimensions	II. Disciplines	III. Discourse	IV. Profession	V. Inst- Government	VI. Inst- Parliament	VII. Pluralism	VIII. SAI	IX. Impact	SUM
United States	2	2	2	2	2	2	2	2	2	18
Canada	2	2	2	2	2	1	2	2	2	17
Australia	2	2	2	2	1	1	2	2	2	16
Sweden	2	2	2	1	2	1	2	2	2	16
Netherlands	2	2	2	1	2	1	2	2	1	15
United Kingdom	2	2	2	2	1	1	2	1	2	15
Germany	2	2	1	2	1	1	2	1	1	13
Denmark	2	2	2	1	1	0	2	1	1	12
Korea	1	1	2	2	2	0	2	1	1	12
Norway	2	1	1	1	2	1	1	2	1	12
France	2	1	1	2	2	1	1	1	0	11
Finland	2	1	1	1	1	1	1	1	1	10
Israel	1	1	1	2	1	0	1	1	1	9
Switzerland	1	1	2	2	0	0	2	0	0	8
New Zealand	1	0	1	2	0	0	1	1	1	7
Ireland	1	1	1	0	1	0	1	1	1	7
Italy	1	1	1	2	0	0	1	1	0	7
China	1	1	0	0	2	0	1	0	1	6
Spain	1	0	1	2	1	0	0	0	0	5
Zimbabwe	1	1	0	0	1	0	0	1	0	4
Japan	1	0	0	1	1	0	0	0	0	3
Total	**32**	**26**	**27**	**30**	**26**	**11**	**28**	**23**	**20**	
Mean	1.5	1.2	1.3	1.4	1.2	0.5	1.3	1.1	1.0	10.6
Top 3	2.0	2.0	2.0	2.0	1.7	1.3	2.0	2.0	2.0	17.0
Bottom 3	1.0	0.3	0.3	1.0	1.0	0.0	0.0	0.3	0.0	4.0
Source: Adapted from Furubo, Rist, and Sandahl (2002)										

The study results ranked the United States of America (18), Canada (17), and Australia (16) as the top three countries with fully institutionalised M&E systems. The bottom countries were Japan (3), Spain (5), New Zealand, Ireland and Italy (7). These findings show that many European countries institutionalised their M&E systems as an integrated aspect in their political and authoritative systems. For instance, as a possible consequence of their European Union membership, these countries were

31

characterised as having strong external pressure for institutionalising their M&E systems. Inversely, North American countries (i.e. United States and Canada) institutionalised their M&E systems with weak external pressures (i.e., lack of influence from international organisations such as the World Bank or United Nations) and strong internal pressures (i.e., political and administrative cultures in federal and state governments). This distinction between development of the national M&E systems as a result of internal or external pressures would provide great lens for the historical perspectives of Zimbabwe and Botswana presented in the next chapters.

In 2011, thus 10 years after the first study, Jacob, Speer & Furubo conducted a replicated study and created a comparison of the first findings with current developments. Since reforms need a few years to become effective, the authors viewed a period of 10 years apart as an acceptable timeframe for examining conditions for institutionalising M&E systems development, moreover as long enough for its development within the original countries. In the replicated study they conducted a comparative cross-country analysis of institutionalisation of M&E systems among 19 of the 21 countries that had been examined in the initial international atlas of evaluation study. Zimbabwe and China were excluded owing to their very different political environments and for additional comparability between the more homogenous nineteen Organisation for Economic Co-operation and Development countries. Using the nine dimensions of the international atlas of evaluation framework, the authors then identified the institutional characteristics of reforms over the last decade within the nineteen countries (Jacob, Speer & Furubo, 2015).

In addition to the nine indicators, the analysis also included results of an expert survey. A total of five experts from three completely different backgrounds (public, non-public and academic) were invited to participate in the expert survey. In the end, 78 evaluation experts participated during this survey administered from April to September 2011. Authors who wrote a chapter within the initial study were invited to participate within the new expert survey. Additional experts were identified by literature searches, previous personal knowledge and the help of a snowball-system. To ensure comparability with the initial 2001 study findings, the authors used the same indicators and the same scale. Each expert was asked to offer a rating keeping with the informative text and to comment on it. Unlike in the original study, in the replicated study the authors included five more open-ended questions about the triggers of the institutionalisation, the use of the evaluation findings, the suggestion of relevant documents or literature, and the chance for more comments. Answers to these further questions helped in deciphering the data and explaining the noted changes (Jacob, Speer & Furubo, 2015).

In presenting the results, the authors divided the sample into three categories according to the respective degree of institutionalisation. A high degree of institutionalisation was defined by a score

of 12 or higher, a score between 6 and 11.9 represented a medium level of institutionalisation, and countries with a score lower than 6 had a low level of institutionalisation. Based on this analysis criteria, the results from the study were as follows: High degree of institutionalisation (n = 15): Australia, Canada, Denmark, Finland, France, Germany, Israel, Japan, the Netherlands, Norway, South Korea, Sweden, Switzerland, the United Kingdom, the United States. Medium degree of institutionalisation (n = 4): Ireland, Italy, New Zealand and Spain. Low degree of institutionalisation (n = 0). (Jacob et al., 2015). The vast majority (79%) of the countries showed a high degree of institutionalisation. Four countries (21%) were in the middle of the scale, while no country (0%) was characterised by a low degree of institutionalisation (Jacob, Speer & Furubo, 2015).

Critique of the international atlas of evaluation framework

According to Jacob, Speer and Furubo (2015), minimal systematic comparative research of evaluation systems across countries has been done until 2001, when the first International Atlas of Evaluation study was conducted. In that regard, the International Atlas has been acclaimed for being the first of its kind to give a systematic comparative overview of national M&E systems across countries. However, while providing a useful guiding framework, my major challenge with it is that it is mainly an ad hoc framework built from evaluation literature that does not have the theoretical roots to explain or justify its components and famous nine dimensions.

Secondly, I criticise the atlas framework of low reliability. The fact that there are only two cases of studies where the atlas was tested offers little basis for establishing reliability and validity of the scoring approach. Since the scoring is not very highly tuned, it could not be easy task to compare, say Norway with Switzerland, or Italy with New Zealand, given the countries differences in terms of constitutional and political systems. Furthermore, the scores were exclusively based on subjective views by the authors of that time, as well as the individual contributors of atlas chapters. This made the scoring very subjective as the scores were produced in an iterative process between the editors and the chapter authors, reflecting their perceptions. However, even though the scoring approach has reliability concerns, I acclaim it for giving an orderly method for reviewing nations M&E systems.

In the concluding section of the study Jacob, Speer & Furubo (2015) highlight that moving on to more research on sectorial differences will be needed and further disaggregated measures could be developed for obtaining a more finely grained picture. They further point out that some of the indicators (e.g. national discourse, impact or outcome) capture the perceptions of the experts rather than the formal aspects of the institutional setting. In some cases, the results did not tell enough about specific rules, mechanisms, and systems. With such acknowledgement of the limitations from the

authors, and the critical discussions I pointed above, I decided to adapt the atlas framework and support it with other existing frameworks and institutionalism theories.

2.3.3 The adapted atlas framework

Taking into consideration the limitations of the atlas framework and leveraging on its strengths, I developed an adapted framework as presented in figure 3. Though the adapted framework borrowed most of the components from the atlas, I grounded it within the neo institutionalism theory and other frameworks referenced in the literature particularly the UNAIDS Organising Framework for a Functional National Monitoring and Evaluation System and the Holvoet and Renard (2007) framework. In this regard the adapted atlas conceptual framework below embraces the facets neo institutionalism theory such as discursive institutionalism to provide a more multifaceted set of concepts to explore the domains of institutionalisation of the M&E system.

Discursive institutionalism is an umbrella concept for approaches that concern themselves with the substantive content of ideas and the interactive processes of discourse in institutional context. It also theorizes about the nature of the power of ideas, through discourse. Embracing this argument, I designed the adapted framework to include more domains that assess presence of discourse. These domains include domain on National discourses/dialogue on M&E, Existence of a democratic system that promotes M&E and Level of utilisation of M&E information in the country. I also made the adapted atlas to include domains that asses the institutionalisation from the rational choice institutionalism realm. Thus, refocusing the framework to examine the M&E system as systems of rules and incentives. The rational choice institutionalism postulates that rules are contested so that one group of political actors can gain leverage over another. Political actors in this case are equated to systems. Thus, the M&E system can act like what political actors does to gain leverage over others stems by pitching the rules that makes it distinct as a system.

Figure 3: The adapted Atlas framework dimensions
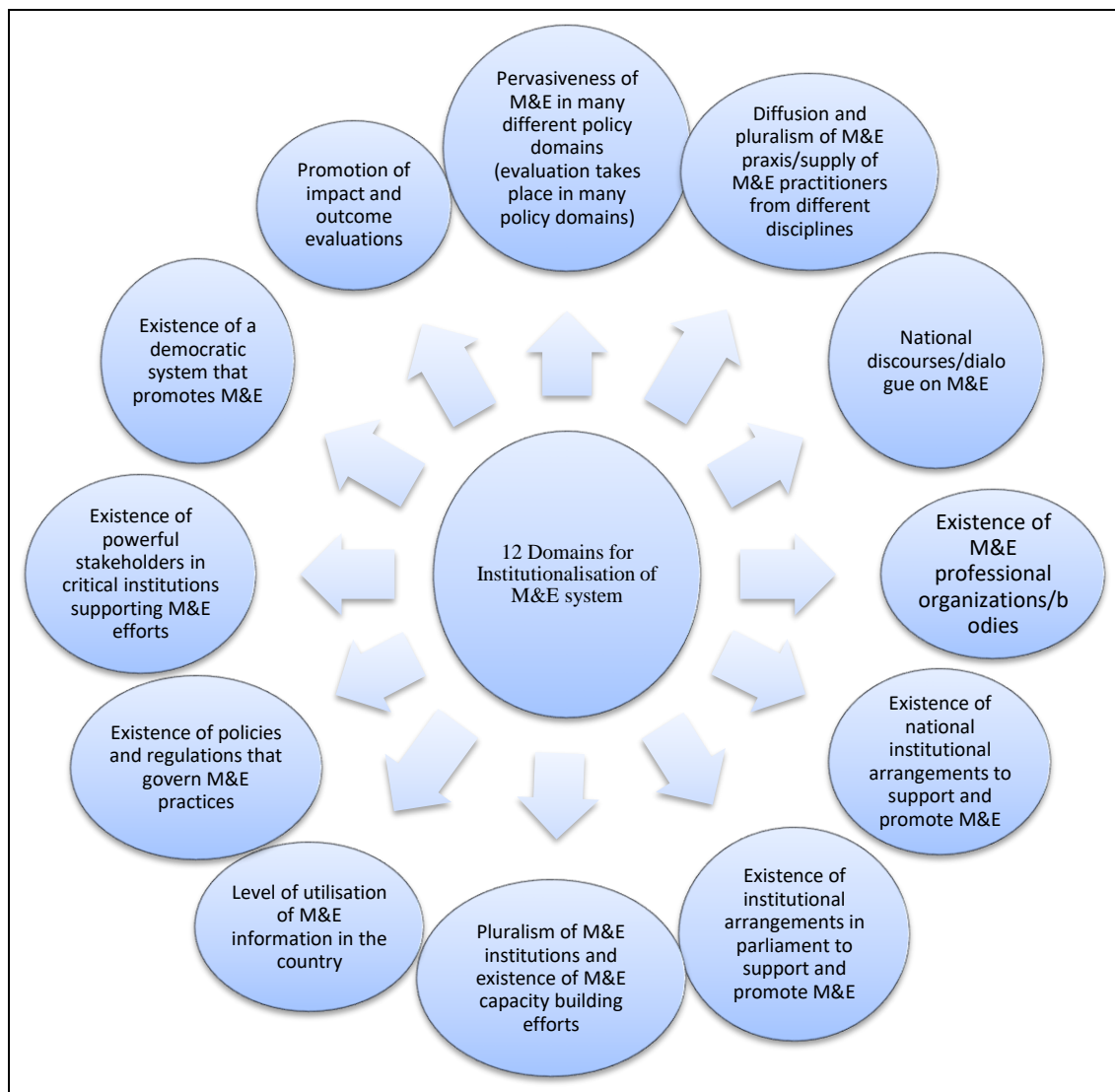
As presented in figure 3, the adapted framework consists of twelve domains that needs to be fulfilled before a national M&E system is said to have institutionalise fully. These domains thus represent the facets of a functional national M&E system. Though presented in a circular manner these elements are interlink and can be developed at the same time.

As presented in table 3, four domains were added to the original eights domains to make them twelve. Each domain contains two to three dimensions. Though I retained the 8 dimensions their they were rephrased.

Table 3: Adapted Atlas framework domains and dimensions

Domain	Domain status	Dimension
Domain 1: Pervasiveness of M&E in many different policy domains (evaluation takes place in many policy domains)	Retained	M&E is a regular phenomenon in the country
		M&E take place in many sectors (e.g. health, education, agriculture, etc.)
Domain 2: Diffusion and pluralism of M&E praxis/supply of M&E practitioners from different disciplines	Retained	The country has an adequate supply of M&E practitioners from different disciplines specialising in different methods
		The country has enough numbers of personnel from different disciplinary backgrounds attracted to work in the field of M&E
Domain 3: National discourses/dialogue on M&E	Retained	There is a national dialogue on M&E in the country
		The country has M&E and performance management issues on its political agenda
		The country holds regular national seminars and conferences on M&E
Domain 4: Existence of M&E professional organizations/bodies	Retained	The country has a vibrant M&E association or society for evaluators
		In the country M&E stand out as an independent profession
Domain 5: Existence of national institutional arrangements to support and promote M&E	Retained	The country has a permanent oversight body or structure that guide M&E activities at national level
		The country has a national development planning system that takes M&E as a regular and integrated feature of the planning process
Domain 6: Existence of institutional arrangements in parliament to support and promote M&E	Retained	Members of parliament often adopt provisions, laws and constitutional amendments based on M&E data
		M&E information is used by parliamentarians in the adoption of legislations
		Parliament assesses and debates national development programmes performance using M&E information.
Domain 7: Pluralism of M&E institutions and existence of M&E capacity building efforts	Retained	The country has many government institutions and private consultancy firms that provide M&E services
		The country has a large pool of M&E practitioners from different disciplines
		There are efforts by the government, the private sector and NGOs to strengthen the capacities of M&E personnel
Domain 8: Level of utilisation of M&E information in the country	Added	The country has a culture of using M&E information to guide national planning
		M&E information from both government and private and NGOs are widely disseminated and readily available in the public domain
Domain 9: Existence of policies and regulations that govern M&E practices	Added	The country has a separate law or act or regulation that explicitly reflects or stipulates the requirement to monitor and evaluate public programmes and projects on a regular basis
		The country has a national M&E policy that promotes involvement and participation of stakeholders in M&E
Domain 10: Existence of powerful stakeholders in critical institutions supporting M&E efforts	Added	There are clear stakeholders championing the development of a national M&E system in the country
		The country is putting in efforts to include oversight agencies and civil societies in the overall capacity building programmes for strengthening M&E practices

Domain	Domain status	Dimension
		Audit institutions in the country play an important role as producers of M&E information
Domain 11: Existence of a democratic system that promotes M&E	Added	In the country, there is a regular demand from civil society and the general public for transparency and accountability of decision-makers regarding the value for money
		In the country citizens have the right to M&E information
		In the country M&E practitioners perform their M&E work free from political influence
Domain 12: Promotion of impact and outcome evaluations	Retained	In the country, the use of outcome indicators has been popularised by national laws
		In the country, impact evaluations have been added to existing M&E practices in the country

2.3.4 Similarities and differences between the original and the adapted atlas framework

1. The adapted framework maintained the nine dimensions with an additional three dimensions

2. The adapted framework mimics the original framework in the sense that it includes measures under each dimension (at least two measures per dimension) of which all must be fulfilled before an M&E system can be said to be completely institutionalised

3. Both frameworks attempt to clarify which strengths were influencing the shape the institutionalisation process.

4. Whilst the original framework aims at describing the institutionalisation in various parts of the world, the adapted conceptual framework focusses on presenting an in-depth description of the institutionalisation of national M&E systems only in two African developing countries that has got diverging levels of economic development and political stability.

5. Whilst the original framework was applied in 21 countries the adapted framework was only applied in two African countries (Botswana and Zimbabwe.).

6. Both frameworks give a systematic comparative overview across the countries with the adapted framework extrapolate similarities and differences that exist between the two countries regarding their levels of institutionalisation of their national M&E systems. Thus, as is with Furubo et al. (2001) and Jacob et al. (2011) studies in this study a comparison of the two countries though at different levels in terms of socio-political and economic environments was also done. The difference being that in the Jacob et al. (2011), study the comparison was done across countries with more homogeneous characteristics (i.e. the 19 OECD countries).

The areas of divergence from the original atlas framework presented above were introduced to make the adapted atlas more applicable to the context of developing African countries (Botswana and Zimbabwe) since the earlier framework was predominantly used for OECD countries.

2.4 Conclusion

In conclusion, the discussion above provides some answers to the second research question for this study seeking answers on what are the existing theories, frameworks and tools that can be applied in investigating the institutionalisation of national M&E systems. Neo institutionalism theory is thus presented as one of the available theoretical frameworks that can be applied in studying the institutionalisation of national M&E system. Holvoet and Renard framework and the International Atlas of Evaluation were presented as the main existing tools that can be adopted and applied to measure the level of institutionalisation of national M&E systems. To demonstrate amendments that can be made to these frameworks and tools to improve their validity in the context of Botswana and Zimbabwe, the atlas framework was adapted as a framework of choice to provides a framework ideal for assess the institutionalisation of the national M&E systems in Botswana and Zimbabwe. As indicated in the body of this chapter the adapted framework took into consideration elements of the original atlas and grounded into neo institutionalism theory. It also embraced other frameworks referenced in the literature such as the UNAIDS Organising Framework for a Functional National Monitoring and Evaluation System and the Holvoet and Renard framework. By adding to the Atlas' model, the theoretical and conceptual lessons found in relevant scientific traditions made the adapted atlas framework more credible and valid.

CHAPTER 3: RESEARCH DESIGN AND METHODS

3.1 Introduction

The general intent of this chapter is to explain and present the study design and methodology used in the study. It presents the design for the study as well as the systematic approach and methodology employed in collecting both primary and secondary data, analysing it and developing the thesis.

3.2 Research design

According to Trochim (2000) a research design can be thought of as the structure of research. It refers to the overall strategy that a researcher chooses to integrate the different components of the study in a coherent and logical way, thereby, ensuring you will effectively address the research problem. Thus, as Mouton (2001) noted, a research design is a plan or blueprint of how you intend to conduct the research. Thus, it constitutes the blueprint for the collection, measurement, and analysis of data. It outlines the type of study that will best answer the formulated research questions. Based on the above definitions, the research design for my study is an exploratory concurrent nested mixed method research design. The design is illustrated in figure 4 below.

The first part of my research design is exploratory. According to Trochim (2000), an exploratory design is conducted about a research problem when there are few or no earlier studies to refer to or rely upon to predict an outcome. The focus is on gaining insights and familiarity for later investigation or undertaken when research problems are in a preliminary stage of investigation. Thus, I found the exploratory study design handy for my research problem because there are limited earlier studies focusing on the institutionalisation of national M&E systems to refer to or rely upon. Also, since my research problem is in a preliminary stage of the investigation and the focus is on gaining insights and familiarity for later investigation, I found an exploratory design to be most appropriate.

The second part of the design is the concurrent nested mixed method element. Creswell (2014) defined concurrent nested mixed method as a research design that involved the integration of both quantitative and qualitative ways of collection and analysis of research data in a single study. However, the collection and analysis of the qualitative and quantitative data sets happens at the same time. Then the nested part simply implies that the qualitative study happens within a predominantly quantitative study. Creswell further argued that the design encompasses more than simply combining qualitative and quantitative methods but, rather, reflects a new "third way" epistemological paradigm that occupies the conceptual space between positivism and interpretivism. Burch & Carolyn (2016)

39

noted that mixed method is characterized by a focus on research problems that require an intentional application of rigorous quantitative research assessing magnitude and frequency of constructs and rigorous qualitative research exploring the meaning and understanding of the constructs. Therefore, I deliberately selected a mixed method approach so as to draw on the strengths of quantitative and qualitative data gathering techniques so that I can formulate a holistic interpretive framework for generating possible solutions or new understandings of the institutionalisation of national M&E systems in the African context.

Operating within the realm of a concurrent nested mixed method design the survey method was presented as the predominant method with the case study coming in as the nested method. Thus, the survey method was the primary data collection method of choice for the study employed to collected quantitative data through a questionnaire. Then the case study came in to collect secondary qualitative data that was used to augment the quantitative data. However, both sets of data were collected concurrently and then got mixed during the analysis phase of the project hence pronouncing the concurrence and the nested mixed method aspect of the design.

At this stage it is worthy to acknowledge the following weaknesses associated with the design used. Firstly, utilisation of qualitative secondary data made the mixed method aspect less foregrounded. As a fact, secondary data can never equate to primary data from interviews and Focus group discussions. Though interviews and Focus group discussions were the preferred methods of collecting the qualitative data for this study, scarcity and irresponsiveness of the key informants and the focus group discussion participants made it futile to collect the required primary data. Secondly since the mixing aspect of the methods only pronounced at the analysis stage, it became difficult to transform the data needs during analysis in a way that both types of data could be integrated as the mixed method demands. Lastly the inequality between the quantitative methods and the qualitative method resulted in unequal evidence which greatly compromised the interpretation of the study results. Also, because the research design was very complex, reporting the findings required a well-organized narrative, clear writing style, and precise word choice.

Despite the weaknesses highlighted above, this design remained most viable for this exploratory study as it enabled me to gain broader and in-depth perspective on institutionalisation topic and to offset possible weaknesses inherent to the predominant method thus the quantitative method. In fact, the narrative information added meaning to numeric data I gathered from the survey, while the numeric data add precision to narrative information from the descriptive cases. Therefore, I managed to use the strengths of one method to overcome the inherent weaknesses of another method.

Figure 4: The study design outline
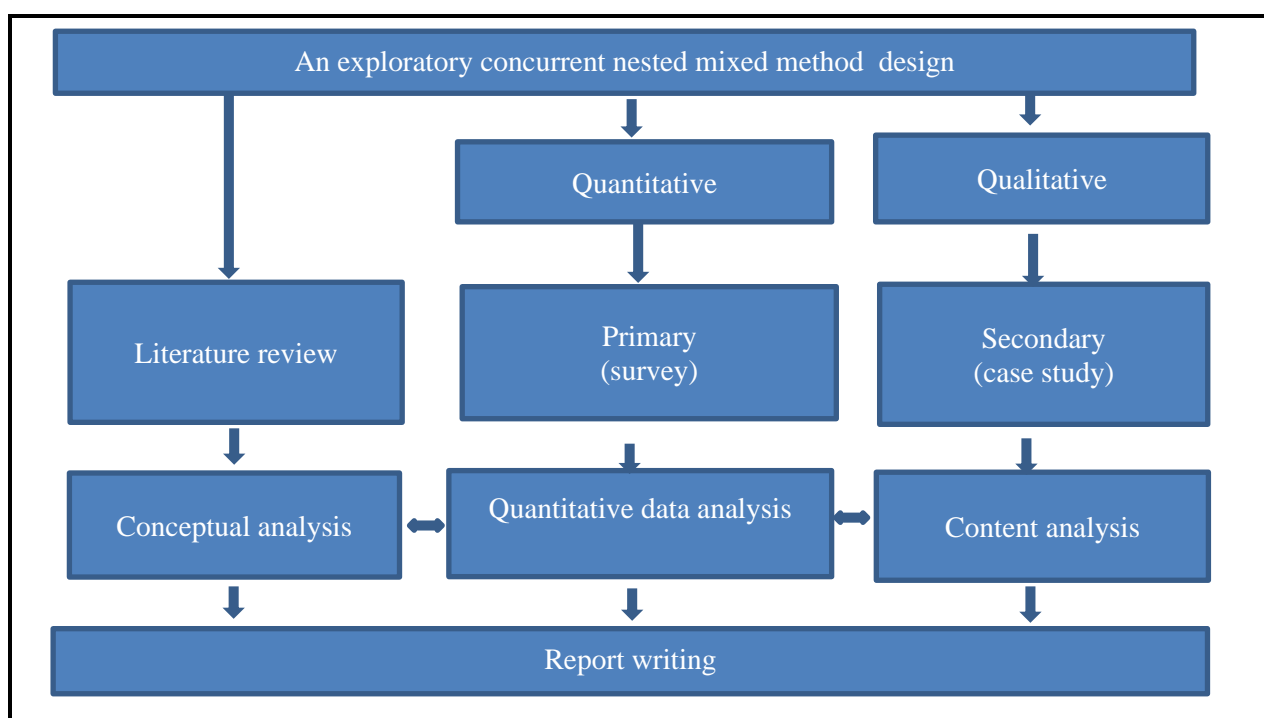
Adapted from a typology of research design types (Mouton 2001 p57)

3.3 Literature review

As outlined in figure 4 above, the first activity conducted in implementing the research strategy was literature review. The type of literature review conducted for this study was integrative literature review. Booth, Papaioannou and Sutton (2016) defined integrative literature review as a form of research that reviews, critiques, and synthesizes representative literature on a topic in an integrated way such that new frameworks and perspectives on the topic are generated. The body of literature includes all studies that address related or identical hypotheses or research problems. A well-done integrative review meets the same standards as primary research regarding clarity, rigor, and replication. Therefore, the purpose of conducting the literature review was to provide answers to the second research question below:

Research Question 2: What are the existing theories, frameworks and tools that can be applied in investigating the institutionalisation of national M&E systems?

- What are the available theoretical frameworks that can be applied in studying the institutionalisation of national M&E system?
- What are the existing tools that can be adopted and applied to measure the level of institutionalisation of national M&E systems?
- What amendments can be made to these frameworks and tools to improve their validity in the context of Botswana and Zimbabwe?

In order to gather enough evidence required to answer the above research question, the literature review processes then entailed reviewing books, scholarly articles, and any other sources that were relevant to the institutionalisation of M&E systems topic. The process entailed synthesizing representative literature about institutionalisation of M&E systems in Zimbabwe and Botswana. The process also involved examining the corpus of theory that has accumulated regarding institutionalism. This process helped in establishing the theories and frameworks around the institutionalisation concept and to establish the relationships between them.

As a result, institutionalism theories such as the Neo institutionalism was reviewed and presented as the theory of choice to guide and provide a theoretical framework for the study. Regarding analytical framework, available literature on the International Atlas of Evaluation was reviewed including studies that have utilised the atlas framework. This process let to the development of the adapted atlas framework.

In summary, the literature review informed my plan for investigating the research problem and to locate the research within the context of existing literature. The literature review also helped me to trace the intellectual progression of M&E in Africa and Zimbabwe and Botswana and to identify where gaps exist in how M&E has been researched to date.

3.4 Research methods

Both qualitative and quantitative research methods were used in implementing the research strategy outlined in figure 4 below.

3.4.1 Qualitative research methods

According to Denzin and Lincoln (2005) the word qualitative implies an emphasis on the qualities of entities and on processes and meanings that are not measured in terms of quantity, amount, intensity, or frequency. Thus, it implies that implies that data are in the form of words as opposed to numbers. Then as Merriam & Tisdell (2016) noted, qualitative researchers stress the socially constructed nature of reality. One key element that define a qualitative research study is that cases for study are purposeful. They are selected because they are information rich and illuminative. That is, they offer useful manifestations of the phenomenon of interest, sampling is aimed at insight about the phenomenon, not empirical generalization derived from a sample and applied to a population.

Merriam & Tisdell (2016) alluded further that data is often derived from carefully conducted case studies and review of material. The analysis of the data assumes that each case is special and unique;

42

the first level of analysis is being true to, respecting, and capturing the details of the individual cases being studied; cross-case analysis follows from and depends upon the quality of individual case studies. It involves inductive analysis, thus immersion in the details and specifics of the data to discover important patterns, themes, and inter-relationships. Thus, it begins by exploring, then confirming findings, guided by analytical principles rather than rules. Then looking at the central research problem being addressed, the study also employed qualitative method.

3.4.2 Quantitative research methods

According to Babbie (2010), quantitative methods emphasize objective measurements and the statistical, mathematical, or numerical analysis of data collected through polls, questionnaires, and surveys, or by manipulating pre-existing statistical data using computational techniques. Quantitative research focuses on gathering numerical data and generalizing it across groups of people or to explain a phenomenon. This means quantitative research focuses on numeric and unchanging data, logic, and an objective stance. Quantitative research also focuses on detailed, convergent reasoning rather than divergent reasoning meaning the generation of a variety of ideas about a research problem in a spontaneous, free-flowing manner.

Denzin and Lincoln (2005), noted further that quantitative studies emphasize the measurement and analysis of causal relationships between variables. Quantitative research designs are either descriptive, thus subjects usually measured once, or experimental meaning subjects measured before and after a treatment. A descriptive study establishes only associations between variables; an experimental study establishes causality (Muijs, 2010). Based on the description above, it was also necessary to utilise qualitative methods to gather data for the atlas. This data was then collected through a survey.

3.5 Primary and Secondary Data types

The chosen design as presented in figure 3 shows that both primary and secondary information and data was required to provide acceptable answers to the research questions. The primary data was mainly the data that was collected from the survey respondents through the questionnaire. Then this primary quantitative data was complimented with a range of contextual secondary material, including scholarly papers, case studies and M&E documents and reports. Due to unavailability of key informants it presented impossible to collect primary qualitative data through interviews or focus group discussions.

3.6 Data collection methods

Data collection, according to McMillan and Schumacher (2001), may be done with measurement techniques, interviews and a collection of documents. Figure 5 presents the methods that were used to gather information and data required to provide acceptable answers to the research questions included literature review, descriptive case study, and survey.

Figure 5: Data collection and analysis roadmap
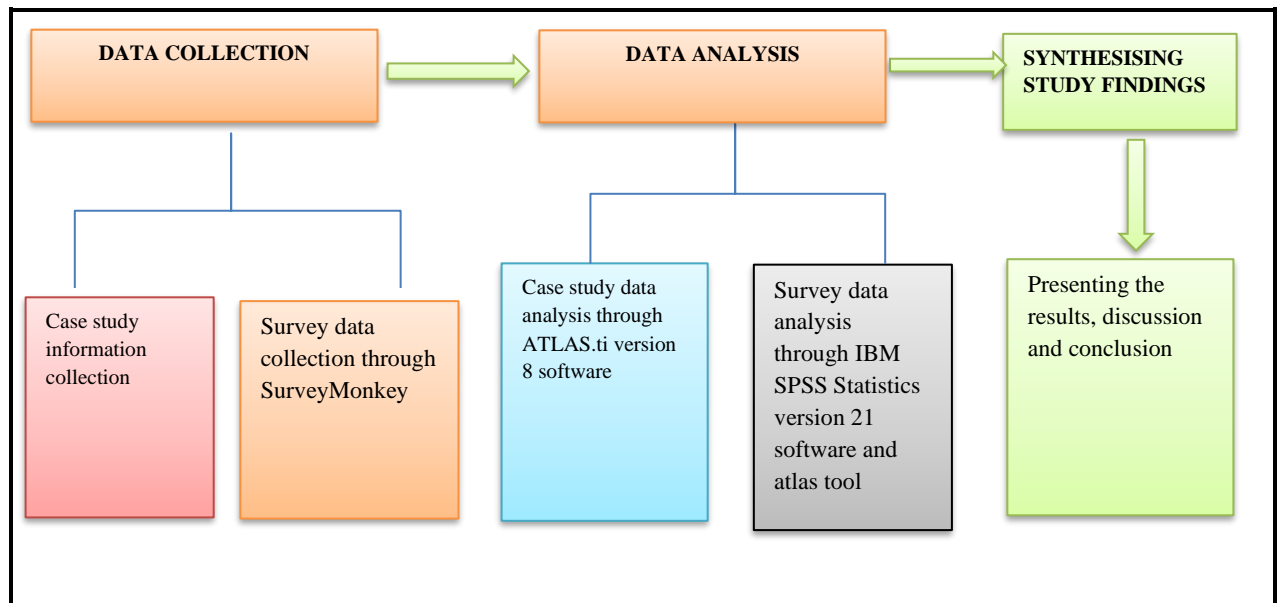
3.6.1 Descriptive case study method

According to Gerring (2004), a case study is an in-depth study of a research problem rather than a sweeping statistical survey or comprehensive comparative inquiry. It is often used to narrow down a very broad field of research into one or a few easily researchable examples. The case study research design is also useful for testing whether a specific theory and model applies to phenomena in the real world. It is a useful design when not much is known about an issue or phenomenon.

Based on these attributes of a descriptive case study, I made a conscious decision to infuse a case study design element to the study since there was not much known about the institutionalisation of national M&E systems in African countries such as Zimbabwe and Botswana. Again, this was to augment the survey data since the atlas framework chosen to study the systems was new and more of its facets was yet to be tested. Therefore, the descriptive case study methodology was used then to provide answers to the first research question below:

Research Question 1: What is currently known about the historical development of M&E in Botswana and Zimbabwe?

- How has M&E evolved over the years in Botswana and Zimbabwe?
- What factors shaped this development?
- What are the roles of different stakeholders in the development?

The decision to include a case study flavour was made with a full acknowledgement of the known limitations of such a design. For instance, design does not facilitate assessment of cause and effect relationships. Also, since the descriptive case relies on gathering of secondary information from literature and documents that are available at that time, vital information may be missing, making the case hard to interpret. Again, the case may not be representative or typical of the larger problem being investigated. Also, due to the criteria used to select the case of Zimbabwe and Botswana the interpretation of the findings can only apply to these cases.

Collection of the case study data

Collection of Botswana and Zimbabwe M&E documents identified in the CLEAR Access database was done. This process involved gathering available M&E documents, published and unpublished, in the public domain. These reports include those found in the CLEAR Evaluation database and those available in other public domains. However, since the CLEAR Evaluation database was still incomplete, I devoted a great part of my time door to door visiting the Zimbabwe and Botswana Government offices asking for any available M&E documents either electronic or printed. I also did the same to NGO offices and United Nations Agents offices and any other bilateral and multilateral organisations. Besides physically collecting the documents from the offices, I also downloaded some from their websites. Considering the scarcity of such M&E documents and the available time to gather such documents, I managed to gather a total of 52 relevant M&E documents for Zimbabwe and 77 for Botswana.

At this stage, it is worthy to acknowledge the limitation associated with this methodology. The approach of collecting the available documents from the office and downloading from websites is likely to be poor at finding old reports since people normally don't archive old documents hence the sample was likely to be biased towards more recent one. Also found it lot easier to get them from some donors than others. For instance, it was lot easier to get documents from Gaborone based and Harare based organisations. This negatively affect the representativeness of the sampled documents which subsequently skewed the analysis outputs and interpretation of the results.

Analysis of case data

As outlined figure 4, after all the documents were collected either as digital copies in Ms Word or PDF format, the next step was to upload them into ATLAS.ti version 8 software Hermeneutic unit for further document management and coding. The coding process involved developing a code book in MS word as presented in appendix 9. The coding list included codes on the commissioning agent, document title, contact details of the people who developed the document, year in which the document was developed and name of organisation that financed the development of the document. The code book was then uploaded into the ATLAS.ti version 8 software and the coding process followed. Using the code list, the researcher worked through each of the uploaded M&E documents to gain comprehensive and deep understanding of what these M&E documents were about, who funded them, who authored them. Outputs from this analysis was then presented in form of graphs and tables which were subsequently presented in chapter 4 and 5 thus the two descriptive cases on the historical evolution of M&E system for Botswana and Zimbabwe. The analysis output was also used to develop an email database of the M&E practitioners served as part of the sampling frame for the survey.

3.5.3 Survey method

A survey method was used to collect the quantitative data. This involved collecting some primary quantitative data from M&E practitioners through the SurveyMonkey. This methodology was selected to collect data to answer research question 3 below:

Research Question 3: To what level has the national M&E system for Botswana and Zimbabwe institutionalised?

- How is Botswana and Zimbabwe score against the atlas?
- Which domains are advanced, and which are still lacking?
- What are the necessary steps or probable future course of the institutionalisation?

Sampling for the Survey

A purposive sampling method that embraces a non-randomised or non-probability sampling technique was used to select the respondents for the survey. According to Lavrakas (2008), purposive sampling is a method which can be used to select a non-representative subset of some larger population, and the sample is constructed to serve a very specific need or purpose. A non-probability sampling method was deemed most appropriate for this study, because it allowed selection of members of the target population, in this case M&E practitioners with the likelihood to provide the most valuable data addressing the research objectives. The rationale for using this strategy, emanate from the fact that the intention of this study was not of the making generalisations (i.e., statistical inferences) from that

sample to the population of interest, hence no need to randomly select units from the population to create a representative sample.

The survey's target population was all M&E practitioners who had in the past and those who were currently involved (either directly or indirectly) in M&E work in Botswana and Zimbabwe. A sampling frame was then developed for this population of M&E practitioners in Zimbabwe and Botswana. As defined by Brown (2010), a sampling frame is the list of sample units from which the sample is drawn. It is the set of source materials from which the sample is selected, and the purpose of sampling frames is to provide a means for choosing the members of the target population that are to be interviewed in the survey. More than one set of materials may be necessary. However, the problem with most sampling frame is that some sampling frames are incomplete; thus, they do not include all available elements or sample units from the population (Brown, 2010).

Like as Brown (2010) noted that sometimes more than one set of materials may be necessary, this was the case in this study where multiple sampling frames were used. These were lists of M&E practitioners appearing in the researcher's LinkedIn Network and other M&E practitioners memberships data bases such as the Zimbabwe Evaluation Society (ZES) database. The challenge with these sampling frames was incompleteness where in most instances some critical elements such as email addresses were missing. From these sampling list, a total sample of 346 M&E practitioners was purposively selected for Zimbabwe and a total sample of 368 M&E practitioners for Botswana. An attempt was made to get a balanced distribution of the sample characteristics, such as distribution by sectors e.g. NGO, government, universities and consultancy firms.

I would like to acknowledge the limitation associated with this non-probability sampling method. Firstly, there is a high possibility of sampling error and lack of representation of the population, and hence introduce the element of gross subjectivity. Thus, the results cannot be generalised to the target population, because of the potential bias from under-representation of subgroups in the sample in comparison to the population of interest. Since the bias of the sample cannot be measured, it means any inferences are only about the sample itself. Therefore, to try to minimise this element of subjectivity, we made some effort to include as many respondents.

Survey Data collection tool – Self completion Questionnaire

A questionnaire was used to collect the survey data. See appendix 8. The questionnaire had the demographic section that also included background information question such as how the respondents describe themselves in terms of their professional identity. The questionnaire also had a Likert scale section asking the respondents to express their opinion by indicating the extent to which they agree or

disagree with each dimension statements under the 12 atlas domains. Where the respondents don't know then were given the provision to say so as well.

Survey data collection process

The process of administering the questionnaire involved sending an email-based request to the sampled respondents to self-complete the questionnaire online through the SurveyMonkey link provided. The e mail-based invitation letter that was sent to the Zimbabwe survey participants is as outlined in appendix 4 and the one that was sent to Botswana survey participants is as outlined in appendix 6. The respondents were given a period of three months within which they were expected to respond. Thus, the survey was on from 12 June 2018 to 3 September 2018. In between, two reminders were sent to all respondents. Upon receiving the SurveyMonkey link, the respondent then opens the link and take part in the survey by completing the questionnaire. As the respondents completed the questionnaire, the researcher kept on tracking those who have responded and those still pending. After 3 weeks, the researcher sends a reminder email to all those who were still pending. The reminder email that was sent to the Zimbabwe pending respondents is as per appendix 5 and the reminder e mail that was sent to Botswana pending respondents is as per appendix 7.

These reminder e mails were meant to motivate those who would have postponed taking part in the survey. The challenge with the whole method was that there was no any other way of controlling who responded unlike with face to face. Therefore, despite sending these reminders, still the response rate was low and some respondents from other sectors chose not to respond at all. For instance, for Zimbabwe, the e mails were sent to a total of 346 respondents and a total of 139 responded to the survey. For Botswana, the emails were sent to a total of 368 respondents and a total of 100 responded to the survey. Besides the challenge of low response rate, the respondents were skewed towards certain sectors. For example, most of those who responded in Zimbabwe were from the NGOs and Government. This created imbalances in the data since perceptions on certain domains of those from the government may be greatly difference from those given by those from let's say the private sector. So, if the bulk of the respondents are from one sector this introduces biases to the responses and ultimately interpretations of the findings.

Survey data analysis process

The survey data was analysed using IBM SPSS Statistics version 21 software and the International Atlas of Evaluation assessment tool. The survey data was managed through exporting the data set from SurveyMonkey as an Excel file. The Excel data set was then uploaded into IBM SPSS Statistics version 21 software for further coding and analysis. A descriptive analysis in form of crosstabulations

was done. Also, Pearson Chi-Square Tests was run for selected variables with the Chi-square statistic significant at the 0.05 level (i.e. $p < 0.05$).

A subset data set of Likert scale responses was created in excel on which further coding was conducted. This excel sheet formed the International Atlas of evaluation input sheet as presented in appendix 10. This input sheet was then uploaded into the International Atlas of Evaluation Assessment tool. A code was then run in the tool to combine the respondents scores into an aggregate rating. The tool contained 12 domains with two to three dimensions under each domain. For each dimension a range of possible scenarios was provided allowing for objective and quantitative rating. The highest score given for a fully institutionalised scenario considered Highly adequate was 4. The lowest score depicting an un-institutionalised scenario was 0 thus when the situation is regarded as Not adequate at all in terms of meeting the institutionalisation gold standard.

Therefore, for each dimension a sum score was calculated by adding up scores from each respondent, then divide the total by the count to generate an average score. This average score was then compared against the maximum possible score to yield a percentage rating. Thus, the more varied the (informed) respondents involved, the lower the risk of bias in the end results. For instance, on the spreadsheet version of this assessment tool presented in Appendix 10 there are spaces for recording the scores awarded by up to 122 individuals. The system then calculated the percentage scores. These percentage scores were calculated by adding the sum score of the dimensions under each domain and divide it by the sum score of the maximum scores for that domain. The same formula was used to calculate the overall country score. The following code was used to compute the scores in the atlas system.

```
=IF(DIMENSIONS!E162>1,"Not assessed",IF(DIMENSIONS!E162>=0.75,"Highly
adequate",IF(DIMENSIONS!E162>=0.5,"Adequate",IF(DIMENSIONS!E162>=0.25,"Presen
t but not adeq","Not adequate at all")))) & CHAR(10) & IF(DIMENSIONS!E162>1,"---
",TEXT(DIMENSIONS!E162,"0%") & " ( " & TEXT(DIMENSIONS!D162,"0.0") & " / " &
TEXT(DIMENSIONS!C162,"0") &" )")
```

For the purposes of the overall report, the percentage ratings generated were converted into quartiles. Thus, items with scores falling in the lowest quartile are classified as Not adequate at all. Scores falling into the next lowest quartile are classified as Present but not adequate, followed by Adequate, and Highly adequate for those in the third and fourth quartiles respectively the categorisation of the quartiles was as follows. These quartiles were differentiated by colours as in table 4. The same colour coding was applied to the graphs generated by the system.

49

Table 4: Decision rule for colour coding

Decision rule	Colour	Colour coding
Cell value between 80%–100%	Green	Highly Adequate
Cell value between 60%–80%	Yellow	Adequate
Cell value between 40%–60%	Orange	Neither adequate nor inadequate
Cell value between 20%–40%	Light red	Inadequate
Cell value < 20% or blank	Deep red	Highly inadequate

An International Atlas of evaluation summary table as in Appendix 11, was then auto generated displaying the percentage score for each domain as well as an overall score for the country. The tool also generated a bar graph, showing the ratings specific to each domain.

Ethical consideration for the survey

Since survey involved collecting information from human subjects, I conducted it in accordance with three basic ethical principles, namely: respect for human beings, beneficence, and justice. To be ethical and to comply, submissions to relevant research ethics committees for review and granting of approval or exemption was done. Firstly, I made submissions and ensured that the proposal got clearance from the relevant Stellenbosch University ethics review committees, which are responsible for the institutional ethical review of research protocols. As per appendix 3, I secured clearance from the Departmental Ethics Screening Committee at CREST. This was responsible for providing the ethical screening of my research and its processes. Since the study also took place in Botswana, as presented in appendix 2, I also secured ethical clearance from the Botswana Human Research Development Committee (HRDC) to ensure that it adheres to the required ethical standards in Botswana. In the case of Zimbabwe, as presented in appendix 1, I obtained clearance to conduct the research from Research Council of Zimbabwe Ethical Review Board.

I also ensured that the identities of those who participated in completing the SurveyMonkey survey were properly protected. All participants were informed about their rights of informed consent and refusal. Before the respondents completed the survey, due care was taken to ensure that informed consent is obtained by sending an mail letter inviting the respondent to take part in a the survey, including explanations about the purpose and objectives of the survey, the procedure to be used, the benefits and risks accruing, and rights of respondents, and reassurance on confidentiality. The letter emphasised that participation in this online survey was voluntary, that there were no known or anticipated risks that they may decline to answer any of the questions and exit the survey at any time.

Anonymity, confidentiality and integrity of all respondents was observed. In the database, respondents were recognised through unique identification numbers instead of names. All data records were securely kept for safety and confidentiality during whole study period. The language and words used in this study were neutral, without bias to any person regardless of gender, sexual orientation, racial or ethnic group, disability, or age.

The study is thus regarded as a low risk study and had no explicit risks to the study subjects, but its findings informed processes for further developing national monitoring and evaluation systems in the region.

3.6 Study results discussions, conclusions and recommendations

This was the last activity of the study implementation. It involved pulling together the descriptive case findings and the survey findings as well as the scores from the atlas tool and gel them in form of a discussion. The process also involved making a comparison of similarities and differences noted between the case of Zimbabwe and Botswana regarding the institutionalisation of the national M&E systems. These were presented in form of chards that present the summaries side by side. This exercise was presented as chapter 8. Then the observed conclusions and the corresponding recommendations drawn from the study were presented in chapter 9. The purpose of this final exercise was to provide answers to the following research question:

Research Question 4: What are the recommendations and new areas of research and action as emanating from the study.

- What are the recommendations drawn from the study findings?
- What are the possible new areas of research and further action based on the research findings?
- What are lessons learnt on the adoption of the atlas and any future modifications that can be done to contribute to further theoretical developments?

3.7. Study limitations

This study is not without limitations that could be emanating from the study design and the whole process of collecting analysing and reporting. The following imitations are associated with the study.

1. Firstly, the emergence, configuration and evolution of state-level M&E systems particularly in Southern Africa, has been the subject of analysis for a relatively short period of time, which undoubtedly represents a limitation for this study.
2. Another limitation of the study emanates from the atlas tool that might be suffering from the challenges of interrater reliability and validity, normally associated with new assessment tools.

3. Another limitation observed was that the proportion of respondents who completed the questionnaire was skewed towards certain sectors like NGOs hence confound the responses and the interpretation drawn from the analysis.

4. The methodology used to collect the M&E documents for the descriptive case study fall short in the sense that it was highly unlikely to get older documents from the offices visited as well as from the websites of those organisations. This resulted in the sample biased towards more recent ones. Again, since it was lot easier to access the documents from some organisations and offices than others, this negatively affect the representativeness of the sampled documents which subsequently skewed the analysis outputs and interpretation of the results. To adjust for this error, I limited my inclusion criteria to only those documents developed between the year of gaining independence and year 2020.

5. The qualitative component relied more on secondary data as it was not feasible collecting primary data through interviews due to the unwillingness of the key respondents. The challenge with this is that by gathering secondary information from literature and documents that are available at that time, vital information may be missing, making the case hard to interpret. Again, the case may not be representative or typical of the larger problem being investigated.

6. The decision to include a case study approach introduced the known limitations of such a design. For instance, design does not facilitate assessment of cause and effect relationships. Also, due to the criteria used to select the case of Zimbabwe and Botswana the interpretation of the findings can only apply to these cases.

7. Another limitation emanated from the use of the concurrent nested mixed method design. This design required extensive time and resources to carry out the multiple steps involved in data gathering and interpretation due to multiple forms of data needed to be collected and analysed. This resulted in some of the qualitative data that was to be collected through interviews not being done hence compromised the power of the mixed method. Furthermore, the concurrent merging of the quantitative and qualitative research required greater attention to having adequate sample sizes, using comparable samples, and applying a consistent unit of analysis. The study thus suffered from such limitations since the survey samples for Zimbabwe and Botswana were not comparable as in one case there were more respondents coming from the government and the consultancy firms which was not the case with the other. This made the interpretation of results difficult and reporting of the findings required a well-organized narrative.

3.8 Conclusion

In summary, the methodology presented above aimed at presenting a step by step process of gathering required answers for the four research questions. Overall, the study employed an exploratory concurrent nested mixed method strategy to integrate the different components of the study. Both qualitative and quantitative research methods were applied in the study. Primary data was collected through a survey. Secondary data was gathered for the descriptive cases which included reviewing of M&E documents sourced from the government offices and NGOs. The qualitative data was analysed with the assistance of ATLAS.ti version 8 software and the quantitative data was analysed using IBM SPSS statistics 21 software and the International Atlas of Evaluation assessment tool. The selected study design presented several limitations as listed above which could have compromised the robustness of the study. However, despite such limitations I have no doubt that this exploratory study design was the best approach to generate findings that contributes to an understanding of institutionalisation of M&E in Zimbabwe and Botswana.

CHAPTER 4: DESCRIPTIVE CASE STUDY OF ZIMBABWE'S NATIONAL M&E SYSTEM DEVELOPMENT

4.1 Introduction

A descriptive case study is presented to answer to the first research question assessing what is currently known about the historical development of M&E system in Zimbabwe. This chapter thus present the case findings that describe how the M&E system evolved over the years from 1980 to 2020, highlighting the drivers to the development and outlining the roles played by different stakeholders in supporting the development processes.

After a liberation struggle that lasted almost two decades, Zimbabwe achieved its independence in 1980. When Zimbabwe achieved this independence, it inherited a dualistic economic system, with one part serving the interests of a white minority and the other, which was underdeveloped, serving the majority black population. Gaining independence in 1980 triggered several reforms aimed at addressing the socioeconomic imperatives of reducing poverty and lifting the living standards of impoverished Zimbabweans. On the other hand, implementation of such reforms challenged the government to strengthen its accountability systems and thus driving the development processes of the national M&E system (Sichone, 2003). Therefore, from that angle, it makes sense to trace the history of development of Zimbabwe's national M&E system starting from the time of independence in 1980 using a cohort period of about 10 years.

4.2 Zimbabwe national M&E system development time periods

This section presents the chronological development of Zimbabwe's national M&E system, highlighting the drivers that shaped its development as it develops from 1980 to 2020. The key drivers which forces its development are summarised in the figure 6 below.

Figure 6: key drivers for Zimbabwe's national M&E system development

Key Drivers for Zimbabwe's National M&E system

1980 ●————————————————————————————————→ **2020**

| 1980-1989 drivers | 1990-1999 drivers | 2000-2009 drivers | 2010-2020 drivers |

- Development of the transitional Development Plan
- Implementation of the post war 5 year development plan

- Implementation of the Structural Adjustment Programme
- Implementation of the Zimbabwe Programme for Economic and Social Transformation (Zimprest)
- Introduction of Vision 2020

- Launching of the Millennium Economic Recovery Programme (MERP)
- Implementation of the Integrated Results-Based Management (IRBM) Programme
- Implementation of the Zimbabwe Integrated Performance Management System (ZIPMaS)

- Implementation of Zimbabwe Agenda for Sustainable Socio Economic Transformation (Zim Asset) (2013)

4.2.1 Time period 1980-1989

According to Sichone (2003) the former British colony of Southern Rhodesia became the then independent Republic of Zimbabwe on the 18th of April 1980 an independence gained after a prolonged war of liberation. Soon after the swearing in of the president, the new Zimbabwe got welcomed into the commonwealth of independent states and the government immediately started embarking on a journey of post-war reconstruction, a journey that was heavily supported by foreign donor funding. The new Government's focus was on reducing poverty and reversing the existing social and economic inequality through improving rural infrastructure, immunization, universal primary school enrolment and land reforms. The reconstruction initiatives were much-admired by many as the economy started re-capitalising and reintegrated into the world economy. Government policies were widely applauded as investment in human capital started yielding positive results with infant mortality, adult literacy and school enrolment rates surpassing those of many other developing countries. By 1985, the share of GDP expenditure in both health and education was significantly higher than the average for sub-Saharan Africa. Black participation in the economy increased greatly as did their skills and experience, resulting in improved national capacity to address both economic and social challenges (UNDP, 2014).

As the donors provided financial support to the physical and social projects, they also provided technical assistance on the monitoring and evaluation of those projects. Thus, building a functional monitoring and evaluation systems become part of the government's new initiatives with a strong backing up from the donors. From 1985 there has been a consistent and sustained interest expressed by central government planning authorities to improve the quantum and quality of M&E data in response to the perceived need for better information on the effectiveness and implementation. Part of the interest was demonstrated through the development of a five-year development plan which then served as the primary tool for managing the government's economic development programme (Mazikana and Brushett, 2002).

The government ensured that all M&E functions for public sector investment be undertaken in the Ministry of Finance by creating a specialised department known as the National Planning Agency (NPA). In 1989 at the government's request, the central Evaluations Office of the United Nations Development Programme (UNDP) assigned an expert to visit Zimbabwe and help conduct a study on M&E systems known as the Khan and Mahlahla 1989 study (Mazikana and Brushett 2002). The Government also created a Public Service Review Commission. The purpose of this commission was to put mechanisms in place to enable the public service to deliver more efficiently and effectively. As part of the enquiry, the commission identified the need for reforms to strengthen policy coordination, performance management and monitoring and evaluation. The government, with the support of UNDP, launched programmes to implement the commission's recommendations. When the programme cycles concluded, evaluations were commissioned to map what the reforms had achieved and the way forward (Mhlanga, 2010).

4.2.2 Time period 1990-1999

Came 1990, the Zimbabwean economy began to experience some challenges. The decade of the nineties brought a reversal of economic fortunes the country gained in the 80s. The effects of two droughts in 1991-92 and 1994-95, the mushrooming of the HIV epidemic, and the failure of land acquisition based on "willing seller-willing buyer", were the epitome of this economic crunch down (UNDP 2014). Unrest among some Zimbabweans whose expectations were yet unmet, violence against some white farmers whose lands were forcibly occupied, Government introduction of the "fast track" acquisition, albeit legally as contained in the 1992 Land Acquisition Act, led to confrontational rather than consultative politics. This new development started tarnishing the country's image at home and abroad, which was then worsened by the withdrawal of donor support and the imposition of sanctions in 2002. This resulted in extreme poverty increasing significantly in the general population.

Based on the total consumption poverty line, households in poverty increased to 62% by 1996 (UNDP 2014).

As the socio-economic challenges worsened, international financial agencies mainly IMF began to propose economic reforms supposedly aimed at stimulating growth. One of the reforms pushed by IMF was the implementation of a five-year Economic Structural Adjustment Programme (ESAP) in 1991. Of importance to the development of the national M&E system was the ESAP's emphasis on efficiency and effectiveness. Therefore, to implement the strategy, the government started placing greater emphasis on rolling the public sector investment programme (Mazikana and Brushett, 2002).

One pillar of the public sector investment programme was a conceptual M&E framework. This M&E framework served as the backbone for the national M&E. The activities that were outlined in the conceptual M&E framework included implementation monitoring, project completion report, performance monitoring and an impact evaluation. In 1994, in order to facilitate effective monitoring and evaluation of the public sector investment programme the Government established a National Economic Planning Commission (NEPC) under the Office of the President and Cabinet (OPC) with specific responsibilities for monitoring and evaluation. The specific role and responsibilities of the NEPC included monitoring and evaluation of policy implementation and impact assessment of projects and programmes (Mazikana and Brushett, 2002).

Following the establishment of the NEPC the government in April 1996, started work with technical support from a World Bank consultant to introduce the new M&E system. The new system was based primarily on the ministries and departments as the main actors in M&E and with NEPC as the apex body to coordinate and directs the M&E processes. NEPC's role in this system was to develop the capacities of the line ministries, to maintain a database of projects and programmes at an apex level, and to ensure that the results of M&E activities were effectively used and widely disseminated. The system also tied M&E to the capital budget making it mandatory for ministries to carry out prescribed M&E activities in order to get allocations effective beginning fiscal year 1999 (Mazikana and Brushett, 2002).

With this new system, the main responsibility for M&E rested with the line ministries and their constituent departments. The, ministries then created institutional structures for M&E. Each ministry designated a focal point or unit for Monitoring and evaluation to strengthen the capacity of ministries to monitor and evaluate programmes and projects and to establish effective link between ministries and NEPC. The M&E departments were expected to create a first level database comprised of the most detailed information resource base on programmes and projects and from which information would then periodically extract and submitted to the ministry. The ministries were then in turn

expected to periodically aggregate this information and submit it to the NEPC which at this apex level, build a national database containing only summarised details of the programmes and projects. The creation of the units however was difficult to achieve. For those ministries that managed to create the units, their functions and mandates were interpreted differently and some of them did not do much in terms of the overall M&E process of the ministries (Mazikana and Brushett, 2002).

To enforce implementation of the new M&E system, the government directly linked it to the Public sector investment programme (PSIP). Every year NEPC then issued a circular inviting ministry to submit forecasts for the PSIP, a move that made it mandatory for M&E reports to be submitted as required. Approval of the PSIP bids by the ministries were also made contingent on the M&E requirements met. Transfers from the Vote of Credit was also tied to the submission of quarterly M&E reports as specified in the PSIP circular. All evaluations commissioned became focused on macroeconomic performance using macroeconomic indicators such as the debt levels, budget expenditures, the monetary situation and external exchanges consistent with donor conditions. One impact resulting from implementing this M&E strategy was an increase in interest expressed by central government planning authorities in improving the quantum and quality of evaluations as well as utilisation of M&E information for management purposes and decision making. (Brushett, 1998).

As the implementation of the Public sector investment programme saw an immense development of the national M&E system, its efforts were not long lived as from 1997 the country started experiencing rapid economic challenges. From 1997 onwards, the economy was in persistent decline, with negative growth rates emerging. This greatly derailed successful implementation of this new M&E system. In response, in 1998, the government introduced a new economic reform programme called the Programme for Economic and Social Transformation (ZIMPREST). ZIMPREST outlined macro-economic reforms. Within the ZIMPREST framework, the government then introduced an umbrella policy management and coordination initiative set within the Office of the President (Brushett, 1998).

4.2.3 Time period 2000-2009

Then from 2000, operating within the ZIMPREST framework a revised framework for the national M&E system was articulated, procedures were developed, and training in the revised M&E system was done to a sizeable number of ministry staff and through workshops and seminars. As a result, a higher awareness about monitoring and evaluation was created. The government started replicating the systems to other ministries. In 2001, as part of operationalising the ZIMPREST framework the government launched the Millennium Economic Recovery Programme (MERP) which was then renamed to the National Economic Revival Programme (NERP), two years later in 2003 (UNDP

2014). This reoriented the reform process from a piecemeal approach to a comprehensive whole of government approach emphasizing driving the reform process from a central agency, the Office of the President and Cabinet. Implementation of this revised reform saw a shift from the traditional public sector reforms it had been instituting toward a comprehensively integrated Results-Based Management system (Mhlanga, 2010).

Starting from 2005, the government intensified implementation of the Results-Based Management (RBM) Programme to strengthen the public sector's capacity to plan, coordinate, implement, monitor, and evaluate policy. This was mainly as a result of external pressure from donors for efficient and effective use of limited funds and the growing challenges of the globalised and competitive world (Madhekeni, 2012).

According to Ndhlukula (2010) some of the negative tendencies and challenges that were inherent in the Zimbabwe administrative system which necessitated the adoption of the IRBM system included poor supervision, monitoring mechanisms and evaluation systems. The IRBM system adopted by Zimbabwe consisted of 3 pillars or cornerstones. The first pillar was the integrated development planning (IDP) which is the development planning that uses longer time frame and identifies systematic achievement of planned development results over a period. The second pillar was the Results-based budgeting which is a performance budgeting system designed to focus attention on the relationship between inputs, activities, processes, outputs, outcomes and impact. The third pillar was results-based personnel performance system. Cutting across all these three pillars was an integrated Results Based Monitoring and Evaluation system (Madhekeni, 2012).

The implementation of the IRBM started in 2005. A complete set of IRBM guidelines and training manuals for capacity building were then made available to trainers and IRBM implementing agencies. Sensitisation workshops for top officials that is the Members of Parliament and Permanent Secretaries were conducted. This was followed by Training of trainers at Public Service Training Institutes. The training was then cascaded to end users (UNDP, 2014). Following the sensitization and training, the government then introduced the management information system which was referred to as the Zimbabwe Integrated Performance Management System (ZIPMaS). This MIS intended to capture information from the M&E system at every level to assist managers and stakeholders to make informed decisions. The Zimbabwe Integrated Performance Management System (ZIPMaS) consisted of modules that were designed to operate in a sequential manner. Firstly, information in a ministry's annual plan, including its outputs, would be uploaded onto the ZIPMaS to provide an electronic monitoring plan for the ministry (planning module). Secondly output data would be then regularly uploaded onto the ZIPMaS to electronically track progress being made (monitoring module). Thirdly,

the system would then generate electronic quarterly performance reports on a ministry's outputs (reporting module) (UNDP, 2014).

The e-Government was also introduced as an enabler and facilitates the overall implantation of the IRBM. It involved the use of information and communication technology (ICT) to improve the delivery of government services and information, enhance the efficiency and accountability of the public administration and strengthen economic performance. Four beneficiaries of the e-G included citizens, the business community, Government employees, and Government agencies. Four e-G services were set up namely: Government-to-Citizen, Government-to-Business, Government-to-Employee and Government –to-Government (UNDP 2014).

A major obstacle to the successful implementation of the Results-Based Management (RBM) Programme was the hyperinflationary environment which reached its peak in the 2007-2008 era. This environment made Results Based Budgeting System extremely difficult since budgets were quickly overtaken by events before they are exhausted. Again, as the opposition gained ground during this period, the ruling government tended to prioritize political expediency above everything else. The elections and the rerun of the elections and the associated political violence before and post elections and the political stalemate led to the suspension of all running programmes and dissolvent of the government. (Madhekeni, 2012). In February 2009, the Inclusive Government also referred to as the Government of National Unity (GNU) was then unveiled following the signing of the Global Political Agreement (GPA). This resulted in the adoption of the multicurrency regime in January 2009 and the adoption of the Short-term Emergency Recovery Programme (ILO 2011).

4.2.4 Time period 2010-2020

Despite introducing all these economic recovery plans, the economy remained fragile. Moreover, Government revenues remained insufficient to provide essential services. Such an unchanging situation led the United Nations in 2010 to set up an UN-coordinated multi-donor transition fund called ZIMFUND under the administration of the African Development bank. This resulted in the development of the 2012-2015 Zimbabwe United Nations Development Assistance Framework (ZUNDAF). Of importance to the development of the national M&E system is that the ZUNDAF had a strong emphasis on strengthening the national M&E coordinating structures for all the ministries such as ministry of health and child welfare that were tasked to implemented government programmes supported through ZUNDAF. At national level, through the ZUNDAF support, the government came up with a blueprint called the 2013-2018 Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset). This blueprint had a strong emphasis on strengthening the National

Monitoring and evaluation system as it acknowledged that a results-oriented public sector that is geared towards contributing to sustainable development, economic growth and the wellbeing of citizens in an efficient and effective manner requires a well-defined M&E system. Based on this assertion, the government formulated a National Monitoring and Evaluation Policy. The national M&E Policy drew from practical applications of the conceptual underpinnings of the Results Based Management System. To date the policy has provided a clear framework for the institutionalisation of monitoring and evaluation in the public sector as well as guidelines for the co-ordination, administration and general management to those responsible for implementing the policy (Zimbabwe National M&E Policy, 2015).

To accelerate the implantation of the National Monitoring and Evaluation Policy, all senior public officials were trained including ministers, permanent secretaries, and Government planners. After the training, all public officials were mentored to develop and submit their monitoring and evaluation strategies to the Office of the President and Cabinet (OPC). This helped to strengthen M&E practice at national and ministerial level (Zimbabwe National M&E Policy, 2015).

4.3 Key stakeholders in the development of Zimbabwe's national M&E system

The following key stakeholders were very instrumental to the development of Zimbabwe's national M&E systems during the reference period.

4.3.1 State actors

Zimbabwe's Government affiliated institutions and government ministries played a significant role in building the national M&E system. A descriptor below presents the contribution of key ministries that spearheaded the development of Zimbabwe's national M&E system.

Contribution of government ministries

Among the ministries that were on the fore front of supporting the development of Zimbabwe's national M&E system is the Ministry of Health and Child Care (MOHCC). This ministry saved as a blueprint ministry that guides other ministries in terms of what structures are required to have a functional ministry specific M&E system that is linked to the national system. To date the ministry, has a well-established department of Policy, Planning Monitoring and Evaluation with clear visibility and authority within the MOHCC. This department has facilitated the establishment of a single health

sector monitoring and evaluation system. Also, both at health sector national and subnational levels, programmes, projects and institutions have a Monitoring and Evaluation Unit with a clear mandate to execute their M&E functions. Each of the ministry programmes such as HIV, TB, Malaria, Nutrition and Reproductive health have strong and functional M&E units with technically skilled personnel at national and provincial level. These constitute a wide range of professionals such as M&E specialists, epidemiologists, biostatisticians, demographers (MOHCC, 2018).

Another success story is that the ministry has in place a national M&E training programme that ensured that all the health training institutions in the country have M&E as an integral part of their pre-service training programmes. Besides integrating M&E modules in its pre-service training programmes, the ministry also provides on-the-job training and mentoring to health workers to equip them to carry out M&E responsibilities at each level of care. The ministry has also successfully built and maintain a data base of competent M&E trainers. Another observation is that the ministry coordinates its M&E functions through health sector M&E technical working group with explicit roles and responsibilities, and representation from all relevant stakeholders. Through this structure the ministry advocate for and support M&E across the sector through frequently communicating on the performance of the sector M&E system and sharing of the national M&E system information products (reports, website content, emails, newsletters, maps, tables, charts, etc.) (MOHCC, 2018).

One requirement of the Zimbabwe National M&E Policy is that all ministries develop and submit their M&E strategy to the Office of the President and Cabinet (OPC). In compliance with this requirement, in 2018, the Ministry of Health and Child Care also successfully developed its M&E strategy that provided a framework for institutionalizing M&E into the health sector. The M&E Policy Guidelines and Strategy document was anchored to the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim Asset); the Zimbabwe National M&E Policy 2015, and the Zimbabwe National Health Strategy 2016 – 2020. This move helped the ministry to establish an overarching health sector results oriented and coordinated Performance Monitoring and Evaluation system that spell out the guiding principles, roles and responsibilities of different players, and the organizational structures of the performance monitoring and evaluation system in the health sector. Also, this Health Sector Monitoring and Evaluation Policy Guidelines and Strategy provided a framework for strengthened accountability, organizational learning, quality improvement and informed decision-making in programming and operations, as well as contribute to the institutionalization of the M&E functions (MOHCC, 2018).

Contribution of the parliament

Zimbabwe parliament has been instrumental in the development of national M&E system mainly through developing and scrutinising Government policies. One visible role they played in the development of the national M&E system as policymakers, was the establishment of National M&E Policy. The parliament also strengthened its involvement in M&E through joining the African Parliamentarians' network on development evaluation (APNODE). This network has so far supported Zimbabwean parliamentarians to raise awareness about the importance of using evidence generated by M&E for oversight, policymaking and national decision-making. This move has seen an increase on evidence use for their parliamentary debate, oversight, legislation and representation, policy discussions and decision-making. Through the network Zimbabwe parliamentarians have obtained context driven trainings enhancing their capacity in M&E. Regarding the future, further institutionalising M&E in Zimbabwe parliament is a major step required in ensuring that the policymakers make good use of evaluation and are aware that they should engage in evaluation and demand it.

Contribution of government affiliated institutions

Zimbabwe as well do have government supported institutions that played a significant role in facilitating the development of the national M&E system. One example is the Zimbabwe National AIDS Council. Over the years Zimbabwe has implemented diverse strategies to prevent the spread of HIV, reduce mortality and morbidity, mitigate the socioeconomic impacts of the epidemic, and improve the efficiency and effectiveness of services delivery. These strategies and efforts have been coordinated by the Zimbabwe National AIDS Council with extensive financial and technical support from donor agencies. Through this massive donor support, the organisation also managed to build a robust M&E system and hence by extension contributing significantly to the development of country's national M&E system.

NAC through its strong decentralized coordinating structures (AIDS Action Committees) at provincial, district, ward and village levels, it managed to support coordination of the implementation of M&E activities at all levels. It also contributed in capacity building of M&E practitioners in the country by conducting trainings for M&E officers from both public and civil society organisations. Through NAC, Zimbabwe has consistently reported on its regional and international obligations on HIV and AIDS including the MDGs thus promoting dialogue and utilisation of M&E information inside and outside the country (Zimbabwe National AIDS Council, 2014).

4.3.2 None state actors

According to Mazikana and Brushett (2002) none state actors mainly bilateral and multilateral organisations, NGOs and foundations played a significant role in the development of the national M&E system by providing both technical support and financial support. For instance, donors and aid agencies such as UNDP and World Bank have been the prime movers pushing the government to set up stronger national M&E system. These stakeholders achieved this drive through provision of funding towards training and capacity building of the government officials on M&E.

4.3.3 Academic actors

From the academic side, of recent universities have started offering M&E related courses. For example, University of Zimbabwe, the Africa University, Lupane State University and Chinhoyi University of Technology are all offering M&E-related post graduate programmes. Lupane State University Faculty of Humanities and Social Sciences, Department of Development Studies in 2015 started offering a Bachelor of Social Science Special Honours in Monitoring and Evaluation. The entry requirements for this course is a first degree with a lower second class or better in Social Sciences, Agriculture, Health Sciences or a field relevant to Monitoring and Evaluation. Those with Monitoring and Evaluation experience is considered as an added advantage. The course duration is 12 months. This course consist of eleven modules as follows: 1) Monitoring and evaluation planning; 2); General Principles in Monitoring and Evaluation Studies; 3) Data collection methods for monitoring and evaluation research; 4) Quantitative and Qualitative Analysis methods for evaluation studies; 5) Impact Assessment; 6) Thematic Issues in Monitoring and Evaluation; 7) Computer packages for data analysis in Monitoring and Evaluation and information; 8) Report writing for monitoring and evaluation; 9) gender analysis in monitoring and Evaluation; 10) Participatory Monitoring and Evaluation; 11) Monitoring and Evaluation Dissertation. Some of the modules are described in detail next (Lupane State University, 2015).

The course assessment is in the form of continuous assessments and a final examination taken at the end. The continuous assessment carries a weighting of 40% of the final mark. Students are expected to complete at least two assignments for their coursework. One of these assignments being a practical group assignment. The final examination is weighted at 60% of the total mark. The final exam consist of six essay type questions per module of which students are expected to answer three questions of their choice in three hours per each module (Lupane State University, 2015). Other private and NGO supported academic institutions do offer various options for training and development opportunities in the country. For instance, in 2015, ZEA in collaboration with ACBF and other development partners

in Zimbabwe jointly organised an M&E capacity-building workshop in line with the 2015 Year of M&E (EvalYear) celebration aimed at building the capacity of evaluators.

4.3.4 National M&E associations

Zimbabwe has one M&E association called Zimbabwe Evaluation Society which played a critical role in the development of Zimbabwe's national M&E system through its efforts to coordinate constant interaction of M&E practitioners within the country and connecting them to the external world. Zimbabwe Evaluation Society (ZES) was established in 1999 and it managed to hold its National Evaluation Conferences in 2000 and 2005. It also managed to conduct capacity development activities and to establish an Evaluation Magazine of Zimbabwe in 2000. Subsequently its operations were affected negatively by the economic challenges Zimbabwe was facing at the time which resulted in some of the members leaving the country for greener pastures (ZES, 2014).

The association was re-launched in 2013 and by 2016 its membership had grown up to 125 paid up members. From that time of re-launch to date it managed to foster and sustain a culture of monitoring and evaluation across all sectors of the economy in country through capacity development strategies including holding workshops, conferences, and collaborating with academic institutions to design and offer academic studies in M&E. The association contributed to a further development of the national M&E system by keeping a data base of consultants through a consultancy directory accessible through the association website and by providing a space for the members wish to showcase their products and services. In July 2015, ZES made a meaningful contribution to the national M&E system operations by hosting an M&E discussion forum with international evaluators. Besides only supporting its membership, in 2016, the association also manged to promote M&E among parliamentarians by facilitating the development of evaluation web-portals on the parliamentary website. It also conducted a two-day Monitoring and Evaluation sensitization workshop for Zimbabwean parliamentarians training them on how to champion the cultivation and nurturing of Evaluation in their respective (ZES, 2016).

4.4 Snapshot of M&E practice in Zimbabwe

The section presents a snap short of M&E practice in Zimbabwe through the analysis of selected M&E documents collected from the public domain to demonstrate the presence of M&E practice in the country as an outshoot of a developing national M&E system. The analysis process involved coding of a total of 52 documents developed between 2006 and 2016. These were the documents I

managed to find and get hold from various offices I visited in Zimbabwe as well as from the organisations' websites. Therefore, this is just a snapshot of the M&E documents in Zimbabwe and not necessarily a representative of the general population thus is not in any way a representative sample of the M&E documents in the country. Since this was just the number of documents that were at my disposal during the time of the study, the conclusions are not in any way representative. Again, I would like to acknowledge that the documents included in the analysis only cover the period 2006 – 2016. Mainly this was due to a limited availability of older documents on the public domain and the offices I visited. Therefore, the poor at finding old reports resulted in a biase towards recent reports only. Another weakness with the 52 documents is that the number reflects only the total number I managed to collect within the confines period of the study and thus don't necessarily constitute a representative sample of the documents on M&E studies conducted in Zimbabwe, which confound the interpretation of the results from this analysis. The variables considered in the analysis include the period the M&E documents were produced, funder of the M&E work, commissioning agents and sector in which the document belong. The process of managing the document files, coding and analysis was done with the assistance of ATLAS.ti version 8 software.

4.4.1 When the M&E documents were produced

As presented in figure 7, a total of 52 M&E documents that were developed between 2006 and 2016 were included in the analysis. The graph shows a sharp rise in the number of the documents done between 2006 and 2007, then a sharp decrease in 2008 and thereafter a gradual increase, reaching a peak of as high as 10 report in 2011. There was again a sudden drop in 2012, followed by an immediate sharp rise from 2013 reaching the highest peak of 13 reports in 2014. Thereafter there was a sharp decline again up to 2016. Despite these up and down trends the peaks were experienced in 2007, 2011 and 2014, with the majority (25%) of the reports released in 2014. The probable explanation for such a trend is the fact that, following the greatest depression in the economy in 2008, the donor community started implementing a number of humanitarian assistance programmes, water and sanitation programmes and rural livelihoods programmes, resulting in an increase in M&E activities around the 2011. Similarly, a peak shown in year 2014 could be explained by the fact that several evaluations were conducted following implementation of multiple projects funded by donors following the inclusive government, referred to as the Government of National Unity (GNU). Then, after the dissolving of the GNU, donor-supported programmes dwindled and thus explain a reduction in M&E efforts from 2015 onwards.

Figure 7: Distribution of Zimbabwe M&E Document by year of development. N = 52
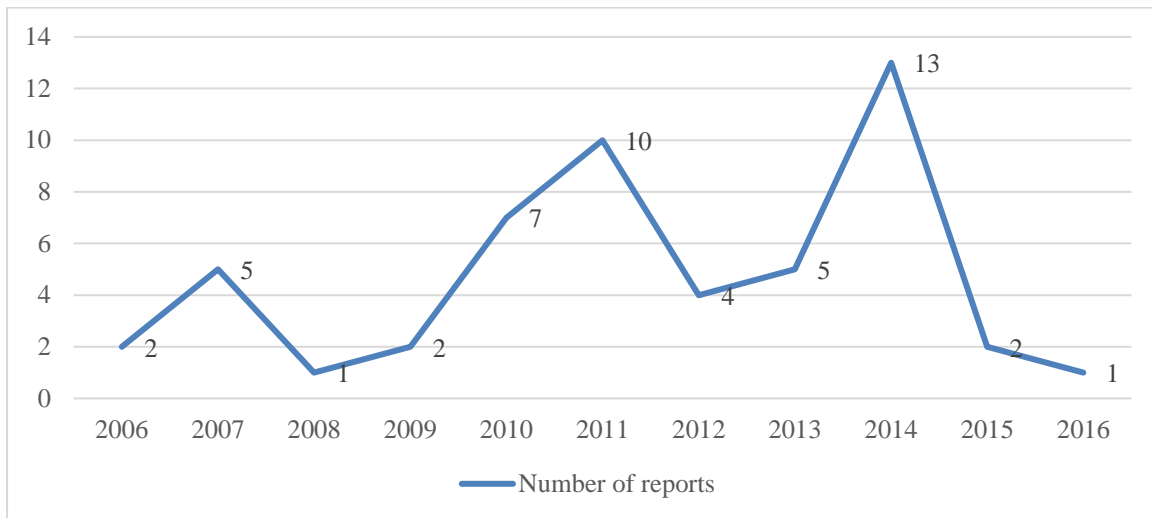
4.4.2 Sectors covered by the M&E documents

As presented in figure 8, most of the M&E documents (21%) were from the health sector, followed by agriculture (17%), with sanitation/hygiene and human development (16%) having equal proportions, and then food aid/assistance (13%). Very few were in sectors such as the finance sector (3%) and urban development (3%).

Figure 8: Distribution of Zimbabwe M&E documents by sector. N = 77
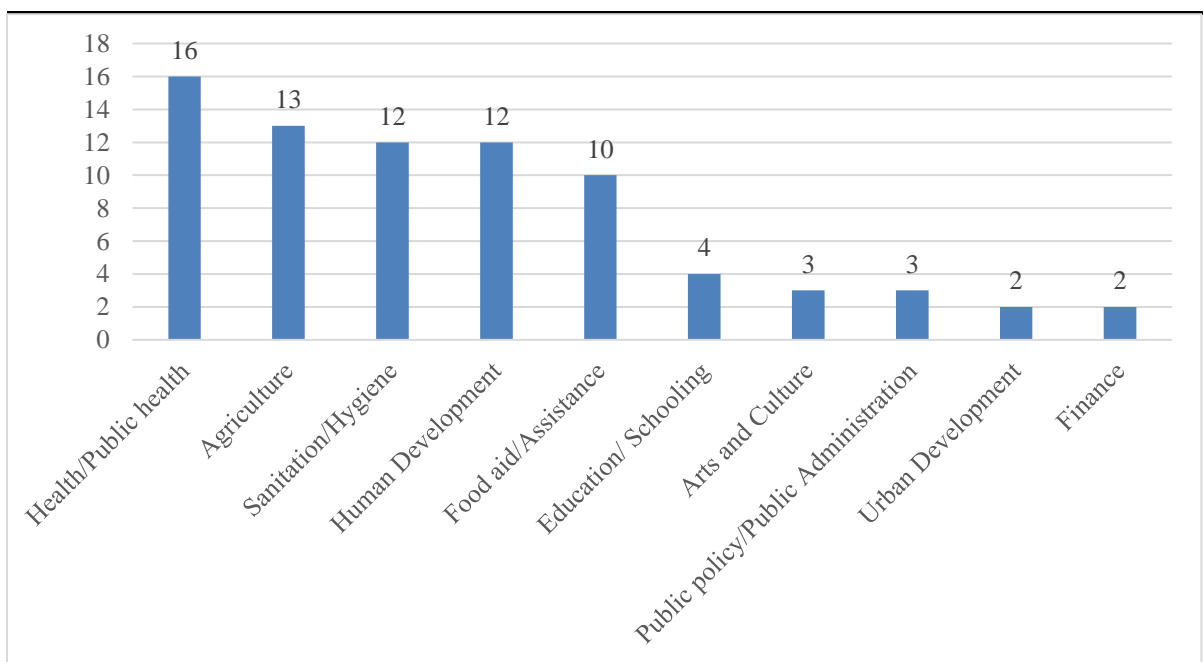
4.4.3 Who commissioned the production of the M&E studies

The majority (25%) of the M&E studies presented in table 5 were commissioned by Action against hunger, then the European Civil Protection and Humanitarian Aid Operations (ECHO), and the Embassy of Sweden in Zimbabwe. Other M&E work was commissioned by UN Agencies such as UNICEF with 10% and the World Food Programme with 3%. It is of interest to note that though a large proportion of the M&E work conducted was commissioned by foreign organisations, nevertheless, the government also commissioned some. For example, the Ministry of Labour and Social Services and the Ministry of Health and Child welfare each commissioned 3% of the work. It is also of interest to note that some of the work was commissioned by more than one organisation.

Table 5: Distribution of Zimbabwe M&E studies by commissioning agent N = 40

Commissioning agent	Count	Percent
Action Against Hunger	10	25%
European Civil Protection and Humanitarian Aid Operations (ECHO)	5	13%
Embassy of Sweden in Zimbabwe	5	13%
UNICEF	4	10%
Oxfam GB	3	8%
International Federation of Red Cross and Red Crescent Societies (IFRC)	2	5%
Norwegian Agency for Development Cooperation	2	5%
World Food Programme	2	5%
CARE International, Zimbabwe	1	3%
Catholic international development charity	1	3%
Department of Infectious and Tropical Diseases, London School of Hygiene and Tropical Medicine	1	3%
Lutheran Development Service (LDS)	1	3%
Ministry of Labour and Social Services Government of Zimbabwe	1	3%
Norwegian Refugee Council	1	3%
Wellcome Trust	1	3%
Total	40	100%

4.4.4 Where the authors of the M&E documents are based.

The analysis presented in figure 9 indicates that most (39%) of the M&E documents were developed by locally based developers, followed by those based in overseas countries such as United States of America (18 %), Sweden (11%). Other countries include South Africa, Germany and United Kingdom each constituting 7%.

68

Figure 9: Distribution of Zimbabwe M&E documents by the location of authors. N = 28
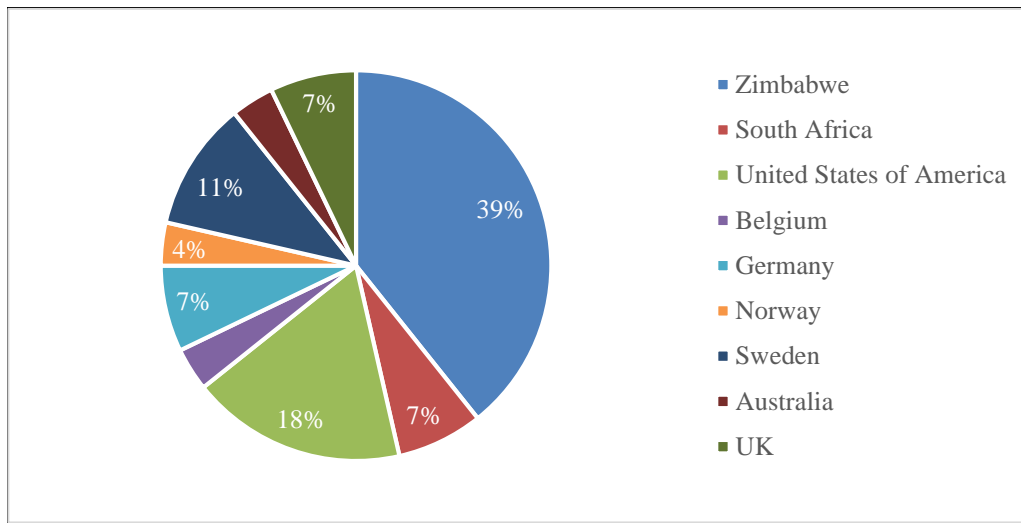
As demonstrated in figure 9, most of the studies were conducted by locally based practitioners, there is a wide range of foreign based developers based in developed countries such as USA, Germany, UK etc. This demonstrates the expansiveness of external support to the M&E practice in Zimbabwe.

4.4.5 Who funded the development of the M&E documents

As indicated in figure 10, a majority (46%) of the M&E studies reviewed were funded by foreign government agents such as USAID and PEPFAR, then 36% being funded by NGOs and foundations such the gates foundation and 18% funded by UN agents such as UNICEF and UNDP.

Figure 10: Distribution of Zimbabwe M&E studies by the funder.
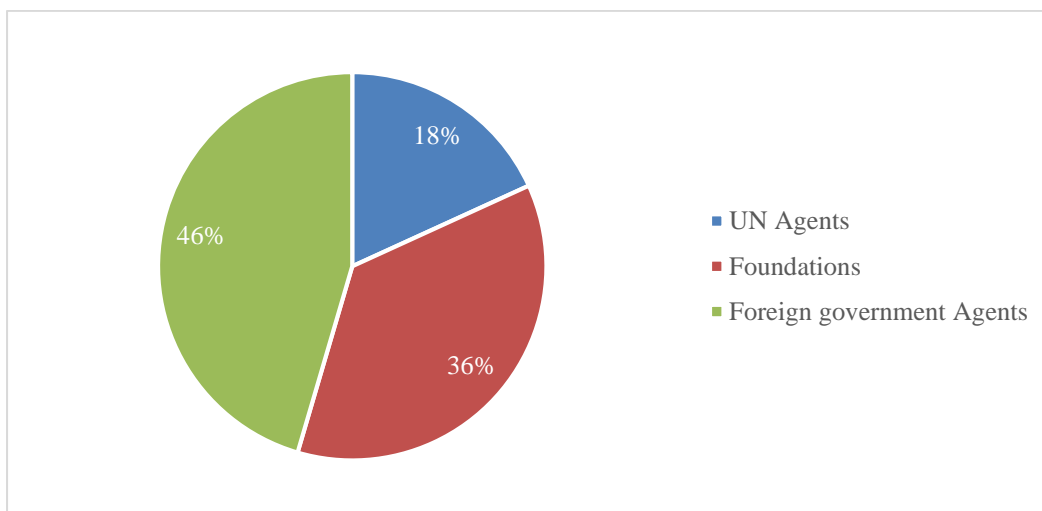
4.6 Conclusion

Based on the results above, one can conclude that Zimbabwe has made some significant strides towards institutionalising its national M&E system since 1980 to 2020. However, the development was mainly driven by external pressure from donors and multilateral organizations. Most impactful milestones of the development of the national M&E system include setting up of coordinating structures within higher offices demonstrating the political will at that point. The main driving forces came from the public sector reforms adopted by the government over years such as Economic Structural Adjustment Programme (ESAP), Zimbabwe Programme for Economic and Social Transformation (Zimprest) in 1996, and Zim Asset reform in 2013. However, several challenges experienced during the time periods outlined above limited the full development of the national M&E system. These challenges include hyperinflationary environment and a volatile political space that caused exploitation of public resources, unresponsive service delivery culture, hanging onto the same old ways of doing things and of resolving problems even if they do not yield the desired results. All these hampered the M&E system development processes.

CHAPTER 5: DESCRIPTIVE CASE STUDY OF BOTSWANA'S NATIONAL M&E SYSTEM DEVELOPMENT

5.1 Introduction

A descriptive case study was done to generate answers for the first research question which seeks to understand what is currently known about the historical development of M&E in Botswana. Presented in this chapter are answers as to how the M&E system evolved over the years, which key drivers shaped this development and the roles played by different stakeholders in the development. Thus, the chapter covers the historical development of the national M&E system in Botswana from independence to 2020.

Botswana is often referred to as an African success story arrayed with political stability, low corruption and economic stability. The mining, mainly of diamonds but also copper and nickel, contributes greatly to the wealth of the country. This stability has been embraced by a relatively robust planning process and an upcoming monitoring and evaluation system at national level that generates required information to inform accountability and reporting on performance of the country (Buchholz et al, 2009).

5.2 Botswana national M&E system development key drivers

This section presents the history of the evolution of Botswana's national monitoring and evaluation system in periods of roughly 10 years apart, dating back to the year of independence in 1966. This periodization is more in line with the country's planning cycles normally referred to as National Development Plans. National Development Plans (NDPs) are major statements that outline development strategies, policies, programmes and projects that are to be implemented over a medium term (normally six years). National Development Plans thus guide the overall development of the country. They are based on estimates of revenue expected over the plan period, as well as expenditure and workforce projections, and they consider all sectors of the economy.

Botswana has adopted this approach of development planning since independence in 1966, starting with the Transitional Plan for Social and Economic Development prepared in 1965. The Government of Botswana has since produced a series of NDPs and is currently implementing NDP 11, which runs from April 2016 to March 2022. (GoB, 2015). The development of Botswana's national M&E system thus ties very well with these cycles and significant milestones in the history of M&E in the country occurred as the country implemented each of these NDPs. Therefore, the first period of its

development spans from 1966 to 1989, followed by the second period that stretches from 1990 to 1999 and then a third period from 2000 to 2010. The last period starts from 2010 to 2020. The time periods and the events that drive the institutionalisation of the M&E system are summarised in figure 11 below.

Figure 11: key drivers for Botswana's National M&E system development

Key drivers for Botswana's National M&E system

1966			2020
1966-1989 drivers	**1990-1999 drivers**	**2000-2009 drivers**	**2010-2020 drivers**
• Transitional plan for social and economic development • Development of a central level and local government structures • Setting up of a national Commission on Education	• National Vision 2016 • Implementation of Millennium development goals • Development and implementation of NDP 9	• Implementation of the National programme of good governance • Implementation of the Integrated results based management system • Development and implementation of NDP10	• Development and implementation of NDP 11

5.2.1 Time period 1966-1989

According to Botlhale (2015) from independence up to around 1990, Botswana operated without a formal national M&E framework. In most cases, M&E work was done on an ad hoc basis and in a haphazard manner with the donors leading most of the processes. Though little growth on the national M&E system occurred during this period, several reforms laid a foundation for the development of a national monitoring and evaluation system. For instance, after gaining independence in 1966, Botswana took a giant move to establish a democratic political framework. This framework facilitated smooth coordination of planning, implementation and reporting of national development programmes and thus drive the initial steps towards developing an institutionalised national M&E system (Mosha,

2007). Since then, there have been 11 successive National Development Plans aimed at guiding the development of the economy and setting out programmes of public expenditure on recurrent budget items and development projects. (Tabengwa and Salkin, 2006).

Another structure that drives the development of Botswana's national M&E system is the democratic political framework of a mixed economy in which the government at national, district and local level and the private sector plays a significant role. This political framework provided the base structure for the national monitoring and evaluation system to operate on. The political framework includes a public administrative machinery at central level which consists of ministries headed by the cabinet ministers and served by a hierarchy of civil servants led by Permanent Secretaries (Mosha, 2007).

Below the central level, Botswana has local government structures. Local government at the district level is understood to include four organizations of devolution or de-concentration. These organization are the District Administration which was established by 1965 Act of Parliament, then the District or Town Councils established by the 1965 Act, then the Land Boards established by 1968/1970 Act and lastly the Tribal Administration established by the 1965 Act. (Mosha, 2007). This framework has facilitated greater coordination between local authority plans and national plans. Over years, local authorities have thus concurrently produced their development plans, who's timing now covers the period of the National Plan. The Urban authorities also for several years have produced plans with a medium-term horizon of development in a coherent framework that allowed interested stakeholders to objectively evaluate their policies, plans and programmes. Such a planning framework also laid a foundation for the development of a harmonised national monitoring and evaluation system in Botswana. (Mosha, 2007).

The District Administration, headed by a District Commissioner, exercises delegated authority from the central government and performs a central role in district level governance, rural development, coordination of formulation, implementation, and monitoring and evaluation of district development plans and projects. A presidential directive established the District Development Committee (DDC) in 1970, under the chairmanship of the District Commissioner. This Committee is the most significant institution at the district level for coordination of development planning, as well as monitoring and evaluation of the activities (Mosha, 2007).

The robustness of this administrative framework emanates from the fact that it engages multi stakeholders including the political, executive, ministries, inter-ministerial committees, public enterprises, the private sector, local government, district level organizations, NGOs and CBOs. The cabinet led by the President and the Parliament, has the highest authority for public policy making and development planning. Below this level, the Ministry of Finance and Development Planning plays a

central role in the planning, performance monitoring, evaluation and reporting. Staffs from this ministry are seconded to planning units in line ministries. These units are responsible for project planning and M&E and providing policy advice in line ministries (Mosha, 2007).

The first significant public policy reform which the Government of Botswana took after independence, which facilitated the development of a national monitoring and evaluation system, was the setting up of its first National Commission on Education (NCE). This commission was appointed in 1976 as a presidential commission of enquiry set up under the Commission of Enquiries Act. The commission was charged with the responsibility of formulating the country's philosophy of education, setting goals for the development of education and training, and recommending the best strategies to achieve those goals. This move resulted in Botswana's first educational policy, called Education for Kagisano (Social Harmony), which guided the country's educational development and administration from 1977 to 1993. This reform can be said to have set the pace for the growth of the national M&E system in the sense that it stimulated a move to put an M&E system that was supposed to facilitate close monitoring and reporting on the implementation of the commission's recommendations. (Mosha, 2007).

5.2.2 Time period 1990-1999

In the early 1990s, the government recognised that the country's socioeconomic situation has changed. This resulted in a move to review existing policies, strategies and reforms, an exercise that lead to the rejuvenation of the existing national M&E in the country. The first policy review was done in 1993 by the National Education Commission when it evaluated the Botswana's education system. Following this evaluation, a revision of the National Policy on Education was conducted towards the end of year 1994. The revision provided for the establishment of the National Council on Education as a standing body with responsibility for the review of education policy on an on-going basis. This policy provision was made on the belief that it is desirable to have a mechanism which, firstly, monitors the implementation of the Commission's recommendations according to plan. Secondly, evaluates whether recommended goals were achieved in relation to stated norms and indicators. Lastly, reviews progress on targeted goals and makes amendments as necessary (Seisa & Youngman, 1993).

At the level of the ministry, responsibility for the monitoring and supervision of the process of implementation of the policy was relegated to a committee made up of senior management and all heads of departments. In the early stages of the policy implementation, a Coordinator was appointed at a senior level to oversee the process. In 1995, the education system was then changed to comprise seven years of primary education, three years of junior secondary education, and two years of senior

secondary education. These changes greatly influenced how educational assessments and performance were subsequently done in the country (BETSSP, 2015).

Other reforms that positively impacted on the further development of the national monitoring and evaluation system in Botswana were the public administration reforms in the area of budgeting and finance. These reforms were initiated in 1996 when Botswana celebrated its 30 years of independence. These reforms included setting up of the 2016 National Vision. This vision was developed through a national consultation process with the express purpose of defining a long-term vision for the country. The work to develop this vision was led by a presidential task group that represented all sectors of Botswana society, nongovernmental organizations, trade unions, and religious organizations (Lahey, 2013).

Through broad consultation with the public, a brief statement was developed that reflected both the aspirations of the nation and key priority issues on which Botswana had to focus on moving forward as a people, a nation and within the global economic environment. In this way, Vision 2016 was set up which acted as the national developmental blueprint for Botswana. The Vision had seven broad goals reflecting national aspirations attainable by 2016. In other platforms, these goals were called seven pillars of what Botswana aspired to be by the time the nation reached 50 years old. The goals or pillars were: An Educated and Informed Nation; A Prosperous, Productive and Innovative Nation; A Compassionate, Just and Caring Nation; A Safe and Secure Nation; An Open, Democratic and Accountable Nation; A Moral and Tolerant Nation; and A United and Proud Nation (Vision Council, 2009).

In his assessment Lahey (2013) further alluded that in order to implement the vision, and as part of the institutional arrangements to monitor and report on the progress of the vision, two key bodies were established namely the Vision Council and the Vision Secretariat. The council was created to monitor and evaluate the implementation of the Vision. It was set up as an independent and nonpartisan body to monitor and assess the performance, progress and achievements of vision 2016 activities until 2016 and beyond. It is through this body that the national monitoring and evaluation system started to shape up as the Council was formed with a statutory authority to collect information, call authorities to account and to guide and monitor the policies implementation. The Council consist of 19 members drawn from all sectors of Botswana society including government, the private sector and civil society. On the other hand, the Vision Secretariat, led by the vision coordinator, consisted of five professionals. These professionals were there to support the mandate of the council and to ensure that all monitoring and evaluation processes are carried out (Lahey, 2013).

According to Lahey (2013), one key element in the terms of reference of the council that was highly influential towards the growth of monitoring and evaluation in the country, was an expectation that the Council had to drive, monitor and evaluate the implementation of the vision and to address problems and challenges that may be faced during implementation. In order to fulfil this mandate, the Council came up with numerous performance indicators cascading from global indicators called pillars, to key results areas and key performance indicators. With a clear mandate for monitoring and evaluation, the council through its secretariat then took the first initiative to develop a comprehensive national M&E system for the country. They did this through adoption of a strategy that had two prongs, short term prong and long-term prong. In the short term, the aim was to develop a comprehensive national performance report that responded to the needs of Vision Council to answer the question "where are we" in terms of the vision 2016 goals. In the long term, the aim was to build the required M&E infrastructure to fill capacity gaps across the system associated with the ability to supply and to use M&E information (Lahey, 2013).

Lahey (2013) also noted that though the council took up the initiative to implement the mandate to institutionalise a national M&E system, it experienced major challenges both technical and institutional that yielded mixed results. These challenges were in relation to engendering a results-based culture as well as being an 'advisory' organisation without the authority to enforce its mandate. The error emanated from the fact that the council was never made a 'statutory' organ from the beginning. Consequently, the Council took too long to begin the monitoring and evaluation processes that were to lead to increased use of M&E, let alone advocacy for M&E (Lahey, 2013).

5.2.3 Time period 2000-2009

According to Lahey (2013) as the Government entered the new millennium, the idea of institutionalising the national M&E system was reinvigorated. The invigoration moves came through a new public sector reform agenda led by the Office of the president. This reform agenda resulted in several cross-government initiatives being launched aimed at bringing more accountability into the public sector, improved management and governance of individual ministries and across ministries, encouraging systematic macro-and sector specific planning as well as to raise the focus of M&E and management decision making. This new national initiative was called the integrated results-based management in public administrations (Lahey, 2013).

Koshy (2007), defined the Integrated Results-Based Management (IRBM) as a way of reforming public sectors through helping governments focus on proper, well-timed achievement of relevant goals and objectives. Such reform is carried out through the utilisation of strategic planning,

76

systematic implementation and resource usage, performance monitoring, measurement and reporting as well as systematic use of performance information to improve policy decision making and programme performance at all levels. IRBM is thus a way of improving programme implementation, monitoring and evaluation through linking budgetary and human resources systems, and through producing timely quality information that is linked through the entire government organs.

The reason why the Government of Botswana introduced the results-based management (IRBM) reform was to ensure that planning and financing of national development in the country is results focused and responsive to the needs of citizens, both in the short and long term. This required every technical ministry then to elaborate its sector policy letter, which provided the basis for an action plan with a list of projects and programmes, with the Ministry of Finance and Planning in charge of ex-post evaluation of the projects (Kaboyakgosi and Mpule, 2008).

According to Kaboyakgosi and Mookodi (2014) as the new millennium unfolded, national and international pressure on Botswana government to provide tangible and demonstrable results for public action increased. Some of the issues raised related to the production of quality information for evidence-based decision making, as well as the simplification of complex implementation challenges, which involve multiple actors in different sectors of the economy and levels of government. Specific challenges included international pressure to show results of public sector initiatives such as the Millennium Development Goals (MDGs), and the Transparency International's Corruption Perception Index, as well as public programmes that were increasingly prone to disjointedness (Kaboyakgosi and Mookodi, 2014).

Other troubling issues included the rising challenge of suboptimal implementation of public programmes, requiring greater accountability and better implementation across several sectors such as youth unemployment, poverty alleviation and slow economic diversification. To facilitate a speedy addressing of these challenges, the government created a Project Monitoring Unit in 2001 in the Ministry of Finance and Development Planning (Vision Council, 2009).

At the beginning of year 2002, the government embarked on a planning process to develop the NDP9. This was one of the evaluation development milestones that occurred during this period. The NDP9 aimed at advancing achievement of the pillars of Vision 2016 and hence had some emphasis on strengthening performance monitoring and reporting at national level. The plan got approved by Parliament by November 2002 and its implementation commenced from April 2003 until March 2009 (Tabengwa and Salkin, 2006).

As part of implementing the activity plans outlined in the NDP9, the government introduced a new Performance Management System (PMS) for the public service. In his budget statement, the Minister of Finance and Development planning stated that a Performance Management System (PMS) was to be fully integrated into the public service system by 2004. For this to happen all ministries and departments were subsequently instructed to develop Strategic Plans that included the vision, mission, and values of monitoring and evaluation. One element of great importance to the development of evaluation is that these plans identified key goals and objectives, clear action plans, a basis for monitoring performance. The first phase of the implementation of the PMS entailed a review of the staff performance appraisal system and development of a performance-based pay system for the public service (Masupu, Gboun, Segotso and Boadi, 2003).

Following what was outlined in the NDP9, in year 2003, the government then introduced the National Programme of Good Governance (NPGG). Launching of this programme also contributed towards the development of the national M&E system in the sense that the whole initiative promoted participatory planning, national statistical system development, results-based management, budgetary execution, control and transparency and accountability. As the implementation of the National Programme of Good Governance (NPGG) gained momentum, there was a significant institutional drive and political commitment at the highest level to incorporate monitoring and evaluation. This resulted in the formation of the Government Implementation Coordination Office (GICO) in year 2007 (Masupu, Gboun, Segotso and Boadi, 2003).

According to Botlhale (2015), GICO was formed to coordinate project implementation and to track and monitor project implementation and to facilitate quality assurance and value for money. GICO replaced prior arrangements whereby project implementation coordination was done through the Standing Committee on Projects Implementation (SCOPI) and bilateral meetings between the Department of Buildings and Engineering Services (DBES) and Government Implementing Agency. The purpose of having GICO was to create within the Office of the President an overarching 'Implementation Coordination Unit' to achieve effective policy and project implementation that should be assigned the task and given the appropriate authority to oversee and drive forward Government's new diversification growth strategy, as well as coordinating the monitoring and evaluation processes for all major government projects (Botlhale, 2015).

The Government Implementation Coordination Office's most significant value to the growth of evaluation was that it performed the coordinating and monitoring function for all major government projects. The goal of having this structure was to improve the focus, speed, quality and cost effectiveness of project implementation through assisting Ministries with projects from conceptualization to completion. Thus, the Government Implementation Coordination Office (GICO)

was establishment with a primary mandate to monitor and evaluate the implementation of actions and projects flowing from the Strategy, as well as other policies, programmes and projects. (GICO, 2008).

The first initiative by GICO was to execute Project 'Motshwarateu'. The project aimed at capturing project implementation data and sharing it across government departments during the drafting of the National Development Plan 10. In year 2009, the process of developing the 10th National development Plan (NDP10) commenced. NDP10 plan covered the period April 2009 to March 2016, an end that coincided with the end of Vision 2016. NDP10 placed emphasis on economic growth, economic diversification, employment creation and private sector development. The goals of the plan included improvement of public policy results from the use of scarce resources through the budgetary process; improvement of the human resources capacity and performance for successful service delivery and development management; and improvement of the monitoring and evaluation system to provide timely, accurate, and reliable performance information to support and improve the policy and programme decision making (GICO, 2008).

Based on the stated goals the plan thus had three major points of significance regarding evaluation development. Firstly, it was designed with the sole objective of realising the goals of Vision 2016 hence placing more focus on National performance reporting. Secondly it was dedicated to introducing the Integrated Results Based Management to government, a system that influenced the growth of M&E in the country. Thirdly as the tenth in the series of NDPs it was the first to mainstream M&E. In fact, the NDP 10 had a dedicated chapter on Monitoring and Evaluation specifically drafted by GICO and presented at the NDP 10 Stakeholders' Conference in October 2008 (Botlhale, 2015).

Strategies outlined in the NDP 10 plan included the development of a comprehensive Monitoring and Evaluation System, the development of an M&E Policy and Review guidelines, as well as M&E Capacity Building. In the plan it was also highlighted that Project Management Offices were to be established within each Ministry to plan and manage periodic evaluation studies and provide credible and objective information to their respect Ministries. An Integrated Results Based Management (IRBM) approach was also introduced in the plan as an instrument for managing and measuring performance of the delivery of the plan. (Botlhale, 2015).

Integrated Results Based Management (IRBM) was introduced in NDP 10, to ensure that planning, financing, implementing, monitoring and evaluation of the NDPs are results focused. The IRBM approach emphasised the need for country level results management to be anchored on a sound planning system, strategic planning and effective budgeting that reinforce the execution of agreed plans. Secondly, its emphasised sector/programme level approach that focuses on shifting from

input/output management to managing ultimate goals and objectives. Using the IRBM approach, the NDP 10 thus focused on 3 M&E principles. Firstly goal-orientation: setting clear goals and results provides opportunities for change, and opportunities to assess whether change has occurred. Secondly causality (or "results chain"): various inputs and activities leading logically to outputs, outcomes, and impact. Lastly continuous improvement: periodically measuring results provides the basis for adjustment (tactical and strategic shift) to keep programmes on track and maximise their outcomes (NDP 11, 2016).

The IRBM envisaged a three-pronged organisational approach. At the national level, M&E was to be the responsibility of Vision 2016 Council and MFDP. The Vision 2016 Council was given the primary responsibility to monitor and evaluate progress at the macro level. In the plan, GICO was then set to operate at the Sector/ Ministry level supporting M&E working with the Public Sector Reform Unit (PSRU) and Ministries/departments. GICO as the M&E centre within the government was to serve as a central agency to support the development and maintenance of an effective and sustainable M&E capability across Government. Inclusion of this M&E Framework in the NDP was thus a significant milestone towards the growth of evaluation in the country (Botlhale, 2015).

Upon completion of this plan, the government then developed a Macro Development Results Framework to accompany the plan. In this framework it was highlighted that if an M&E system is to be owned by a country it needs to be linked to the country's national development plan and integrated into the operations and culture of government institutions and ministries. To create a sustainable M&E system, the government had to commit to the utility of the system and understand its benefits (Segone 2010).

A task team was set up by the Ministry of Finance and Development Planning (MFDP), comprising of MFDP, the Vision Council, Government Implementation Coordination Office (GICO) and the Office of the President, which then formulated the Macro Development Results Framework. Guided by the seven Vision 2016 Pillars, the task force identified national level priorities. To bring further clarity to the process of implementing the NDP 10, the Macro Development Results Framework gave a detailed breakdown of the Vision 2016 goals, linking and simplifying them into measurable development indicators (Botlhale, 2015).

As its first step towards implementing what was outlined in the NDP 10 plan, in mid-2008, the Government of Botswana with the assistance of UNDP re-introduced the IRBM as a set of tools or policy instruments to generate performance information, to develop budgets that were performance based and, to connect government units. The package of the IRBM adopted by the government included Results Based Budgeting System (RBB), Results Based Personnel Performance System

(PPS), Results Based Monitoring and Evaluation Framework (M&E), Results Based Management Information System (MIS) and E-Government (EG) system (Kaboyakgosi and Mookodi, 2014).

The government adopted the Results-Based Budgeting (RBB) as a strategic management tool to improve resource management and public sector accountability with a focus of improving accountability and financial discipline among the various government agencies mandated to execute the socio-economic development plans for the country. The Results-Based Budgeting focused on performance measurement and its linkages to policymaking and resource management. This initiative demonstrated 'foresight, innovativeness, dynamism and commitment to ensure value for money in the projects and programmes being implemented (Kaboyakgosi and Mookodi, 2014).

Through the Results Based Monitoring and Evaluation Framework (M&E) the government linked its developmental outcomes with public action, as a way of providing accountability, showing the worth of public programmes and garnering support for public programmes. Emphasis was placed on the continual collection of information on agreed indicators, with the aim of improving the performance of public sector organisations. In this regard the government's approach aimed at going beyond answering the question of what outputs have been successfully realised or for how much (Kusek and Rist, 2007).

The government's Results Based Management Information System (MIS) and E-Government (EG) system was adopted as an instrument to assist the government to provide better accessibility, outreach, information, and services (Kusek and Rist, 2010). The government adopted this tool to enable it to provide its services in a new, interconnected electronic environment, where information may be obtained online, and certain transactions may be conducted online as well. The intent was to have activities such as accounting, procurement, linkages to the private and other sectors of the economy carried out through the e-Gov. The thinking behind this adoption was that the Government, through e-Gov, will then apply Information and Communication Technology (ICT) for delivering government services, exchange of information communication transactions, integration of various stand-alone systems and services between Government-to-Citizens, Government-to-Business, and Government-to-Government, as well as to back office processes and interactions within the entire government framework. (Kaboyakgosi and Mookodi, 2014).

To implement the IRBM the government adopted the Managing for Development Results (MfDR) framework. According to Botlhale (2015), the MfDR focused on using information on results to improve decision making, performance and public accountability. Unlike traditional public administration which focused on planning, staffing, budgeting, and related matters (inputs), MfDR focused on actual outcomes and impacts of programmes, and not the inputs used, or the outputs

produced. MfDR emphasised on the use of tools of strategic planning, risk management, progress monitoring, and outcome evaluation. The philosophy behind the MfDR concept was based on the pillars of goal-orientation-which emphasized the setting of clear goals and results to provide targets for change, and opportunities to assess whether change has occurred. (Botlhale, 2015).

Though the IRBM concept was a noble approach of developing a nation-wide M&E system, its implementation faced several challenges. One of these challenges was the lack of follow-up through to institutionalising the results-based monitoring and evaluation concept as planned. Particularly negative to this objective was the lack of training required to carry this out, as initially the frontline agencies, including even the NSO did not have the (technical) capacity required to drive this programme. There was no prior systematic training for the data collectors, middle managers and top leadership to ensure they appreciated the use of IRBM in order to use it effectively. Overall guidance was also not forthcoming as the implementation arrangements for NDP 10 were never clearly articulated. Another challenge was the duplication of mandates, and lack of clear, decisive delinking of the planning function from the MFDP. Whereas the Public Sector Reforms Unit in the Office of the President sought to lead in the planning aspect, MFDP retained a critical mass of the capacity for planning as it retained the professionals who had historically conducted this function. A lot of time was lost due to these misunderstandings which were also due to reallocation of duties between the two organisations (Kaboyakgosi and Mookodi, 2014).

In 2008, the Vison 2016 Council made a new attempt to establish the national M&E framework. The first step in this attempt was to conduct an M&E readiness assessment, an approach that was strongly recommended by the World Bank as a good practice first step towards M&E framework development (Kusek and Rist 2004). The framework process provided an opportunity to access the presence and strength of the four M&E building blocks which was important in determining an appropriate country strategy for M&E system development. The M&E readiness assessment revealed critical deficiencies in both the capacity to supply and use of M&E information. Key constraints in the capacity to supply M&E information which include insufficient human resources with M&E or analytical skills, substantial data problems, primarily lack of credible, quality results-oriented data supplied in a timely fashion, and, when needed, at a subnational level and little or no experience with the conduct of evaluation studies. Regarding the capacity to demand and use M&E information, although there was a broad-based demand for national performance reporting pioneered by the Vision council and its secretariat, ministry-level use of M&E was less clear (Kusek and Rist 2004).

In year 2009, as the vision 2016 unfolds, the Vision Council felt a need to respond to the fundamental question that was being raised among Batswana: "where are we" regarding performance and progress against the targets set in the seven Vision 2016 pillars. In response, the government then

commissioned a Vision 2016 performance assessment. Hampered by a paucity of data, the 2009 Botswana performance report used a broad-based approach to draw relevant data and information from a variety of sources across the public sector, private sector and civil society, as well as from international sources. In addition to drawing attention to the need for data development, the 2009 Botswana performance report identified key concern for M&E as well as areas for possible future evaluation or special issue-oriented studies (Vision council 2009).

The Vision 2016 performance report identified the lack of data and information to assist Monitoring and Evaluation as a key concern. In the report, it was noted that the greatest deficiency impairing the Vision Council's ability to monitor and report on progress of the Vision 2016 Pillars was a general lack of data that relates to 'results' of programmes or policies, data that has been collected in a consistent and systematic way, data that can be collected, recorded and classified in more detail at a local level. Botswana then used the development of this national performance report, not only to raise the profile of M&E and identify gaps in M&E for future capacity-building efforts, but also to help create a demand for M&E across all sectors of society (Vision council 2009).

As the implementation of NDP 10 unfolds, the global financial and economic crisis broke out, and Botswana experienced serious revenue shortfalls. This resulted in external borrowing and a drawdown of reserves, with many NDP 10 programmes insufficiently funded, and implementation of projects delayed. This situation draws the attention of policy makers away from the systematic collection of information on programme and project implementation and results, towards addressing funding emergencies. As this financial and economic crisis began to abate and revenues began to recover slowly, there was a realization that institutionalizing M&E across Government required addressing important institutional constraints. The first constrain was the absence of a governance framework to support a clear understanding of how outcomes will be realised, quantified and accounted for (attribution, accountabilities and responsibilities, leadership, as well as incentives). The second constrain was weak stakeholder involvement leading to sub-optimal dialogue among the development partners. The third constrain was the absence of an empowered institution within Government to coordinate implementation, monitoring, evaluation and reporting. Fourth constrain was difficulties in development of indicators, with more complications when linking the lower level with the higher-level Key Performance Indicators (KPIs). The last constrain was moving from Ministry to sector reports and the fact that reporting is Government focused with little input by the private sector and civil society (NDP 11, 2016).

Recognising these deficiencies, the Government established the National Strategy Office (NSO) in 2010 with a more comprehensive mandate for leading M&E across Government. One quick corrective measure adopted by the government was to rename GICO into National Strategy Office (NSO). By

renaming GICO this way, the unit got expanded to coordinate and formulate the nation's excellence strategy and to simultaneously continue being the secretariat of the High-Level consultative Council (HLCC) and the Economic Advisory Council. The minister for presidential affairs and public administration in his 2012/2013 Recurrent and Development Budget speech highlighted that the National Strategy Office (NSO) was now mandated to lead national strategy development by promoting strategic thinking in the country and catalyse effective policy making and implementation. NSO was then tasked with launching various diagnostic and detailed studies such as visioning scenario development, desk reviews of relevant socio-political and economic reports, and implementation prioritization of the Botswana Excellence Strategy all aimed at identifying Botswana's key social, political and economic challenges and opportunities (GoB, 2015).

One of the reasons for placing the NSO in the Office of the President was to give it enough authority and prestige to call on other organisations to comply with the demands for implementing RBM and monitoring and evaluation of programmes. Among the important functions of the NSO was the role of coordinating Thematic Working Groups (TWGs). Four TWGs were formed covering the four broad developmental themes namely the Economy and Employment, Governance, Safety and Security, Social upliftment, and Sustainable Environment. The TWGs were to function under the guidance of the Office of the President and the Ministry of Finance and Development Planning. Non-government actors such as Civil Society and the Private Sector were also supposed to be involved in the TWGs to harmonise and promote sectoral cooperation in monitoring and reporting and to jointly submit quarterly reports on progress and bottlenecks (GoB, 2015).

As the National Strategy Office began to function, several challenges clogged it. Firstly, it lacked the capacity to enforce its mandate as it was merely an advisory body with no legal backing to facilitate its mandate. There was no obligation that government departments must comply with the demands made by the NSO. Added to that, since the Office was still relatively new in Botswana's institutional landscape, its impact took several years to be felt. The convening of the TWGs process had been intermittent and had a high rate of attrition in the leadership of the TWGs. Since deputy permanent secretaries were the substantive chairpersons of these groups, their subsequent promotions, resignations or other redeployment left a gap in the membership? They were not replaced, and departed with the institutional memories, commitment, as well as know-how required to make the TWGs function optimally (Lahey, 2013).

Under the coordinating role of the NSO, a number of organisations named 'hubs' were set up. Such hubs, essentially 'centres of excellence' were set up to accelerate Botswana's competitiveness, improve economic growth and excellence. These hubs were the Transport Hub, Agriculture Hub, Diamonds Hub, Education Hub, Health Hub, and Innovation Hub. While such 'hubs' may be

organisationally located in a ministry with immediate relevance to their mandate, they were intended to service the whole sector. The challenge they faced then was that their mandates got restricted to those of the ministries under which they were placed. The hubs became overly focused at ministry, and not strategic or sector level matters as initially planned. Structural challenges have also emerged as some of the hubs had challenges of a reporting nature with some of the ministries under which they were placed. Such challenges included resourcing and lack of clarity of mandate, as well as duplication of ministerial function (Lahey, 2013).

The NSO also began to develop a more deliberate M&E strategy. One key milestone of great significance by NSO was instituting regular performance reviews of ministries. Within the NDP10, one of the core strategic focal areas of Government was to ensure developmental goals are achieved by focusing on the delivery of results and it did so through quarterly briefings to the President and bi – annual Ministerial Performance Reviews (MPRs). In this regard, the NSO pushed for these reviews. Since then the MPRs have been undertaken by a Performance Review Team comprised of Office of the President as the Coordinator and Chair, NSO, the Ministry of Finance and Development Planning (MFDP), the Directorate of Public Service Management and the Directorate on Corruption and Economic Crime. These reviews provided a platform for achieving intended results and identifying implementation weaknesses and bottlenecks that might impede achievement of the anticipated outcomes. As a learning and corrective instrument, the reviews then prompt objective evaluation of the achieved results, why things are the way they are in case there are challenges and propose remedial actions to improve performance. Within this arrangement, the Ministries were also required to prepare brief quarterly reports on their core mandate, and all Ministries appear before the President on a quarterly basis (NDP 11, 2016).

Another tool which was then introduced by NSO to monitor service delivery at local level is the Community Based Monitoring (CBM). The CBM approach is a social accountability tool that empowers local communities to be aware of government services from extension service departments. Local communities are empowered to rate Government Services using Village Score Cards. This tool is administered every six months in collaboration with the Ministry of Local Government. It was first piloted with 9 entities out of the 26 that are eligible for this concept. The liaison committees in this regard at district level are the farmers committee, Village Health Committee and Parent Teachers Associations (NDP 11, 2016).

5.2.4 Time period 2010-2020

Between 2010 and 2020 there have been several events that further strengthened the institutionalisation of the national M&E system for Botswana. As the country headed towards the last leg of its vision 2016, the urgency to improve on measurement and reporting on performance increased. Therefore in 2013, the Vision Council commissioned a performance assessment (Vision Council, 2013). At the same time the Ministry of Finance Planning and Development commissioned a midterm review of the NDP 10. These two evaluations are examples of major national evaluations Botswana conducted which demonstrate the extent of growth of the national M&E system in Botswana (Utlwanang, 2014).

According to Botlhale, (2015) while NDP 10 provided for the establishment of a results-based Monitoring and Evaluation framework in Botswana, this did not happen immediately. It was only in 2013, three years later that the government of Botswana engaged a consultant from the World Bank to develop an Action Plan for the development and implementation of a National Monitoring and Evaluation system (NMES). To kick-start the process, an M&E Readiness Assessment was conducted. The assessment produced an up-to-date analysis of the current state of M&E in Botswana, along with recommendations for moving forward to further its development. Following the assessment was the development of an M&E Framework and Strategy. The framework was an architecture for the M&E model that was adopted on 27 November 2013 (Botlhale, 2015).

The National Strategy Office with the support from the World Bank, engaged in a process of developing the Strategy and the Action Plan for developing the National Monitoring and Evaluation System (NMES). The action plan identified the key steps needed to launch the process of institutionalizing the NMES, along with details on the process and timeline for development and implementation. It also addressed the role and responsibilities of all the central players including Ministry of Finance and Development Planning, MFDP, Vision 2016 Council, Statistics Botswana and Thematic Working Groups (Lahey, 2014).

The structure of the M&E Framework developed emphasised that internal M&E units be established in all ministries, with central leadership from a central M&E unit to be established within the National Strategy Office. Then the NSO, through its central M&E unit, would then facilitate the measurement and reporting on results, as appropriate, at the sector and national levels, working in collaboration with the TWGs and MFDP. The conduct of evaluations would be then undertaken at both the central level and as the system matures, within ministries. (Lahey, 2014). In this model, NSO not only sets the rules and standards for M&E, but also plays a key role in supporting the capacity building needs and leading the oversight responsibilities of the system. For this reason, the M&E Unit was to be

located within NSO and be regarded as the Centre of Excellence for Evaluation and Performance Measurement (Lahey, 2014).

In 2014, preparations for NDP11 commenced. According to Ministry of Finance and Development Planning (MoFDP) policy paper for NDP 11, the emphasis was that NDP 11 projects and programmes designed by Ministries should be in consonance with the requirements of the proposed Monitoring and Evaluation (M&E) policy infrastructure. To ensure proper alignment with other planning frameworks the commencement of NDP 11 from the original date of April 2016 was extended to April 2017, to allow for completion of the next national Vision beyond. Also, the Government Implementation Coordination Unit was then created within the NSO to further improve project implementation (MFDP, 2014).

In 2015 The Vision Council conducted its final Botswana performance report before the vision period comes to an end in 2016. In large part, development of M&E in general and an NMES in Botswana has not proceeded as planned, although several initiatives have been introduced in recent years – five since 2008-09 (Vision Council 2015).

Then between 2015 and 2020, Botswana focused on implementing the laid down strategies in NDP11 aimed at strengthening its national M&E systems. The focus was on strengthening the weak M&E system. The president in his SONA (2018) statement mentioned that decision was taken to develop the National Monitoring and Evaluation System (NMES) to close the monitoring and evaluation gaps experienced during the implementation of NDP 10. The purpose of the NMES is to move away from the traditional output-based monitoring to a result focused or performance-based approach. He further mentioned that the system will enable the country to measure what matters most at the right time with performance frameworks. He also stated that the implementation of the different components of this project was to be done in phases starting with the Central Government, followed by a roll-out to Local Authorities and State-Owned Enterprises.

Some milestones achieved to date include the establishment of functional partnerships arrangements for M&E at all levels. Example of such multi sectoral platform for M&E included the establishment of the sector-wide health data collaborative for the ministry of health and welfare launched in February 2020 as well as revising the eHealth strategy. Other milestones realised between 2015 and 2020 include effective introduction of the e-government programme and automation and integration of processes through expansion of the government data network system and connection of the fibre network. This stimulated the acceleration of the national ICT programme served as the nerve centre for an institutionalised national M&E, system.

5.3 Key stakeholders for Botswana's national M&E system development

The following key stakeholders were very instrumental to the development of Botswana's national M&E systems during the reference period.

5.3.1 State actors

Botswana's Government affiliated institutions and government ministries makes parts of the sum regarding the national M&E system. Thus, selected ministries as described next posed significant roles in the development of the national system.

Contribution of government ministries

Several ministries had a significant role in building the national system. For instance, the Ministry of Health and social welfare (MOHSW), played a significant role in the national M&E system by coordinating evaluation studies, surveillance and collection and collation of health service delivery data. One significant achievement that impacted positively towards the development of a national M&E system was the restructuring exercise which resulted in the formation of Department of Health Policy, Development, Monitoring and Evaluation (HPDME) in 2010. This department to date is coordinating the provision of health management information systems to all departments within the Ministry and to other external users for purposes of effective health planning. It is also coordinating the monitoring and evaluation of the appropriateness, effectiveness and quality of health services (GoB, 2015).

Through this department the Ministry thus has successfully introduced the monthly Health Information Bulletin as a platform to facilitate sharing of health M&E information in the country (MOH, 2015). With a significant support from the NGOs, the ministry has established an electronic data collection and management system operating on the Government Data Network system (GoB, 2015).

Ministry of Transport and Communications is another government entity that has provided the required information technology infrastructure which is a corner stone for a functional M&E system for the country. It facilitated the implementation of the e- Government aimed at providing universal access to services using appropriate strategies and technologies for efficient and effective delivery. This ministry led the process of creating a government data network (GDN) hence providing faster

internet services and data transfer within the country and thus enhancing functionalities of the national M&E system (MTC, 2009).

Ministry of Finance and Development Planning mainly contributed to the development of the national M&E system by setting up the base coordinating structures that were required for the coordination of M&E activities in the country. One of the structures that was set by the Ministry of Finance and Development Planning was the creation of a Performance Coordination Unit in the ministry which played a critical role of crafting the M&E frameworks for the NDP 10 and NDP 11 (MFDP, 2014).

Lastly the ministry of Local Government came handy in the development of the national M&E system as it played the role of the focal point in the central government for planning and coordination of local authorities. Through this role it facilitated linkages of monitoring and evaluation systems across ministries and ensures that the national monitoring and evaluation system is cascaded down to the community level.

Contribution of government affiliated institutions

In 2011, Botswana created a body called the Botswana National Research, Development and Innovation Coordinating Council. This council was mandated to advise the country's leadership and coordinate decision-making related to research, science, technology and innovation. The council was established by statute as an autonomous body chaired by the minister of Science and Technology and the council membership was drawn from renowned individuals in the scientific, economic and academic communities in both the public and private sectors. The functions of the council include advising the country's leadership on issues related to research, science, technology and innovations. Monitor the implementation and performance of funded research projects in the country. Provide oversight of activities by research and academic institutions. Receive and review periodic reports from academic and research institutions on their research activities. Thus, putting a coordination structure that strengthen the efforts of M&E implementation in the country (UNESCO, 2013).

This council succeeded in mapping all government related research and M&E stakeholder organisations in the country and to facilitate them to congregate and share strategies for further promoting and coordinating research, monitoring and evaluation. Such stakeholders that were mapped include African Comprehensive HIV AIDS Partnerships; Baylor Children's Hospital; Botswana Harvard AIDS Partnerships; Botswana Technology Centre (BOTEC), Botswana Vaccine Institute; Rural industries promotion company Botswana (RIPCO) and national Food Technology Research Centre. Other networking and support institutions include Botswana Agriculture hub, Botswana

Bureau of standards, Botswana diamond hub, Botswana education hub, Botswana health hub, Botswana innovation hub, department of radiation protection.

Another government affiliated institution that played a significant role in the development of the national M&E system was the National AIDS Council created to coordinate the National HIV response. NACA was established through a Presidential Cabinet Directive on 14 December 1999 at the Ministry of Health. Due to the multi-sectoral nature of the response, the secretariat was moved to the Ministry of State President with full-fledged ministerial portfolio and mandate. One milestone for NACA in the development of the national M&E system was the establishment of a national monitoring and evaluation system to track the performance of national HIV AND AIDS programmes on a regular basis. As part of the process of building the national M&E system for the HIV response, it developed a national M&E training curriculum to build the capacity of M&E practitioners in the country. Thus in 2006, NACA in collaboration with the African Comprehensive HIV/AIDS Partnership (ACHAP), the Botswana USA Partnership (BOTUSA) and Institutive of development management developed the Monitoring and Evaluation Course to train all stakeholders in the national HIV/AIDS response to equip them with the concepts and skills required to implement comprehensive M&E systems. This curriculum was implemented until 2015 when with the funding from JICA it was subsequently revised (JICA, 2015).

Statistics Botswana, formerly known as the Central Statistics Office (CSO) is one of the institutions that played a critical role in the development of the National M&E system for Botswana as it played the role of the keeper of the original vision 2016 M&E system. Over years from independence, the Central Statistics Office (CSO) played the role of collecting data on many of Botswana's developmental indicators. Central Statistics Office (CSO) has also historically assisted the Vision 2016 Council to monitor Botswana's developmental performance under the auspices of Vision 2016. Transformation of Botswana's Central Statistics Office (CSO) to 'Statistics Botswana' was an important first step towards giving more prominence to data development and the investment required to strengthen the national M&E system through promoting use of data. A good indicator of progress made include the launching of its National Strategy for Development of Statistics (NSDS) and the ensuing consultation process ongoing with sectors about data needs. This strategy provides a robust, comprehensive and coherent framework that facilitates the development of statistics and enhance their utility in the country (Statistics Botswana, 2015).

The Botswana Institute for Development Policy Analysis (BIDPA) is another government related institution which started operations in 1995 formed to support policy development and the monitoring and evaluation of national policies (Kaboyakgosi and Mookodi, 2014). Another institution is the Botswana Institute of Technology, Research and Innovation (BITRI) This institution contributes to

the development of the national M&E system by supporting the prioritisation of Research and Development in science, technology and innovation in order to have a significant impact on Botswana's economic diversification and also have a positive contribution to economic development (Vision Council, 2015). Lastly, the National Food Technology Research Centre (NFTRC) is another specialized institution leading the scientific research and M&E in Botswana. The key assignment of NFTRC was to create food technologies that will boost economic diversification, food security and quality through continued end user focused research and M&E of food programmes (Vision Council, 2015).

Contribution of parliament

As stated in the Parliament of Botswana (2018) website, parliament is the supreme legislative authority in Botswana, consisting of the President and the National Assembly and is charged with the responsibility of legislation, passing new laws or amend the existing laws and examining government policies through Parliamentary Committees. Through its research and information unit, it generates and disseminates research information to support the core functions of law making, oversight and representation. Through its library support it sources, manage and deliver authoritative, relevant, nonpartisan and reliable information resources. Through this mandate the parliament of Botswana has be instrumental to the development of the national M&E system for country. For instance, the parliament approved the national M&E framework in the NDP 11.

By implementing what is outlined in the NDP 11 national M&E framework the parliament through the Parliamentary Accounts Committee (PAC) made regular invitations to Permanent Secretaries to appear before the PAC and present their ministry specific quarterly performances. This practice on its own made many government departments to monitor and evaluate their programmes more regularly and has made government employees to get accustomed to being held to account for performance. This practice in a way strengthening the national M&E system.

5.3.2 None state actors

According to Lahey (2013) none state actors such as European Union, World Bank and African Development Bank has played a significant role in supporting a further development of the national M&E system for Botswana. For instance, the World Bank's Independent Evaluation Group has supported the efforts of Botswana government to strengthen its monitoring and evaluation (M&E) systems and capacities. Over a period, the Bank has availed significant amounts of financial support and technical support to the government to implement programmes aimed at building the M&E

capacity of government officials. One good example of such support is the provision of technical support to the government to develop a strategy for the National M&E system. The bank has also funded the government to send several officials to receive training at the International Programme for development Evaluation Training (IPDET) held annually in Ottawa, Canada as a joint venture between the World Bank and Carleton University. This was one of the key initiatives by the World Bank to support M&E capacity building efforts in the country, a move that helped the government to strengthen the national M&E system (GICO 2008). European Union is another non state actor that has been supporting the government of Botswana to strengthen its monitoring and evaluation system through a similar provision of technical and financial support (Buchholz, et al 2009).

5.3.3 Academic Actors

Botswana has a limited number of training institutions that contributed towards the institutionalisation of the national M&E system through providing training services. However, some of the academic institutions that have contributed in the development of the national M&E system particularly from the capacity building point of view include University of Botswana, BOTHO University, Botswana University of Agriculture; Botswana International University of Science and Technology (BIUST). These institutions have developed short courses in M&E There are on-going efforts to offer an accredited master's degree programme in M&E through the University of Botswana, in the Population Studies department. Another commendable effort in place is the initiative by the Institute of Development and Management, which is currently offering an accredited diploma in M&E course.

Other M&E capacity building efforts in Botswana that contributed to the development of the national M&E system include in house or on job training and short courses offered mostly by NGOs to their M&E personnel. Examples include training conducted by NACA in collaboration with the African Comprehensive HIV/AIDS Partnership (ACHAP) and the Botswana USA Partnership (BOTUSA), in response to the need and demand for M&E capacity building for the national HIV/AIDS response.

Besides such efforts exerted by the mentioned training institutions to build the nation M&E system for the country, there is still a glaring need in Botswana to address M&E capacity needs through a combination of formal training courses and informal capacity-strengthening initiatives, including on the job training. Further partnerships in capacity building and training initiatives is required among the following academic institutions such as the University of Botswana, Botswana Public Service College, Vision Council, BIDPA, Statistics Botswana, IDM, and ACHAP. The government can also further tap into regional universities that are offering accredited programmes at various levels, such as

Stellenbosch University, Cape Town University, and the University of the Witwatersrand as well as University of Fort Hare.

5.3.4 National M&E associations

Literature review shows that Botswana never successfully established a national M&E association. The last attempt to form an M&E association was in 2010, when the Botswana Association for Monitoring and Evaluation (BAME) was formed. This initiative was funded by UNICEF and the secretariat was under the Ministry of Health. However, the membership never grew as they limited the number of M&E practitioners in the country and those few members stopped paying their membership fees. This resulted in death of the association. However, some M&E related associations that exist are the Botswana Statistical association, Botswana Economics Association, the Botswana Epidemiology association and the Botswana educational research association.

5.4 Snapshot of M&E practice in Botswana

The section presents a snap short of M&E practice in Botswana through the analysis of M&E documents collected from the public domain to demonstrate the presence of M&E practice in the country as an outshoot of a developing national M&E system. The analysis process involved coding of the documents released between 2003 and 2017 for Botswana. A total of 77 documents were included in the analysis. These were the documents I managed to find and get hold from various offices I visited in Botswana as well as from the organisations' websites. Therefore, this is just a snapshot of the M&E documents in Botswana and not necessarily a representative of the general population meaning these 77 documents are not in any way a representative sample of the M&E documents in the country. Since this was just the number of documents that were at my disposal during the time of the study, the conclusions are not in any way representative. Again, I would like to point it out that these documents only cover the period 2003 – 2017 due to a limited availability of older documents on the public domain and the offices I visited. Therefore, the poor at finding old documents resulted in biased towards recent reports only. Another weakness with the 77 documents is that the number reflects only the total number I managed to collect within the confines period of the study and thus don't necessarily constitute a representative sample of the M&E documents in Zimbabwe, which in turn confound the interpretation of the study results. The variables considered in the analysis include the period the M&E documents were developed, funder of the M&E work, commissioning agents and sector in which the documents belong. The process of managing the document files, coding and analysis was done with the assistance of ATLAS.ti version 8 software.

5.4.1 When the M&E documents were developed

Figure 12 present the distribution of the M&E documents as per the year each document was developed. The analysis showed few M&E documents from 2003, and the number increased to about 9 documents in 2008, then went down again to 2 in 2011. The number increased again from 2012 up to 11 reports in 2015. A downward trend started to be experienced again thereafter.

Figure 12: Distribution of Botswana M&E documents by year of development N = 77
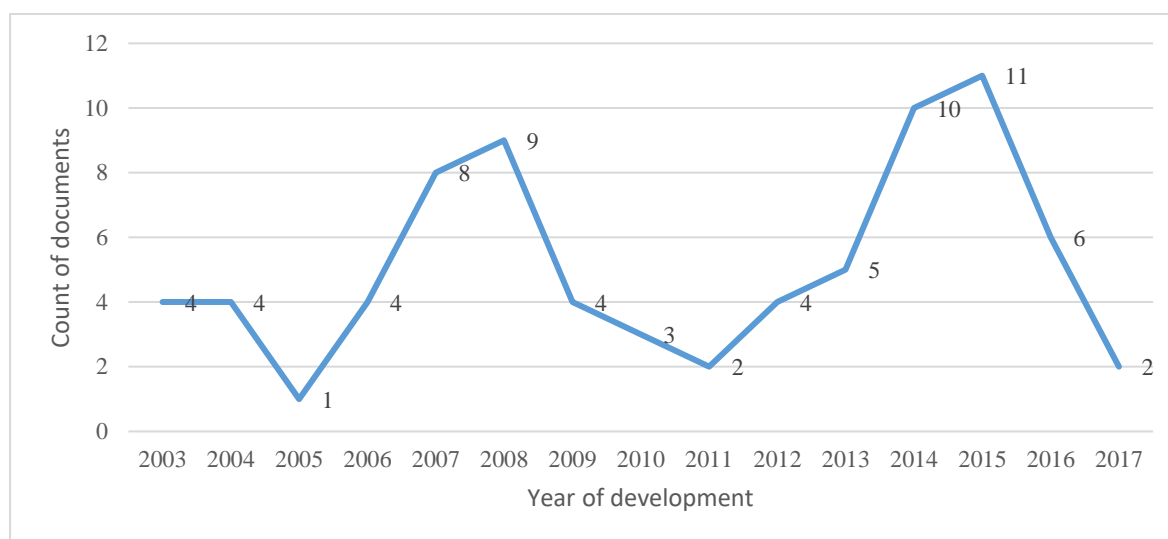
This fluctuation presented in annual output are typical of small distributions of objects. However, the pattern is aligned with M&E practices following the national planning cycle for Botswana. For instance, the NDP 9 plan got approved by Parliament by November 2002 and its implementation commenced from April 2003 until March 2009. Therefore, most of the end of projects evaluations of the projects implemented under NDP 9 were done around year 2008 and 2009 hence a high volume of number of evaluation reports released during that time. Then in year 2009, the process of developing the 10th National development Plan (NDP10) commenced. NDP10 plan covered the period April 2009 to March 2016, an end that coincided with the end of Vision 2016. Therefore, the graph presents a spike as well in 2015/16 in line with an increase in evaluation practice as part of the end of NDP 10 programmes implementations evaluations and end of vision 16 evaluations.

5.4.2 Sectors covered by the M&E documents

As presented in figure 13 most of the M&E documents reviewed were from the health sectors, then agriculture sector, economic development sector. It also demonstrates that M&E are being done in other sectors such as human rights.

94

Figure 13: Distribution of Botswana M&E documents by sector N = 102
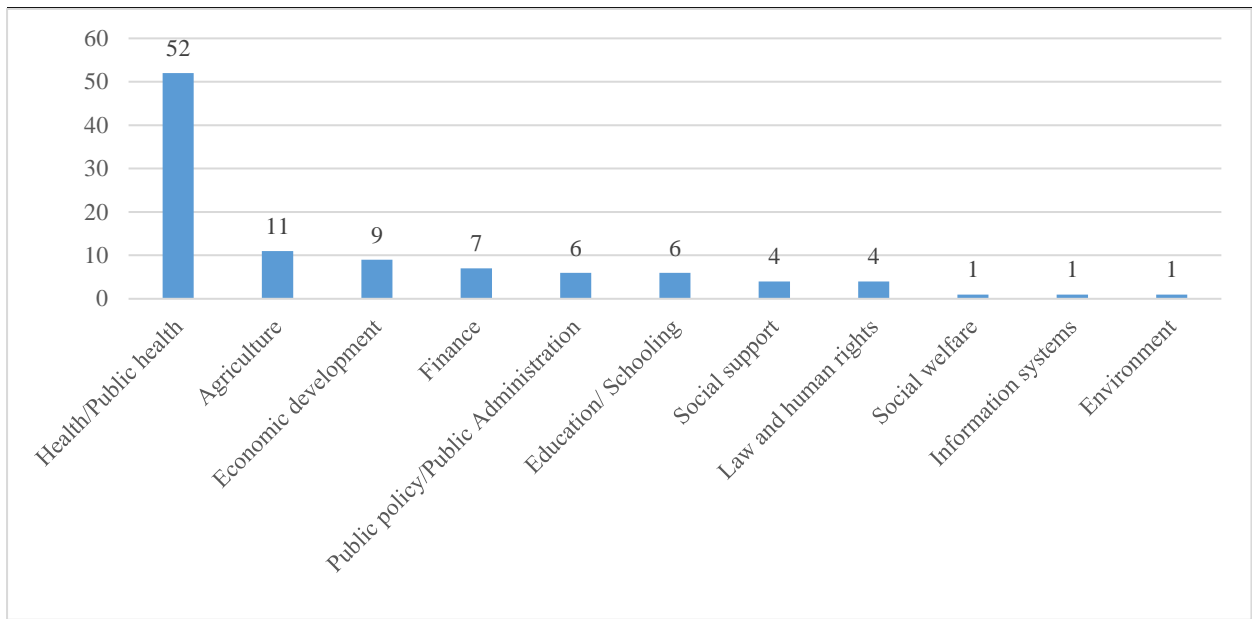
The trend demonstrate by the graph is that in Botswana evaluation is being done in a wider number of sectors though predominantly in health and economic development.

5.4.3 Who commissions development of the M&E documents

The study also aimed at understanding who commissioned the M&E work. The results as presented in table 6 indicates that majority of the M&E work was commissioned by the Government of Botswana through its agents such as African Comprehensive HIV/AIDS Partnership and National AIDS Co-ordinating Authority and several ministries. However international organizations came out as some of the commissioning agents for M&E practice in Botswana such as the UN agents and other bilateral agents such as NORAD, European Union and American government agents.

Table 6: Distribution of Botswana M&E studies by commissioning agent N = 53

Commissioning Agent	Count	Percent
Government of Botswana Agents	39	74%
UN Agents	6	11%
American government agents	2	4%
Norad	2	4%
EU	1	2%
Danida	1	2%
Netherland's Ministry of Foreign Affairs	1	2%
Swedish International Development Cooperation Agency	1	2%
Total	53	100%

5.4.4 Where the authors of the M&E studies are based.

The analysis presented in figure 14 indicates that most (61%) of the M&E documents were produced by locally based developers, followed by those based in South Africa (14%) and then overseas countries such as United Kingdom (11%), United States of America (7 %) and Canada (4%).

Figure 14: Distribution of Botswana M&E documents by the location of the developers. N = 28
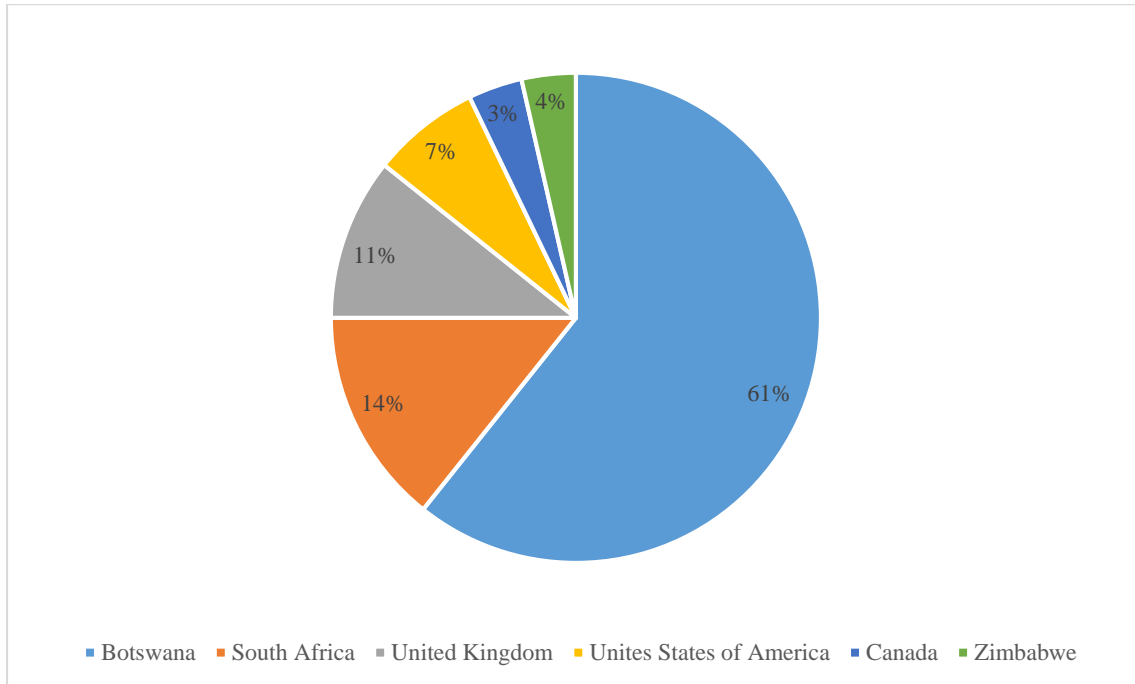
5.4.5 Who funded the development of the M&E documents

As indicated in figure 15, a majority (28%) of the M&E documents were funded by UN agents such as UNICEF and UNDP, followed by NGOs (27%) and Foundations such as the Gates foundation (27%) and 18% funded by the host government.

96

Figure 15: Distribution of Botswana M&E documents by who funded them.
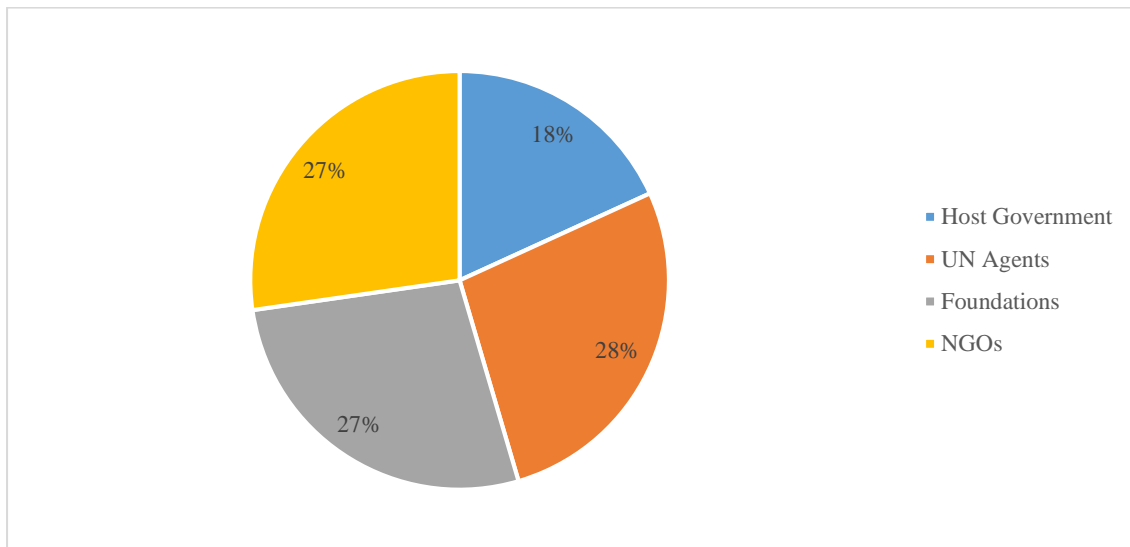
The above analysis demonstrates that M&E work in Botswana involves both local and international stakeholders.

5.5 Conclusion

The evidence above demonstrates the advances Botswana made towards institutionalising its national M&E system. The driving forces as well included the adoption of public administration reforms such as the IRBM whose package included Results Based Budgeting System (RBB), Results Based Personnel Performance System (PPS), Results Based Monitoring and Evaluation Framework (M&E), Results Based Management Information System (MIS) and E-Government (EG) system. This allowed introduction of M&E into the broader public sector management practices. Milestones achieved include opening of National Strategic Office, the establishment of the GICO and the establishment of the Megaprojects Unit. All these were major milestones that underscores the Government's commitment towards building a vibrant and sustainable National monitoring and evaluation system. With such tangible step by step accomplishments between 1966 and 2020, highlighted above, Botswana's national M&E system managed to evolve from being a fragmented, donor driven system to a government led national M&E system. However, the above accomplishments did not go with no challenges. As the country progresses through its journey to develop and institutionalise the national M& system, it faced the challenge of inadequate technical capacity to support the design and implementation of the M&E system which slowed implantation efforts. This remains the country's challenge for the future as there is a need to develop and implement a capacity development strategy in a way and at a pace that the system can accommodate.

97

CHAPTER 6: FINDINGS AGAINST THE REVISED ATLAS FOR ZIMBABWE

6.1 Introduction

This chapter presents the results of a survey conducted to describe and explain the level of institutionalisation of Zimbabwe's national M&E system. It presents answers through the survey results to the third research question: to what level has the national M&E system for Zimbabwe institutionalised?

- How is Zimbabwe score against the atlas?
- Which domains are advanced, and which are still lacking?
- What are the necessary steps or probable future course of the institutionalisation?

The following results are based on our analysis of the Zimbabwe survey data and the atlas.

6.2 Demographics for Zimbabwe survey respondents

Table 7 indicates that the total number of respondents included in the Zimbabwe survey data set for analysis was 139 cases with 80% being males and 20% females. This reflects how skewed the M&E respondents were by gender though there were about 21 respondents who did not disclose their gender, hence presented as missing data and therefore excluded from the rest of the analysis.

Table 7: Distribution of Zimbabwe respondents by gender. N= 118

Gender	Count	Percent
Male	95	80%
Female	23	20%
Total	118	100%

The mean age of the respondents was 40 years with a minimum age of 26 and a maximum age of 70. In the analysis the age was further categorised into those younger than 40 years and those 40 years and older where the distribution was equal as presented in table 8.

Table 8: Distribution of Zimbabwe respondents by age. N= 117

Age	Count	Percent
Younger than 40 years	59	50%
40 years and older	58	50%
Total	117	100%

As far as the highest level of education is concerned, 110 of the 139 respondents provided information. As the table 9 below shows, the largest proportion (65%) reported that they have a master's degree with those possessing an undergraduate degree and doctorate equally distributed.

Table 9: Distribution of Zimbabwe respondents by highest level of education. N= 110

Highest level of education	Count	Percent
Master's	71	65%
Undergraduate degree	20	18%
Doctorate	19	17%
Total	110	100%

Table 10 present majority of the respondents (75%) as possessing their highest qualification in social sciences, 15% with health sciences, then agricultural sciences (6%), and then lastly natural sciences (4%).

Table 10: Distribution of Zimbabwe respondents by field of study. N= 115

Broad field of highest qualification	Count	Percent
Social sciences	86	75%
Health sciences	17	15%
Agricultural sciences	7	6%
Natural sciences	5	4%
Total	115	100%

As presented in figure 16, majority (60%) of the respondents had a certificate or diploma in M&E followed by those with a post-graduate degree in M&E (25%), and then 16% with an undergraduate degree in M&E.

Figure 16: Distribution of Zimbabwe respondents by qualification in M&E. N = 102
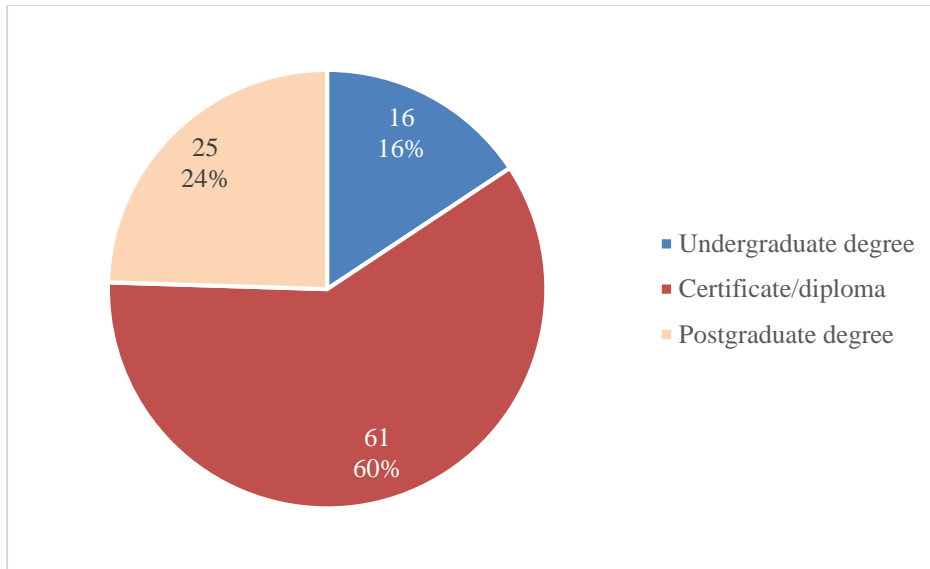
The respondents were also asked to indicate how they identify themselves in their M&E work. As shown in table 11, close to half (49%) indicated M&E as their primary professional identity. A significant proportion (41%) indicated M&E to be their secondary professional identity, after another discipline. Only 10% indicated that M&E forms a small part of their professional identity, after various other disciplines.

Table 11: Distribution of Zimbabwe respondents by M&E as their professional identity. N= 135

Professional identity in M&E	Count	Percent
M&E is my primary professional identity	66	49%
M&E is my secondary professional identity after another discipline.	55	41%
M&E forms a small part of my professional identity after various other disciplines	14	10%
Total	135	100%

Table 12 present a cross tab of the respondents regarding how they describe their professional identify disaggregated by their demographics.

100

Table 12: Crosstab professional identity by demographics

		M&E is my primary professional identity		M&E is my secondary professional identity after another discipline		M&E forms a small part of my professional identity after various other disciplines	
How would you describe your professional identity?							
		Count	%	Count	%	Count	%
Gender	Male	50	54%	34	37%	8	9%
	Female	9	39%	11	48%	3	13%
Age	Younger than 40 years	31	53%	22	38%	5	9%
	40 years and older	28	50%	22	39%	6	11%
Highest qualification	Undergraduate degree	10	50%	8	40%	2	10%
	Master's	38	55%	27	39%	4	6%
	Doctorate	10	55%	5	28%	3	17%
Disciplinary field	Agricultural sciences	3	60%	1	20%	1	20%
	Social sciences	46	54%	31	37%	8	9%
	Natural sciences	2	40%	2	40%	1	20%
	Health sciences	6	35%	10	59%	1	6%

Thus table 12 above indicates that there were more male respondents than females across those who regarded M&E work as their primary or secondary or small part of their professional. However, for males the lager number considered M&E as their primary professional identity whilst majority of the females considered M&E as their secondary professional identity. Age wise, the majority both among older and younger respondents they consider M&E as their primary professional identity. A similar trend shows among distribution by highest level of education. Both for those with undergraduate, or masters or doctorate, the majority considered M&E to be their primary professional identity. However, when it comes to the disciplinary field, whilst a majority of those from agricultural sciences, social sciences and natural sciences consider M&E as their primary identity, a majority of those from health sciences considered M&E as their secondary professional identity. This could be a reflection that most of health professionals such as medical doctors and nurses moves into M&E work as an add on to their primary health care work.

Then as presented in figure 17 most of the M&E practitioners interviewed indicated that most of the research work, they do is related to monitoring and evaluation-based projects. A significant proportion indicated that they do purely evaluation work. It's of interest to note that some also manage M&E work, whilst others commission M&E related projects. Also, there were respondents who indicated that they do training in M&E.

Figure 17: Distribution of Zimbabwe respondents by highest level of qualification and how they're involved in M&E
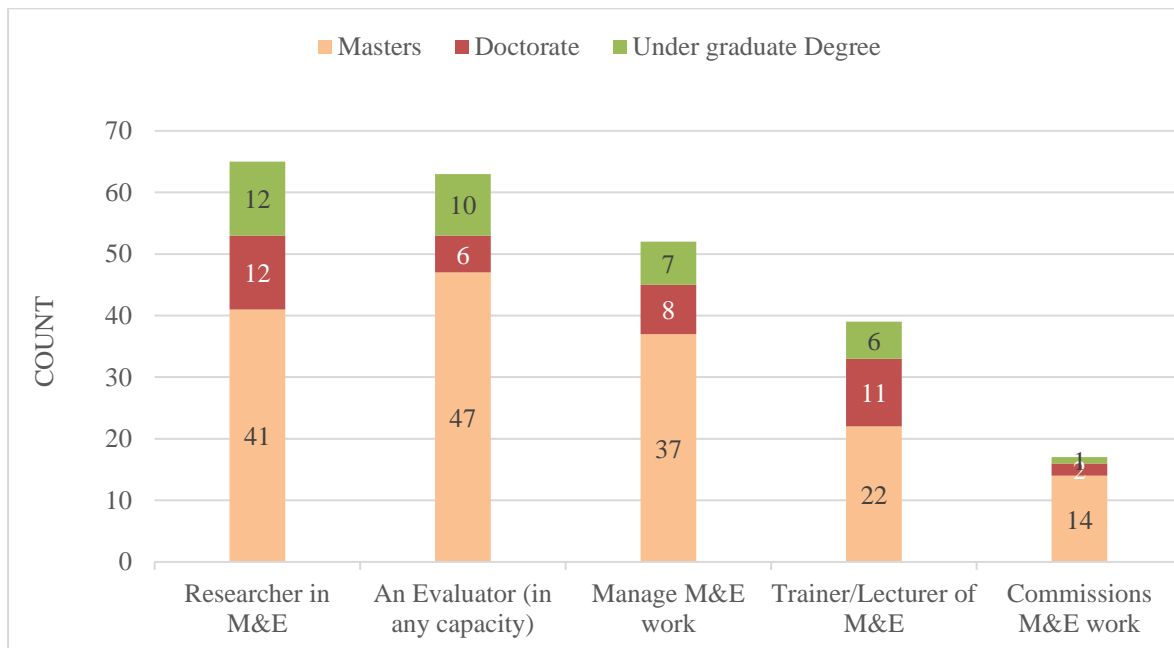
Then results in figure 18 indicates that majority of the respondents did their M&E work in human aid and development followed by health, disaster/emergency management, education etc in that order. Those with a master's degree dominated across all the sectors.

Figure 18: Distribution of Zimbabwe respondents by highest level of education and sectors in which they do their M&E work

102
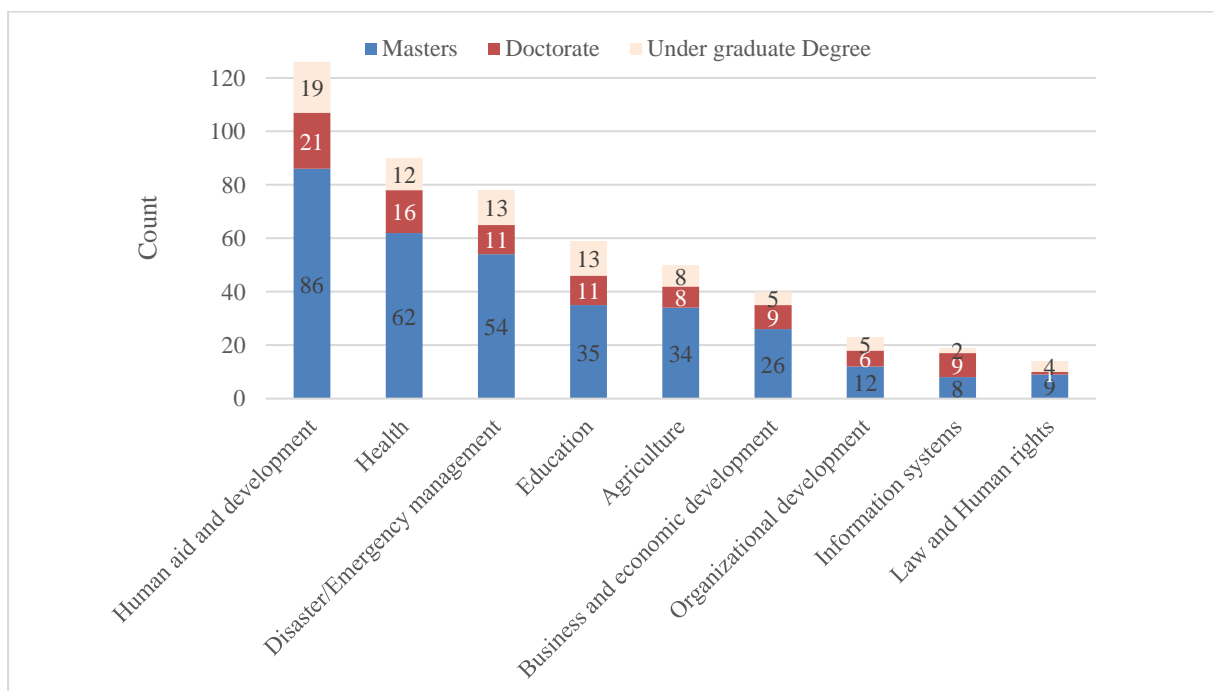
6.3 Revised Atlas Overall Country Score

The focus of the Atlas analysis was to establish the extent to which the national M&E system in Zimbabwe can be said to have institutionalised. As presented in figure 19, the overall level of institutionalisation score for Zimbabwe stands at 53%.

Figure 19: Revised Atlas overall country score - Zimbabwe
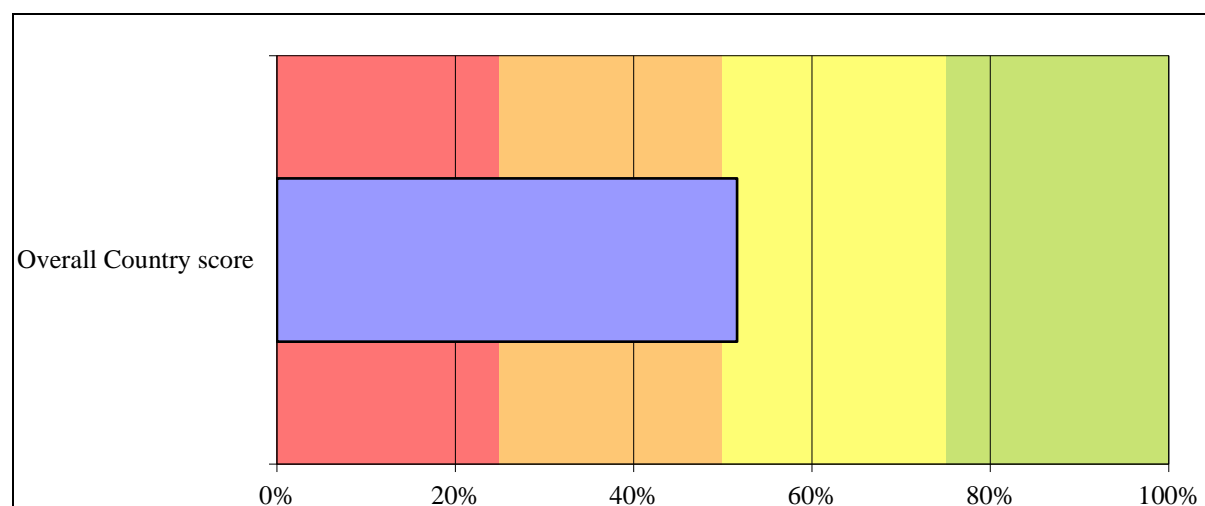
With an overall country's score of 53% the interpretation is that the country has made some efforts towards institutionalising its national M&E system. However, the system is not yet fully institutionalised which is substantiated by the specific domain scores as presented in table 13.

6.4 Domain specific Revised Atlas Scores for Zimbabwe

Table 13 below presents the scores against the atlas for each of the 12 domains. It also presents the associated scores for the dimensions under each domain. This way, the table gives a snapshot summary of Zimbabwe's level of institutionalisation as portrayed within and cross the domains. The different levels are depicted through the colour code scheme where yellow represent adequate, brown indicate that its neither adequate nor inadequate and red indicate that its inadequate.

As presented in table 13 below, none of the domains has reached a high degree of institutionalisation. Only three domains scored above 60% and presented a medium degree of institutionalisation which is simply rated as adequate. The majority (9) of the domains are within the range of 40% to 60% and represent an upper low level of institutionalisation which is rated as neither adequate nor inadequate. Two of the domains scored red, thus scored below 40%, and thus the level of institutionalisation for those domains is highly inadequate.

Table 13: Summary of the revised Atlas scores for Zimbabwe (domains and dimension)

Domain	Domain rating	Dimension	Dimension rating
Domain 1: Pervasiveness of M&E in many different policy domains (evaluation takes place in many policy domains)	Adequate 73% (5.8 / 8)	M&E is a regular phenomenon in Zimbabwe	**68%** Adequate
		M&E take place in many sectors (e.g. health, education, agriculture, etc.)	**78%** Adequate
Domain 2: Diffusion and pluralism of M&E praxis in Zimbabwe/supply of M&E practitioners from different disciplines	Adequate 60% (4.8 / 8)	Zimbabwe has an adequate supply of M&E practitioners from different disciplines specialising in different methods	**61%** Neither adequate nor inadequate
		Zimbabwe has enough numbers of personnel from different disciplinary backgrounds attracted to work in the field of M&E	**58%** Adequate
Domain 3: National discourses/dialogue on M&E	Neither adequate nor inadequate 50% (6.0 / 12)	There is a national dialogue on M&E in Zimbabwe	**54%** Neither adequate nor inadequate
		Zimbabwe has M&E and performance management issues on its political agenda	**54%** Neither adequate nor inadequate
		Zimbabwe holds regular national seminars and conferences on M&E	**42%** Neither adequate nor inadequate
Domain 4: Existence of M&E professional organizations/bodies	Neither adequate nor inadequate 50% (4.0 / 8)	Zimbabwe has a vibrant M&E association or society for evaluators	**52%** Neither adequate nor inadequate
		In Zimbabwe M&E stand out as an independent profession	**49%** Neither adequate nor inadequate
Domain 5: Existence of national institutional arrangements to support and promote M&E	Neither adequate nor inadequate 48% (3.8 / 8)	Zimbabwe has a permanent oversight body or structure that guide M&E activities at national level	**45%** Neither adequate nor inadequate
		Zimbabwe has a national development planning system that takes M&E as a regular and integrated feature of the planning process	**50%** Neither adequate nor inadequate
Domain 6: Existence of institutional arrangements in parliament to support and promote M&E	Inadequate 38% (4.5 / 12)	Members of parliament often adopt provisions, laws and constitutional amendments based on M&E data	**37%** inadequate
		M&E information is used by parliamentarians in the adoption of legislations	**35%** inadequate
		Parliament assesses and debates national development programmes performance using M&E information.	**41%** Neither adequate nor inadequate
Domain 7: Pluralism of M&E institutions and existence of M&E capacity building efforts	Adequate 62% (7.4 / 12)	Zimbabwe has many government institutions and private consultancy firms that provide M&E services	**59%** Neither adequate nor inadequate
		Zimbabwe has a large pool of M&E practitioners from different disciplines	**65%** Adequate
		There are efforts by the government, the private sector and NGOs to strengthen the capacities of M&E personnel	**61%** Adequate

Domain	Domain rating	Dimension	Dimension rating
Domain 8: Level of utilisation of M&E information in the country	Neither adequate nor inadequate 45% (3.6 / 8)	Zimbabwe has a culture of using M&E information to guide national planning	**48%** Neither adequate nor inadequate
		M&E information from both government and private and NGOs are widely disseminated and readily available in the public domain	**41%** Neither adequate nor inadequate
Domain 9: Existence of policies and regulations that govern M&E practices	Neither adequate nor inadequate 47% (3.7 / 8)	Zimbabwe has a separate law or act or regulation that explicitly reflects or stipulates the requirement to monitor and evaluate public programmes and projects on a regular basis	**42%** Neither adequate nor inadequate
		Zimbabwe has a national M&E policy that promotes involvement and participation of stakeholders in M&E	**51%** Neither adequate nor inadequate
Domain 10: Existence of powerful stakeholders supporting M&E efforts	Neither adequate nor inadequate 58% (7.0 / 12)	There are clear stakeholders championing the development of a national M&E system in Zimbabwe	**60%** Adequate
		Zimbabwe is putting in efforts to include oversight agencies and civil societies in the overall capacity building programmes for strengthening M&E practices	**55%** Neither adequate nor inadequate
		Audit institutions in Zimbabwe play an important role as producers of M&E information	**59%** Neither adequate nor inadequate
Domain 11: Existence of a democratic system that promotes M&E	Neither adequate nor inadequate 58% (7.0 / 12)	In Zimbabwe, there is a regular demand from civil society and the general public for transparency and accountability of decision-makers regarding the value for money	**65%** Adequate
		In Zimbabwe citizens have the right to M&E information	**61%** Adequate
		In Zimbabwe M&E practitioners perform their M&E work free from political influence	**49%** Neither adequate nor inadequate
Domain 12: Promotion of impact and outcome evaluations	Neither adequate nor inadequate 48% (3.8 / 8)	In Zimbabwe, the use of outcome indicators has been popularised by national laws	**43%** Neither adequate nor inadequate
		In Zimbabwe, impact evaluations have been added to existing M&E practices in the country	**53%** Neither adequate nor inadequate

6.4.1 Pervasiveness of M&E practice in Zimbabwe

The first domain was addressed through two statements: M&E is a regular phenomenon in Zimbabwe and M&E takes place in many sectors. The responses as presented in figure 20 show that more than two thirds of respondents (69%) indicated their agreement (agreed or strongly agreed) with the assertion that M&E is a regular phenomenon in Zimbabwe. Similarly, majority (84%) agreed that M&E takes place in many sectors in Zimbabwe.

105

Figure 20: Pervasiveness of M&E practice in Zimbabwe
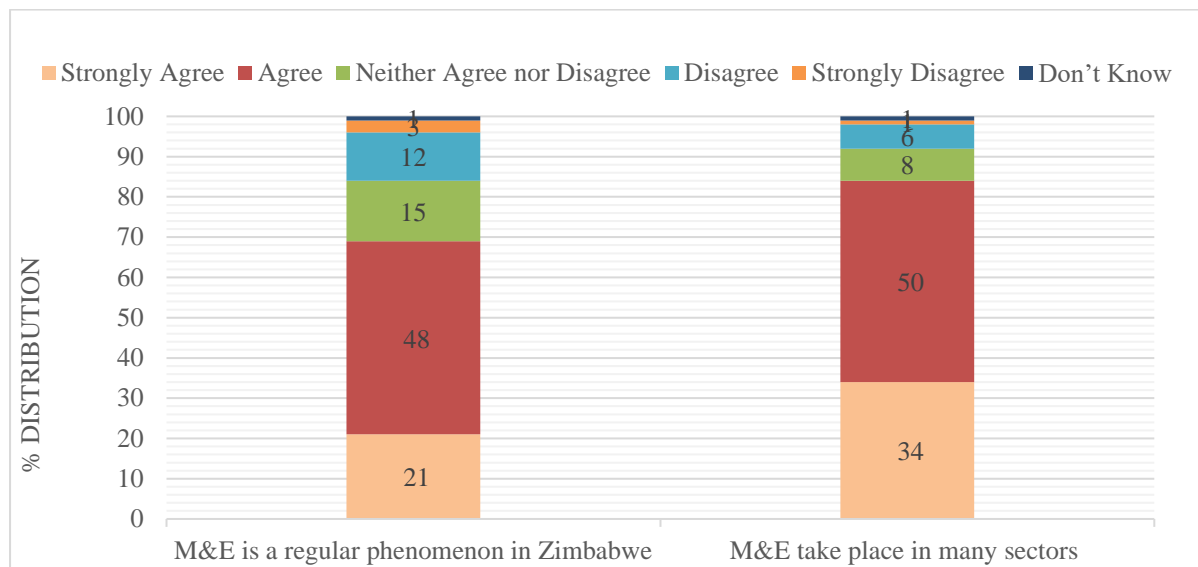
As indicated in table 14 the majority, whilst majority of both males and females agree that M&E is a regular phenomenon in Zimbabwe, more males than females disagree to the statement. Also, for both older and younger respondents' majority agree that M&E is a regular phenomenon in Zimbabwe. Again, regardless of highest qualification or field, majority agreed that M&E is a regular phenomenon in Zimbabwe.

Table 14: M&E is a regular phenomenon in Zimbabwe

M&E is a regular phenomenon in Zimbabwe							
		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	18	19%	13	14%	63	67%
	Female	0	0%	3	13%	20	87%
Age	Younger than 40 years	11	19%	11	19%	37	62%
	40 years and older	6	10%	5	9%	46	81%
Highest qualification	Undergraduate degree	2	10%	2	10%	16	80%
	Master's	12	17%	10	14%	48	69%
	Doctorate	4	21%	2	11%	13	68%
Disciplinary field	Agricultural sciences	0	0%	0	0%	7	100%
	Social sciences	14	17%	14	17%	57	66%
	Natural sciences	2	40%	0	0%	3	60%
	Health sciences	2	12%	1	6%	14	82%

Then as presented in table 15, majority of the respondents regardless of gender, age, highest level of education and the disciplinary field all agreed that that M&E in Zimbabwe takes place in many sectors. There was no any statistically significant difference across the independent variables.

106

Table 15: M&E take place in many sectors in Zimbabwe

M&E take place in many sectors		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	8	9%	6	6%	80	85%
	Female	0	0%	2	9%	21	91%
Age	Younger than 40 years	6	10%	4	7%	49	83%
	40 years and older	2	4%	4	7%	51	89%
Highest qualification	Undergraduate degree	1	5%	1	5%	18	90%
	Master's	5	7%	5	7%	60	86%
	Doctorate	2	11%	2	11%	15	78%
Disciplinary field	Agricultural sciences	0	0%	0	0%	7	100%
	Social sciences	7	8%	7	8%	71	84%
	Natural sciences	1	20%	0	0%	4	80%
	Health sciences	0	0%	1	6%	16	94%

The analysis above deduces that there are adequate M&E activities within various policy fields and that M&E taking place in most of the public sector. This also means that M&E activities are clearly frequent, though not regarded as an integrated part of the whole public sector.

6.4.2 Diffusion and pluralism of M&E praxis in Zimbabwe

Results from the Atlas as presented earlier in table 16 shows a score of 60% on this domain implying that supply of M&E practitioners from different academic disciplines, who have mastered different M&E methods and who conduct and provide advice over M&E is adequate Plurality (41%) of respondents as presented in table 18 agreed to this statement.

As presented in figure 21, majority of respondents were in agreement that Zimbabwe has an adequate supply of M&E practitioners from different disciplines specialising in different methods as well as that Zimbabwe has sufficient numbers of M&E personnel from different disciplinary backgrounds attracted to work in the field of M&E.

Figure 21: Diffusion and pluralism of M&E practice in Zimbabwe
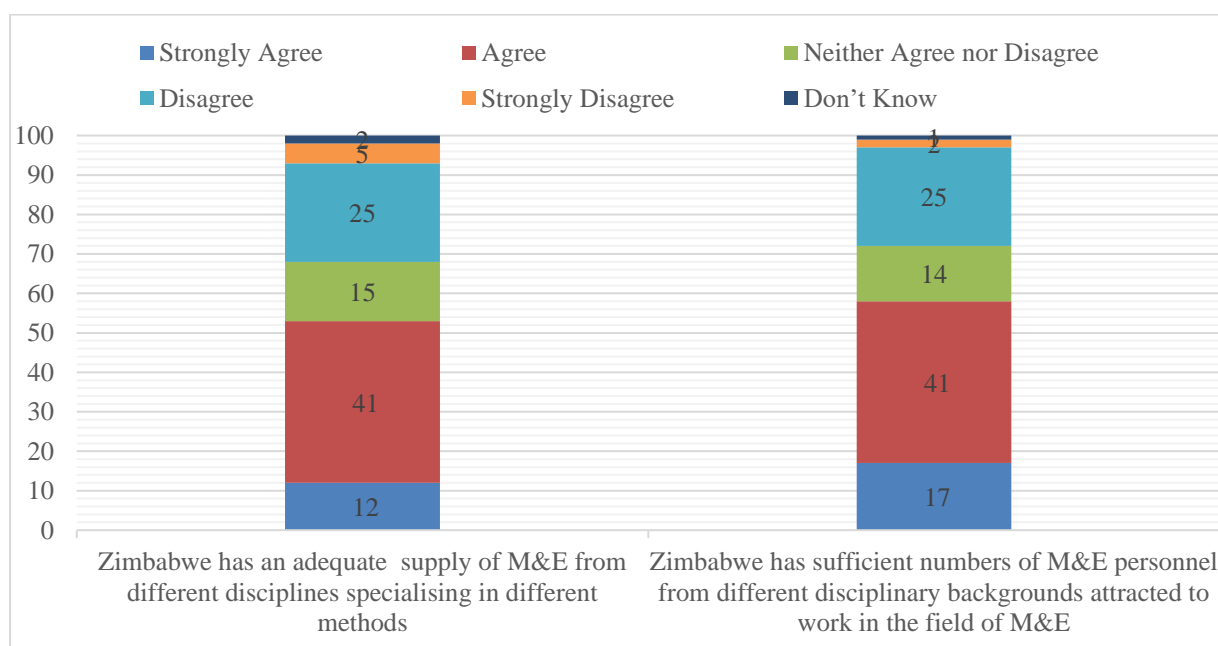
When disaggregated by gender, the results as presented in table 16 indicates that majority of both males and females agree that Zimbabwe has an adequate supply of M&E practitioners from different disciplines specialising in different methods. However, among those who disagree there were more males in disagreement and among those who neither agree nor disagree there were more females. The chi-square test on gender shows a statistically significant difference between males and females' perception.

Table 16: Zimbabwe has an adequate supply of M&E practitioners from different disciplines specialising in different methods

<table>
<tr><th colspan="8">Zimbabwe has an adequate supply of M&E practitioners from different disciplines specialising in different methods</th></tr>
<tr><th colspan="2"></th><th colspan="2">Disagree</th><th colspan="2">Neither agree nor disagree</th><th colspan="2">Agree</th></tr>
<tr><th colspan="2"></th><th>Count</th><th>%</th><th>Count</th><th>%</th><th>Count</th><th>%</th></tr>
<tr><td rowspan="2">Gender*</td><td>Male</td><td>31</td><td>33%</td><td>11</td><td>12%</td><td>51</td><td>55%</td></tr>
<tr><td>Female</td><td>3</td><td>14%</td><td>7</td><td>32%</td><td>12</td><td>54%</td></tr>
<tr><td rowspan="2">Age</td><td>Younger than 40 years</td><td>18</td><td>30%</td><td>7</td><td>12%</td><td>34</td><td>58%</td></tr>
<tr><td>40 years and older</td><td>15</td><td>27%</td><td>11</td><td>20%</td><td>29</td><td>53%</td></tr>
<tr><td rowspan="3">Highest qualification</td><td>Undergraduate degree</td><td>6</td><td>30%</td><td>3</td><td>15%</td><td>11</td><td>55%</td></tr>
<tr><td>Master's</td><td>22</td><td>32%</td><td>9</td><td>13%</td><td>38</td><td>55%</td></tr>
<tr><td>Doctorate</td><td>5</td><td>28%</td><td>4</td><td>22%</td><td>9</td><td>50%</td></tr>
<tr><td rowspan="4">Disciplinary field</td><td>Agricultural sciences</td><td>2</td><td>33%</td><td>0</td><td>0%</td><td>4</td><td>67%</td></tr>
<tr><td>Social sciences</td><td>22</td><td>26%</td><td>13</td><td>16%</td><td>49</td><td>58.3%</td></tr>
<tr><td>Natural sciences</td><td>3</td><td>60%</td><td>2</td><td>40%</td><td>0</td><td>0%</td></tr>
<tr><td>Health sciences</td><td>6</td><td>35%</td><td>3</td><td>18%</td><td>8</td><td>47%</td></tr>
</table>

*Chi-square = 6.877, df = 2, p < 005

Still in table 16 above, there was an almost equal distribution of older and younger respondents who agree that Zimbabwe has an adequate supply of M&E practitioners from different disciplines specialising in different methods. But among those who disagree to the statement majority were younger. Then among those who disagree majority had a master's degree.

Another trend shown is that for those from natural sciences majority disagreed whilst for those from health sciences almost an equal distribution occurred between those who agreed and those who disagreed. Then for those from social sciences the majority agreed that in the country there is an adequate supply of M&E practitioners from different disciplines specialising in different methods. Though not statistically significant such difference can demonstrate how the respondent's perceptions regarding availability of M&E practitioners could be affected by the field from which one belongs as well as the educational qualifications. For instance, it's expected that those from social sciences can feel that there are adequate supply of M&E practitioners since most of those who end up doing M&E work in the country are those with a social sciences background such as those trained in demography, psychology and sociology.

However regardless of the differences highlighted in the disaggregations the result suggests that this is an area where the country could be said to be performing at acceptable rate. However, though the results show that the supply of M&E practitioners is flourishing, this dimension is still limiting and may still needs more attention.

6.4.3 National dialogue in M&E in Zimbabwe

In referring to table 13, the data shows that this domain scored at 50% with first two dimension scoring 52% each and the third scoring 42%. These scores resonate with the respondents' perceptions in figure 22 showing a majority agreeing that there is a national dialogue on M&E in Zimbabwe and that Zimbabwe has M&E and performance management issues on its political agenda. However, most of the respondents disagreed that the country holds regular national seminars and conferences on M&E.

Figure 22: National discourse on M&E Zimbabwe
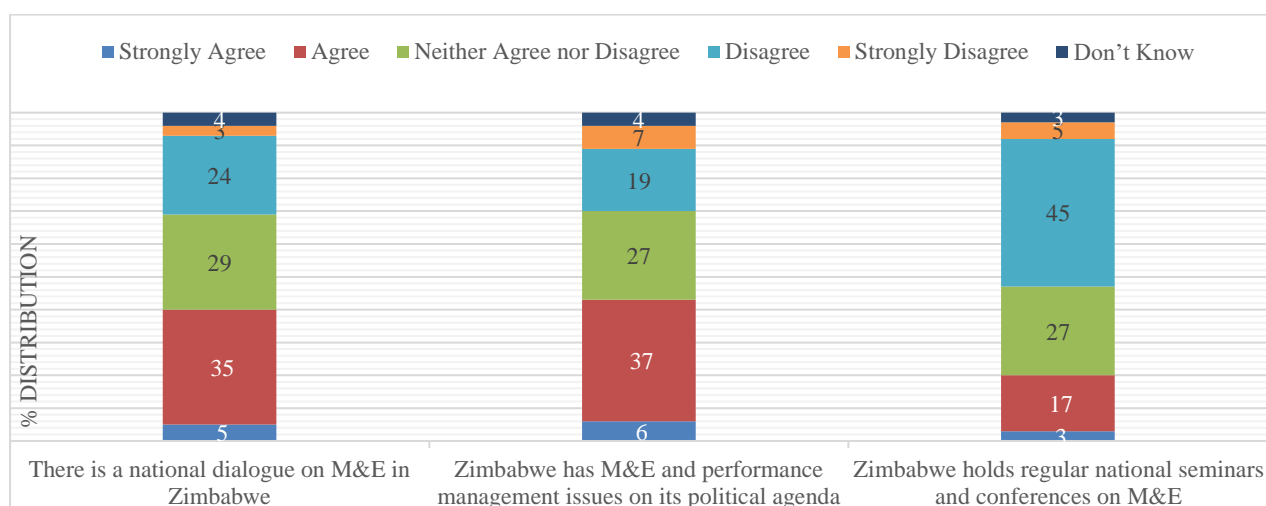
Disaggregated by gender, as shown in table 17, majority of the males disagreed that the country holds regular seminars and conferences on M&E. Inversely the results show more of the females neither agreed nor disagreed. Also, there are more of those females who agreed than those who disagreed. These gender differences are statistically significant.

Table 17: Zimbabwe holds regular national seminar and conferences on M&E

Zimbabwe holds regular national seminars and conferences on M&E							
		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender*	Male	54	58%	23	25%	16	17%
	Female	5	24%	9	43%	7	33%
Age	Younger than 40 years	30	53%	17	30%	10	17%
	40 years and older	29	52%	15	27%	12	21%
Highest qualification	Undergraduate degree	11	58%	5	26%	3	16%
	Master's	35	51%	21	31%	12	18%
	Doctorate	10	53%	6	32%	3	15%
Disciplinary field	Agricultural sciences	4	57%	1	14%	2	29%
	Social sciences	40	49%	26	32%	16	19%
	Natural sciences	2	40%	2	40%	1	20%
	Health sciences	11	65%	2	12%	4	23%

*Chi-square = 8.098, df = 2, p <0.05

The results in table 17 above also show that though a majority for both younger and older respondents disagreed, there were more elderly M&E practitioners who agreed to the statement than the younger ones. Regardless of whether has undergraduate degree, or masters or doctorate majority disagreed that Zimbabwe has a national dialogue on M&E in Zimbabwe. There was no any statistically deference. A similar finding is presented across disciplinary fields, the majority across felt that Zimbabwe does not holds regular national seminars and conferences on M&E.

6.4.4 Existence of M&E professional organisations in Zimbabwe

Regarding the existence of M&E professional organisations or bodies, the country scored 50% as per table 13. As further illustrated in figure 23, the respondents were mostly equally distributed between those who agreed or disagreed with the statement that Zimbabwe has a vibrant M&E association, or that M&E stand out as an independent profession in the country. Also, a significant proportion neither agreed nor disagreed to the statements.

Figure 23: Existence of M&E professional organisations in Zimbabwe
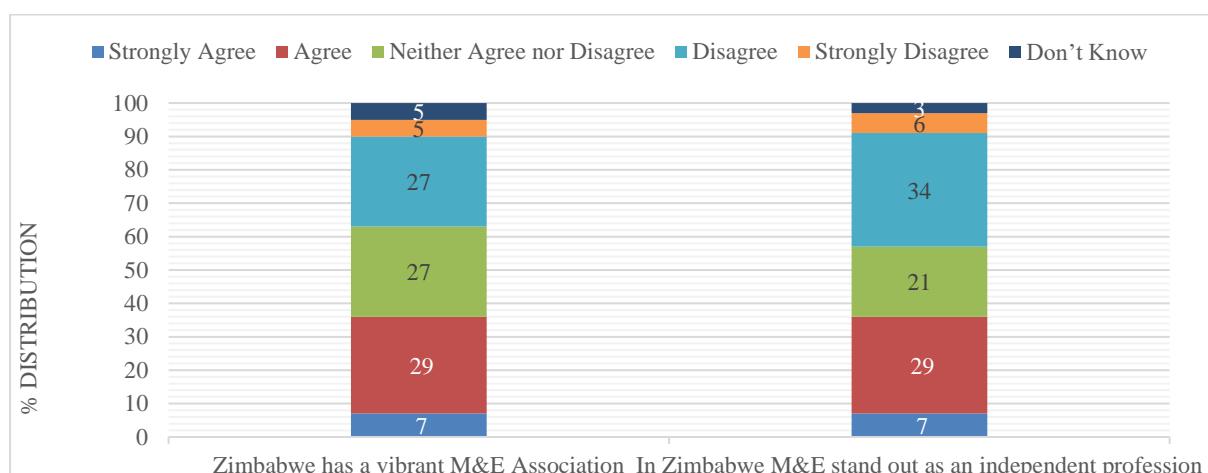
As indicated in table 18, whilst more of the males disagree that Zimbabwe has a vibrant M&E association inversely more of the females agree. Disaggregated by age, both younger and older respondents tend to agree that Zimbabwe has a vibrant M&E association.

Table 18: Zimbabwe has a vibrant M&E association

Zimbabwe has a vibrant M&E association		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	33	36%	26	29%	32	35%
	Female	3	14%	7	33%	11	53%
Age	Younger than 40 years	19	34%	16	29%	21	37%
	40 years and older	16	29%	17	31%	22	40%
Highest qualification	Undergraduate degree	5	26%	6	32%	8	42%
	Master's	24	35%	19	28%	25	37%
	Doctorate	5	29%	4	24%	8	47%
Disciplinary field	Agricultural sciences	1	14%	2	29%	4	57%
	Social sciences	25	30%	26	32%	31	38%
	Natural sciences	1	25%	2	50%	1	25%
	Health sciences	9	56%	1	6%	6	38%

Again, as presented in table 18 above, among undergraduates, masters and those with a doctorate the majority agreed that Zimbabwe has a vibrant M&E association. However, whilst majority of those from agricultural sciences and social sciences agreed that Zimbabwe has a vibrant M&E association, majority of those from health sciences disagreed whilst those from natural sciences were equally split between those who agreed and those who disagreed. This result could be an indication of memberships of the Zimbabwe M&E association which could be dominated by those M&E practitioners with a social background.

Table 19: Zimbabwe M&E stand out as an independent profession

In Zimbabwe, M&E stand out as an independent profession		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	43	46%	17	18%	33	36%
	Female	5	23%	7	32%	10	45%
Age	Younger than 40 years	24	41%	13	23%	21	36%
	40 years and older	24	43%	11	20%	21	37%
Highest qualification	Undergraduate degree	10	50%	2	10%	8	40%
	Master's	26	37%	18	26%	26	37%
	Doctorate	9	53%	2	12%	6	35%
Disciplinary field	Agricultural sciences	5	71%	0	0%	2	29%
	Social sciences	31	37%	22	26%	31	37%
	Natural sciences	2	50%	0	0%	2	50%
	Health sciences	10	59%	2	12%	5	29%

Then table 19 shows that the number of respondents who disagreed that in Zimbabwe M&E stands out as an independent profession were at par with those agreeing with the statements regardless of the demographics. This result reflects the invisibility of the M&E association and the lack of the M&E discipline appearing as a stand-alone profession in the country.

6.4.5 National institutional arrangements that support M&E in Zimbabwe

Regarding domain 5, which talks about the existence of national institutional arrangements to support and promote M&E in the country, the dimension, as presented in table 13, scored 48% interpreted as neither adequate nor inadequate. This suggests a lack of clear institutional arrangements in the government for implementing M&E and lack of well-developed structures to guide the M&E work. The atlas score is augmented by the respondents' perceptions. For instance, as presented in figure 24, a plurality of respondents (37%) disagreed that Zimbabwe has a permanent oversight body or structure that guide M&E activities at a national level. Nearly a quarter agreed with this statement,

112

and nearly one in five were not sure. Regarding the statement that "Zimbabwe has a national development planning system" responses were equally distributed across the response options.

Figure 24: Existence of national institutional arrangements in Zimbabwe
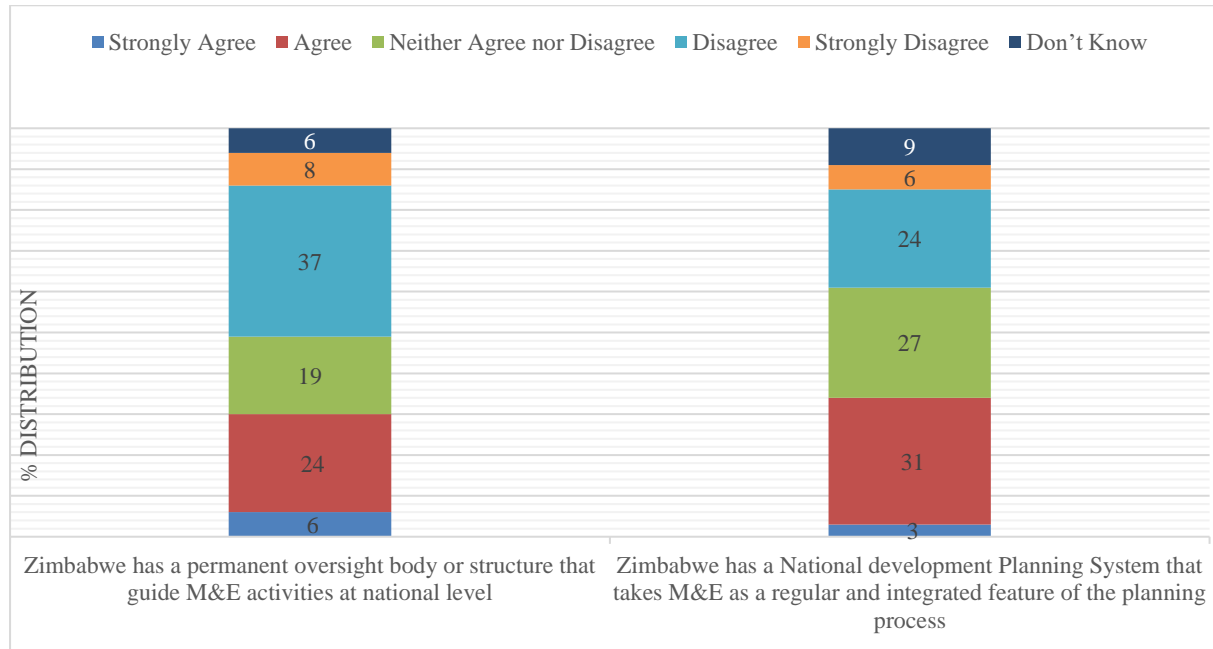
As presented in table 20, most of the males disagreed that Zimbabwe has a permanent oversight body or structure that guide M&E activities at national level. Females were equally divided between those who agreed and those who disagreed. Also, both younger and older respondents and across all levels of highest qualifications and across different disciplinary fields disagreed that in the country there is a permanent oversight body or structure that guide evaluation activities at national level.

Table 20: Zimbabwe has a permanent oversight body or structure that guide M&E activities at national level

Zimbabwe has a permanent oversight body or structure that guide M&E activities at national level							
		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	45	49%	19	21%	28	30%
	Female	8	40%	4	20%	8	40%
Age	Younger than 40 years	28	50%	12	21%	16	29%
	40 years and older	24	44%	11	20%	20	36%
Highest qualification	Undergraduate degree	8	42%	4	21%	7	37%
	Master's	32	47%	16	24%	20	29%
	Doctorate	10	59%	0	0%	7	41%
Disciplinary field	Agricultural sciences	4	57%	1	14%	2	29%
	Social sciences	38	46%	20	25%	24	29%
	Natural sciences	2	50%	1	25%	1	25%
	Health sciences	8	50%	0	0%	8	50%

However as presented in table 21 for both males and females the majority agreed that Zimbabwe has a National development Planning System that takes M&E as a regular and integrated feature of the planning process. Though males and females agreed, the results show that majority of those younger than 40 years disagreed. Also, majority of those with a master's disagreed. Whilst majority of those with agricultural sciences tend to disagree, those from social sciences as well as health sciences tend to agree to the statement.

Table 21: Zimbabwe has a National development Planning System that takes M&E as a regular and integrated feature of the planning process

Zimbabwe has a National development Planning System that takes M&E as a regular and integrated feature of the planning process		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	29	33%	27	31%	31	36%
	Female	5	25%	6	30%	9	45%
Age	Younger than 40 years	22	40%	16	30%	16	30%
	40 years and older	11	21%	17	33%	24	46%
Highest qualification	Undergraduate degree	4	22%	5	28%	9	50%
	Master's	24	37%	23	35%	18	28%
	Doctorate	6	35%	4	24%	7	41%
Disciplinary field	Agricultural sciences	3	42%	2	29%	2	29%
	Social sciences	24	31%	23	30%	30	39%
	Natural sciences	2	50%	1	25%	1	25%
	Health sciences	5	30%	6	35%	6	35%

6.4.6 Institutional arrangements in parliament to support M&E in Zimbabwe

The country performed dismally on domain 6 that measures the existence of institutional arrangements in parliament to support M&E. As presented in table 13, the country scored 38% on this domain suggesting that at parliamentary level there are no adequate institutional arrangements present for conducting supporting M&E. As shown in figure 25, similar proportions (37%/39%) indicated that they disagreed that members of parliament often adopt provisions, laws and constitutional amendments based on M&E findings, and that M&E information is used by parliamentarians in the adoption of pieces of legislation. Only a relatively small proportion (21%) agreed or strongly agreed that Parliament assess and debate national development programmes performance using M&E information.

Figure 25: Existence of national institutional arrangements in parliament in Zimbabwe
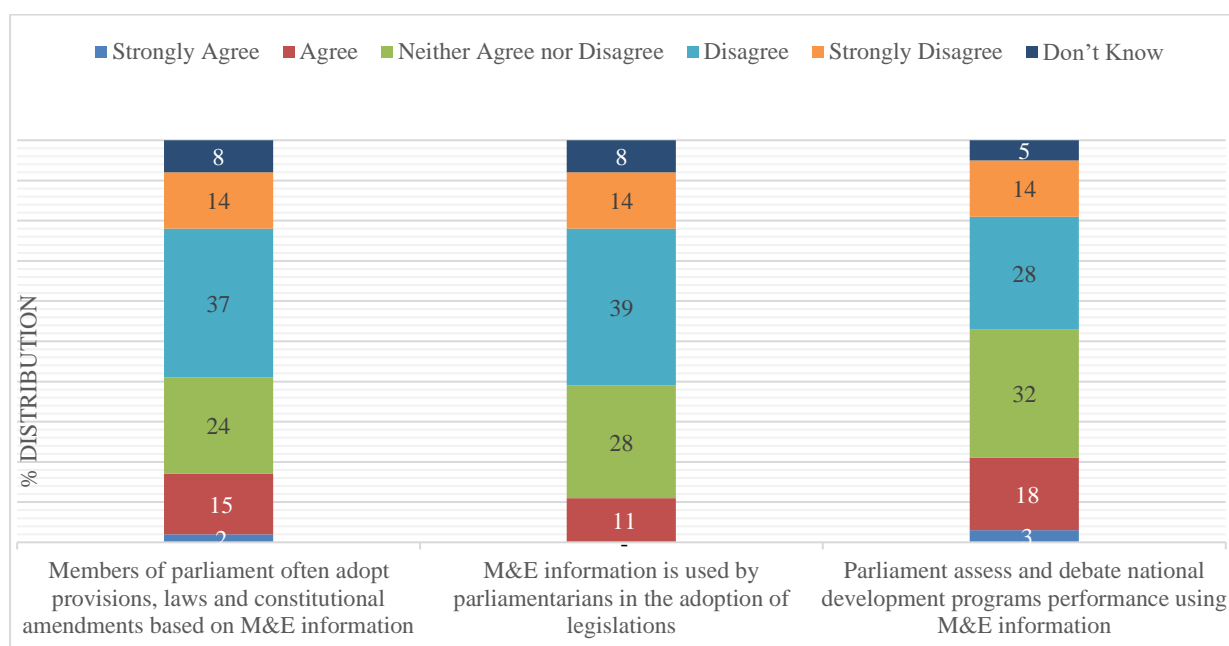
6.4.7 Pluralism of M&E institutions and M&E capacity building efforts in Zimbabwe

As presented in table 13, the country scored 62% on the pluralism of M&E institutions and existence of M&E capacity building efforts Two of the dimensions scored between 60% and 80%, and thus were adequate. The first one scored 59%. This suggests that an adequately element of pluralism does exist in Zimbabwe. That is, within each policy domain there are different people or agencies commissioning and performing M&E functions. With regard to results in figure 26, it is of interest to note that large pluralities of respondents agree with all the three statements under this domain: that Zimbabwe has many government institutions and private consultancy firms that provide M&E services (44%), that Zimbabwe has a large pool of individual M&E practitioners from different disciplines (45%), and (45%) that there are efforts by the government, private sector and NGOs to strengthen the capacities of personnel who manage and coordinate M&E work.

One dimension on this domain worthy exploring further is the dimension that Zimbabwe has many government institutions and private consultancy firms that provide M&E services. The result that majority of respondents agreed with the statement resonates with the descriptive case study finding as presented in figure 9 showing that a majority (39%) of the M&E documents were developed by locally based developers.

Figure 26: Pluralism of institutions and M&E practitioners in Zimbabwe
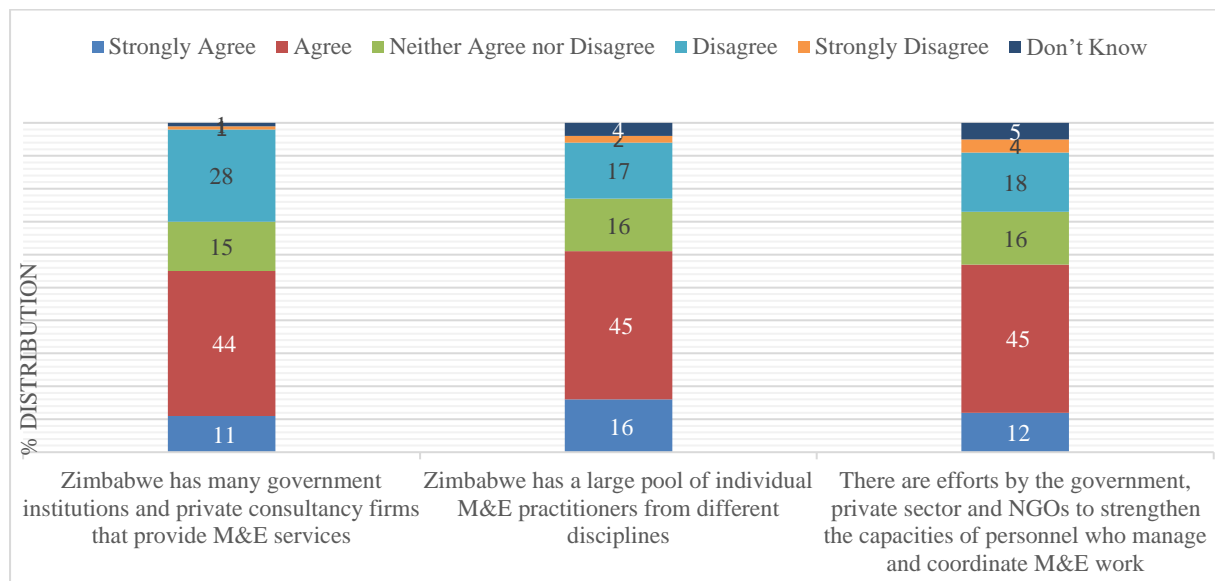
Disaggregated by demographics, as presented in table 22, it is worthy to note that though majority of both males and females agree that Zimbabwe has many government institutions and private consultancy firms that provide M&E services, the proportion of females who agreed were very high and that chi-square test run on gender shows a statistical significant difference.

Table 22: Zimbabwe has many government institutions and private consultancy firms that provide M&E services

Zimbabwe has many government institutions and private consultancy firms that provide M&E services		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender*	Male	33	35%	14	15%	46	50%
	Female	2	9%	3	14%	17	77%
Age	Younger than 40 years	19	33%	12	21%	27	46%
	40 years and older	16	29%	5	9%	35	62%
Highest qualification	Undergraduate degree	6	30%	2	10%	12	60%
	Master's	21	31%	11	16%	36	53%
	Doctorate	7	37%	3	16%	9	47%
Disciplinary field	Agricultural sciences	3	43%	0	0%	4	57%
	Social sciences	24	29%	13	16%	46	55%
	Natural sciences	1	20%	0	0%	4	80%
	Health sciences	6	35%	3	18%	8	47%

*Chi-square = 6.608, df = 2, $p < 0.05$

Still as presented in table 22, more of older respondents agreed to the statement as compared to younger respondents. Then the bigger number of those with undergraduate degree agreed to the

statement unlike among those with a master's degree and doctorate. Though majority across the disciplinary fields agreed that Zimbabwe has many government institutions and private consultancy firms that provide M&E services, the difference between those who agree and those who disagree was more pronounced among those with natural sciences.

6.4.8 Utilisation of M&E information in Zimbabwe

Results as presented in table 13 above shows that the domain on utilisation of M&E information in the country scored 45%. Both dimensions under this domain scored between 40% and 60%, implying that the way utilisation of information in the country occurs, is neither adequate nor inadequate. This suggests that, to some extent, M&E information is being used in decision-making circles. However, more effort still needs to be invested to build the culture of utilising M&E information in all sectors further. As presented in figure 27, respondents were nearly evenly split on whether they agreed or disagreed that Zimbabwe has a culture of using M&E information to guide national planning. However, nearly half of respondents disagreed or strongly disagreed with the statement that M&E information from both government and private and NGOs are widely disseminated and readily available in the public domain.

Figure 27: Level of utilisation of M&E information in Zimbabwe
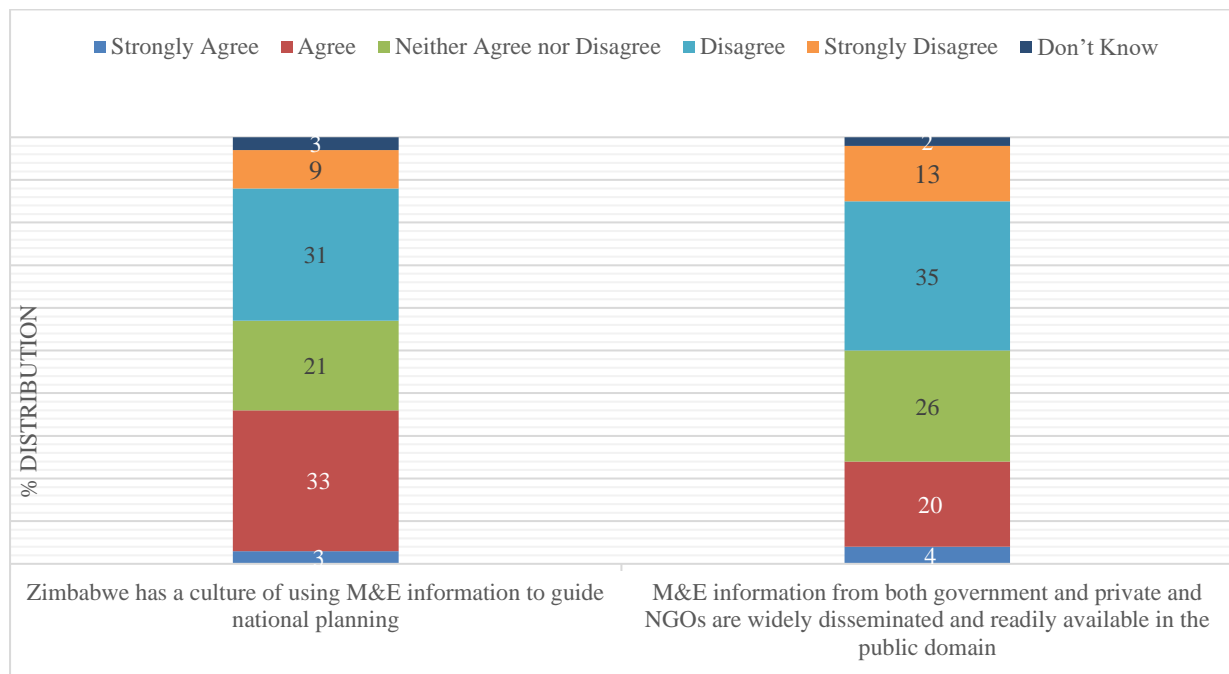
As presented in table 23, whilst majority of males disagree that Zimbabwe has a culture of using M&E information to guide national planning, majority of males agreed. Then whilst majority of

younger respondents disagreed there was an equal split between those who agree and disagree among the older respondents. As with the older respondents, a similar trend showed among those with undergraduate and those with master's degree. However, among those with doctorate the majority disagreed. Then a comparison across disciplinary fields shows that among those from agricultural background, there was an equal split between those who agreed and those who disagreed. For those with social sciences, a majority disagreed. However, for those with natural sciences as well as health sciences, a majority agreed that Zimbabwe has a culture of using M&E information to guide national planning. This could be an indication that M&E information tend to be utilised more in the health sector programming as well as in physical projects where the respondents could have been drawn from.

Table 23: Zimbabwe has a culture of using M&E information to guide national planning

Zimbabwe has a culture of using M&E information to guide national planning		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	42	45%	20	22%	31	33%
	Female	5	24%	4	19%	12	57%
Age	Younger than 40 years	25	43%	12	21%	21	36%
	40 years and older	22	40%	11	20%	22	40%
Highest qualification	Undergraduate degree	9	47%	3	16%	7	37%
	Master's	27	39%	16	23%	26	38%
	Doctorate	9	50%	4	22%	5	28%
Disciplinary field	Agricultural sciences	3	43%	1	14%	3	43%
	Social sciences	37	45%	18	22%	27	33%
	Natural sciences	1	20%	1	20%	3	60%
	Health sciences	5	29%	4	24%	8	47%

As presented in 24, most of both females and males disagree that M&E information from both government and private and NGOs are widely disseminated and readily available in the public domain. Also, the majority across age or across highest qualification or disciplinary filed all disagreed with the statement.

118

Table 24: In Zimbabwe M&E information from both government and private and NGOs are widely disseminated and readily available in the public domain

M&E information from both government and private and NGOs are widely disseminated and readily available in the public domain		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	49	52%	26	28%	19	20%
	Female	10	45%	3	14%	9	41%
Age	Younger than 40 years	31	53%	12	20%	16	27%
	40 years and older	28	50%	16	29%	12	21%
Highest qualification	Undergraduate degree	10	50%	3	15%	7	35%
	Master's	34	49%	19	28%	16	23%
	Doctorate	13	68%	4	21%	2	11%
Disciplinary field	Agricultural sciences	4	57%	1	14%	2	29%
	Social sciences	44	53%	22	26%	18	21%
	Natural sciences	2	40%	1	20%	2	40%
	Health sciences	7	42%	5	29%	5	29%

6.4.9 Policies and regulations to govern M&E practice in Zimbabwe

Regarding the existence of policies and regulations that govern M&E practices the country scored 47% as presented in table 13. This score demonstrate that it is not clear whether policies and regulations that govern M&E practices do exist. There might be some in existence but are not robust. The response patterns as presented in figure 28, to the two statements under this domain are very similar with pluralities of respondents indicating their disagreement with the two statements: Zimbabwe has a separate law or act or regulation that explicitly reflects/stipulate the requirement to monitor and evaluate public programs and projects on regular basis, and Zimbabwe has a national M&E policy that promotes involvement and participation of stakeholders in M&E.

Figure 28: Existence of policies and regulations that govern M&E practices in Zimbabwe
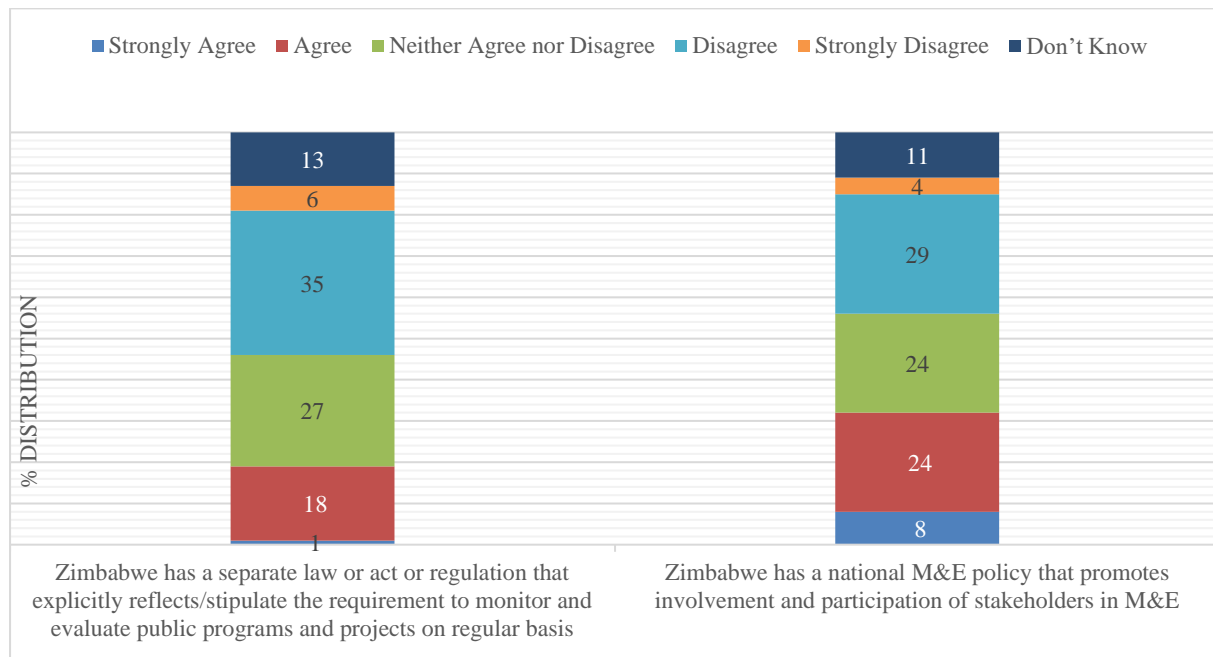
As presented in table 25 whilst majority of males were in disagreement that Zimbabwe has a separate law or act or regulation that explicitly reflects/stipulate the requirement to monitor and evaluate public programs and projects on regular basis, majority of females agreed to the statement and the chi-square test shows a statistical significant difference .

Table 25: Zimbabwe has a separate law or act or regulation that explicitly reflects/stipulate the requirement to monitor and evaluate public programs and projects on regular basis

Zimbabwe has a separate law or act or regulation that explicitly reflects/stipulate the requirement to monitor and evaluate public programmes and projects on regular basis			Disagree		Neither agree nor disagree		Agree	
			Count	%	Count	%	Count	%
Gender*	Male		44	52%	22	26%	18	22%
	Female		2	12%	10	59%	5	29%
Age	Younger than 40 years		21	42%	17	34%	12	24%
	40 years and older		25	50%	14	28%	11	22%
Highest qualification	Undergraduate degree		9	50%	7	39%	2	11%
	Master's		28	45%	18	29%	16	26%
	Doctorate		8	53%	6	40%	1	7%
Disciplinary field	Agricultural sciences		4	66%	1	17%	1	17%
	Social sciences		32	44%	25	35%	15	21%
	Natural sciences		1	25%	2	50%	1	25%
	Health sciences		7	44%	3	19%	6	37%

*Chi-square = 10.269, df = 2, p <0.05

120

Also, table 25 shows majority of both younger and older respondents disagreed to the assertion. There were no any interesting variations noted across highest level of qualifications as well as disciplinary fields as the majority across these disaggregations disagreed.

6.4.10 Multi-Stakeholders support on M&E efforts in Zimbabwe

Regarding domain 10, the country got a score of 58% as indicated in table 13 above. The first dimension presented as adequate, thus an indication that there are clear stakeholders championing the development of a national M&E system in Zimbabwe. However, the other two dimensions scored between 40% and 60%, suggesting that the existing stakeholders and institutions that support M&E efforts in Zimbabwe are present, but we cannot say that they are adequate.

Figure 29 indicates that responses were again very similar across all three statement in this domain with pluralities of respondents indicating their agreement with these statements: there are powerful stakeholders and institutions championing the development of national M&E systems in Zimbabwe, Zimbabwe is making efforts to include oversight agencies and civil societies in the overall capacity building programmes for strengthening of M&E practices and the statement that audit institutions in Zimbabwe play an important role as producer of M&E information. Such results demonstrate acknowledgement by M&E practitioners as indicated earlier in the case study that various external stakeholders particularly NGOs have been providing external pressure that facilitated development of the national M&E system.

Figure 29: Existence of powerful stakeholders supporting M&E efforts in Zimbabwe
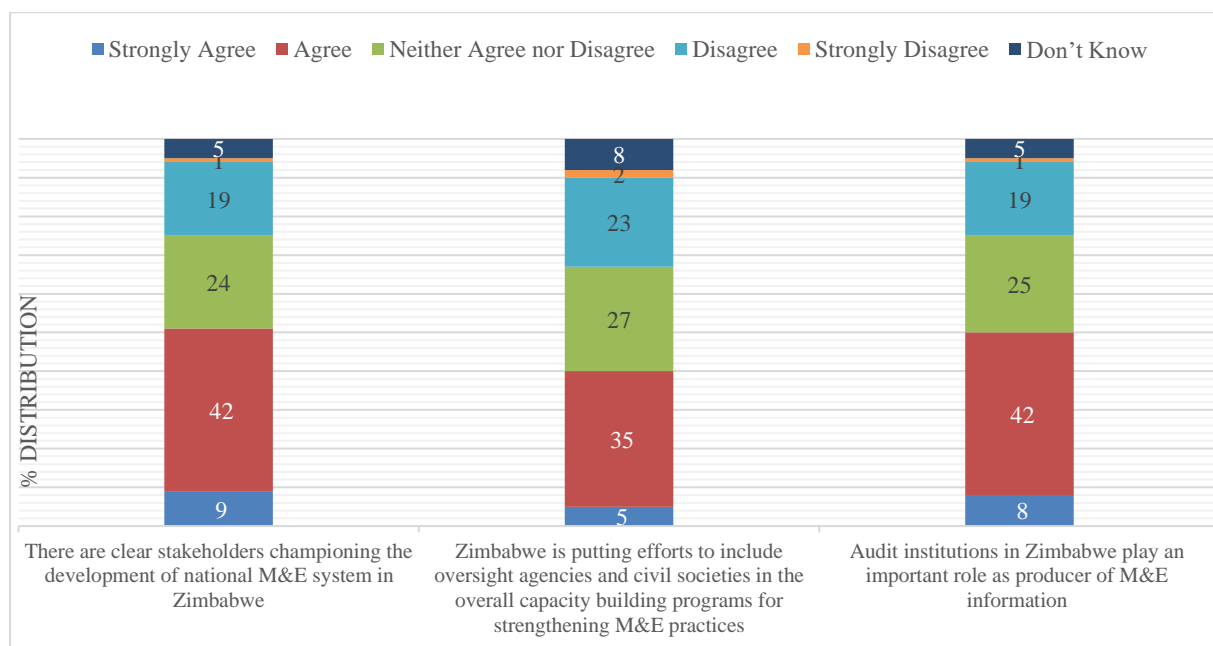
6.4.11 Democratic system that promotes M&E efforts in Zimbabwe

Domain 11 assesses the existence of a democratic system that promotes M&E in the country, and it scored 58% as per table 13. The dimension which assesses whether, in Zimbabwe, there is a regular demand from civil society and the general public for transparency and accountability from decision-makers on the value for money, got a score of 65%, interpreted as adequate. The second dimension, which asks if in Zimbabwe citizens have the right to information, the score was also adequate, at 61%. However, on the last dimension, whether in Zimbabwe evaluators perform M&E function free from political influence, the score was 46%. The interpretation drawn from this is that, though some level of democracy exists which promotes M&E activities in Zimbabwe to take place freely, one can neither say the system is adequate nor inadequate.

These atlas scores resonate with the respondents' perceptions as presented in figure 30. The results show that in Zimbabwe there is a regular demand from civil society and general public for transparency and accountability of decision-makers regarding the value for money as demonstrated by the largest proportion of respondents (42%) agreeing to the statement. However, the results also show that many (35%) of respondents are seemingly undecided on whether in Zimbabwe M&E practitioners perform their work free from political influence. However. many respondents (43%) agreed that in Zimbabwe citizens have the right to information.

Figure 30: Existence of a democratic system that promotes M&E in Zimbabwe
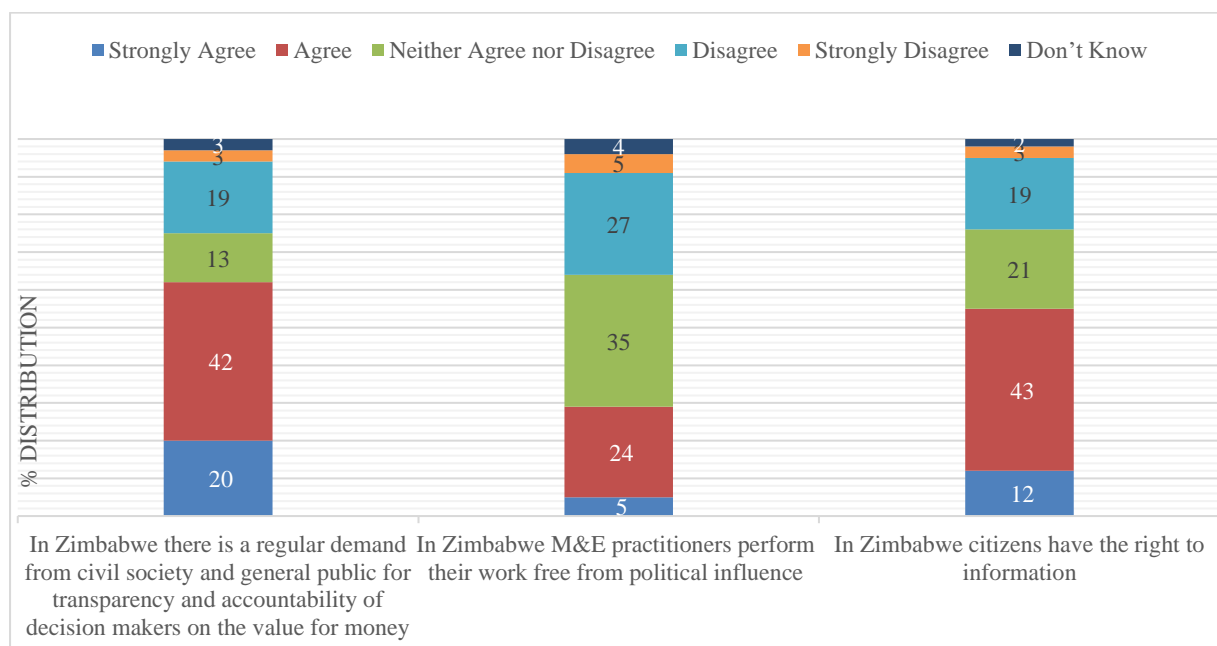
One-dimension worthy focusing as one of the variables came statistically significant is that which assess whether in Zimbabwe citizens have the right to infraction. Then results as presented in table 26, shows that the majority across the board except for those with natural sciences qualifications agreed that in Zimbabwe citizens have the right to information, which could be though denied to them. The chi-square test run for age shows a statistically significant difference.

Table 26: In Zimbabwe citizens have the right to information

In Zimbabwe, citizens have the right to information		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	22	24%	21	23%	49	53%
	Female	4	18%	4	18%	14	64%
Age*	Younger than 40 years	12	21%	18	32%	27	47%
	40 years and older	13	23%	7	13%	36	64%
Highest qualification	Undergraduate degree	5	26%	7	37%	7	37%
	Master's	15	22%	14	20%	40	58%
	Doctorate	4	22%	4	22%	10	56%
Disciplinary field	Agricultural sciences	2	29%	2	29%	3	42%
	Social sciences	17	21%	15	18%	50	61%
	Natural sciences	2	40%	2	40%	1	20%
	Health sciences	5	29%	4	24%	8	47%

*Chi-Square = 6.157, df = 2, $p < 0.05$

As presented in table 26, whilst of those from social sciences, agricultural sciences and health sciences majority agreed, majority of those from natural sciences disagreed.

6.4.12 Impact and outcome evaluation practice in Zimbabwe

Regarding domain 12, the promotion of impact and outcome evaluations, the country scored 48% and the results show that both dimensions are neither adequate nor inadequate. This probably suggests a limited set of activities in this respect. Also, the largest proportion of respondents (43%) disagreed with the statement that in Zimbabwe, the use of outcome indicators has been popularised by national laws on M&E. Conversely, as presented in figure 32, 40% indicated that they agree that in Zimbabwe impact evaluations have been added to existing evaluation practices in the country.

Figure 31: Promotion of impact and outcome evaluations in Zimbabwe
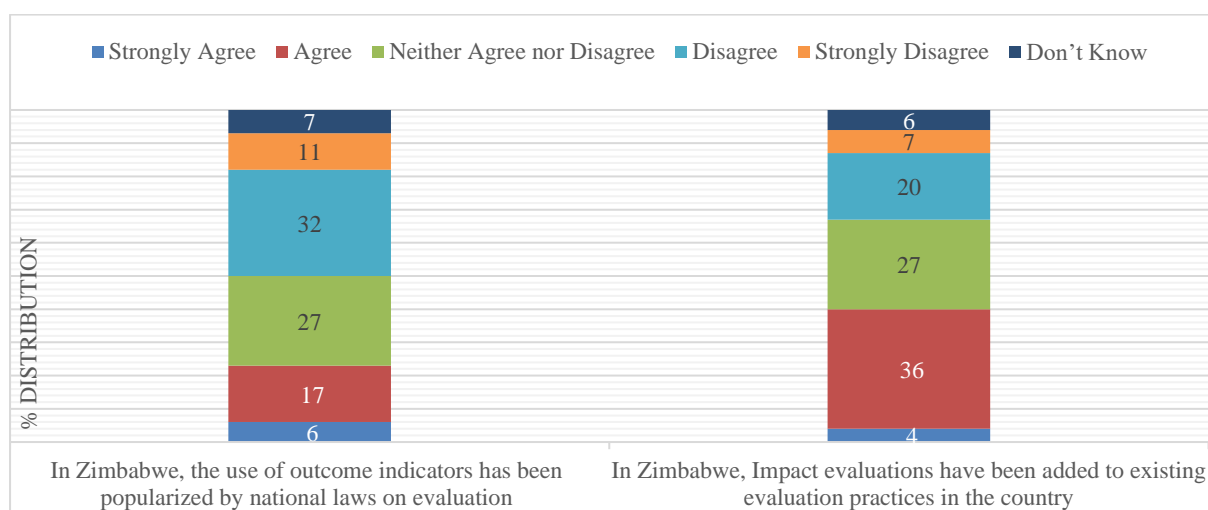
Table 27 shows that whilst most females disagree that in Zimbabwe, impact evaluations have been added to existing evaluation practices in the country, majority of males agreed. The chi-square test run on gender shows a statistically significant difference in this regard. Across age and highest level of qualification except those with undergraduate degree disagreed. Then across disciplinary fields the majority disagreed except for those from health sciences where the majority agreed that impact evaluations have been added to existing evaluation practices. This could be true reflection as most of impact evaluations in the country are done mostly in health programmes.

Table 27: In Zimbabwe impact evaluations have been added to existing evaluation practices in the country

In Zimbabwe, impact evaluations have been added to existing evaluation practices in the country							
		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender*	Male	9	28%	12	38%	11	34%
	Female	10	32%	12	39%	9	29%
Age	Younger than 40 years	9	33%	13	48%	5	19%
	40 years and older	10	28%	11	30%	15	42%
Highest qualification	Undergraduate degree	4	22%	7	39%	7	39%
	Master's	11	35%	13	42%	7	23%
	Doctorate	5	56%	2	22%	2	22%
Disciplinary field	Agricultural sciences	2	100%	0	0%	0	0%
	Social sciences	11	27%	19	46%	11	27%
	Natural sciences	3	75%	1	25%	0	0%
	Health sciences	4	23%	4	23%	9	54%

*Chi-square = 6.391, df = 2, p < 0.05

6.5 Conclusion

In conclusion, the findings presented above against the atlas suggest that Zimbabwe is on the right path towards institutionalising its national monitoring and evaluation system. The results show some statistically significant differences in some instances between males and females. Also, some differences though not statistically significant were highlighted in some other areas such as between the younger and older respondents or between those with undergraduate, or masters or doctorate and or depending on which disciplinary field one belongs. In brief the results show that the country is doing well in some dimensions and performing badly in some such as existence of institutional arrangements in parliament to support and promote M&E. Therefore, in future, the country requires addressing those gaps highlighted in the analysis if it's to realise full institutionalisation of the national M&E system.

CHAPTER 7: FINDINGS AGAINST THE ATLAS FOR BOTSWANA

7.1 Introduction

This chapter presents the results of a survey conducted to describe and explain the level of institutionalisation of Botswana's national M&E system. It presents answers through the survey results to the third research question: to what level has the national M&E system for Botswana been institutionalised?

- How does Botswana score against the atlas?
- Which domains are advanced, and which are still lacking?
- What are the necessary steps or probable future course for institutionalisation?

The following results came from the analysis of the survey data and the atlas.

7.2 Demographics of Botswana survey respondents

The total number of respondents included in the data set for analysis was 100 cases. Of these 76 indicated their gender. The distribution by gender of respondents is shown. Table 28 thus shows valid percentage showing more females (51%) than males (49%).

Table 28: Distribution of Botswana respondents by gender. N= 76

Gender	Count	Percent
Male	37	49%
Female	39	51%
Total	76	100%

As presented in table 29, those younger than 40 years constituted 47% and those 40 years and older represent 53%.

Table 29: Distribution of Botswana respondents by age. N= 76

Age	Count	Percent
Younger than 40 years	36	47%
40 years and older	40	53%
Total	76	100%

In terms of the highest level of education, as presented in table 30, a total of 70 out of the 100 respondents gave an indication of their highest level of education. About 50% had a master's degree, 31% undergraduate degrees and 19% had a doctorate.

Table 30: Distribution of Botswana respondents by highest level of education. N= 70

Highest level of education	Count	Percent
Undergraduate degree	22	31%
Master's degree	35	50%
Doctorate	13	19%
Total	70	100%

As presented in table 31, about 66% had specialised in social sciences, 26% in health sciences, 5% in agricultural sciences and 3% in natural sciences. This depicts the situation on the ground when it comes to monitoring and evaluation practitioners operating in Botswana. Most of them have a social science background, mainly demography, sociology and economics. The skewedness towards social sciences and health sciences reflects the fields that are providing majority of M&E practitioners in the country.

Table 31: Distribution of Botswana respondents by field of study. N= 76

Broad field of highest qualification	Count	Percent
Social sciences	50	66%
Health sciences	20	26%
Agricultural sciences	4	5%
Natural sciences	2	3%
Total	76	100%

As presented in table 32, the majority (58%) of the respondents had acquired a certificate or a diploma in M&E.

Table 32: Distribution of Botswana respondents by level of qualification in M&E. N= 70

Highest level of qualification in the field of M&E	Count	Percent
Undergraduate degree	9	13%
Certificate/diploma	41	58%
Postgraduate degree	20	29%
Total	70	100%

Also, as per table 32, it is of interest to note that among the respondents there were some who had a post graduate degree in M&E. Furthermore actually 13% had an M&E undergraduate degree. This is an indication of how M&E capacity building and training efforts in the country are gradually yielding results as the case study results showed that in Botswana institutions such as Institute of Development management is offering M&E qualifications at certificates and diploma level.

The respondents were also asked to indicate how they identify themselves in their M&E work. As shown in table 33, the majority (44%) identified M&E as their primary professional identity, a significant proportion (32%) indicated that M&E is their secondary professional identity after another discipline. Then 24%, indicated that M&E forms a small part of their professional identity after various other disciplines.

Table 33: Distribution of Botswana respondents by their professional identity in M&E. N= 98

How would you describe your professional identity?	Count	Percent
M&E is my primary professional identity	43	44%
M&E is my secondary professional identity after another discipline.	31	32%
M&E forms a small part of my professional identity after various other disciplines	24	24%
Total	98	100%

Disaggregated by gender, the results as presented in table 34, shows that majority of males and females identified M&E as their primary profession. However, there were more male respondents as compared to females who considered M&E as their secondary professional identity and then more females than males who considered M&E as forming a small part of their professional identity.

Also, most of both young and older respondents identified M&E as their primary profession. Regarding distribution by highest level of education the trend is that majority of those with undergraduate and those with a doctorate regarded M&E as their primary professional identity. Then those with a master's degree were distributed equally among those who consider M&E to be their primary and those who consider to be their secondary professional identity. However, when it comes to the disciplinary field, whilst a majority of those from agricultural sciences, social sciences and health sciences consider M&E as their primary identity, a majority of those from natural sciences considered M&E as their secondary professional identity.

Table 34: Crosstab professional identity by demographics

How would you describe your professional identity?		M&E is my primary professional identity		M&E is my secondary professional identity after another discipline		M&E forms a small part of my professional identity after various other disciplines	
		Count	%	Count	%	Count	%
Gender	Male	17	46%	14	38%	6	16%
	Female	16	43%	10	27%	11	30%
Age	Younger than 40 years	16	47%	13	38%	5	15%
	40 years and older	18	45%	10	25%	12	30%
Highest qualification	Undergraduate degree	11	50%	7	32%	4	18%
	Master's	12	35%	12	35%	10	30%
	Doctorate	7	58%	3	25%	2	17%
Disciplinary field	Agricultural sciences	2	100%	0	0%	0	0%
	Social sciences	23	46%	16	32%	11	22%
	Natural sciences	1	25%	2	50%	1	25%
	Health sciences	8	42%	6	32%	5	26%

As part of the background information the respondents were also asked to indicate the current type of M&E work they are doing. Most of the respondents as presented in figure 32 indicated that they were evaluators in any capacity and majority of them ether had an undergraduate degree or a master's degree. Most of those with a doctorate identified themselves as lecturers or trainers in M&E. Some respondents indicated that they are M&E managers of which majority possessed a master's degree. Very few respondents indicated that they commission M&E work.

Figure 32: Distribution of Botswana respondents by highest level of qualification and how they're involved in M&E
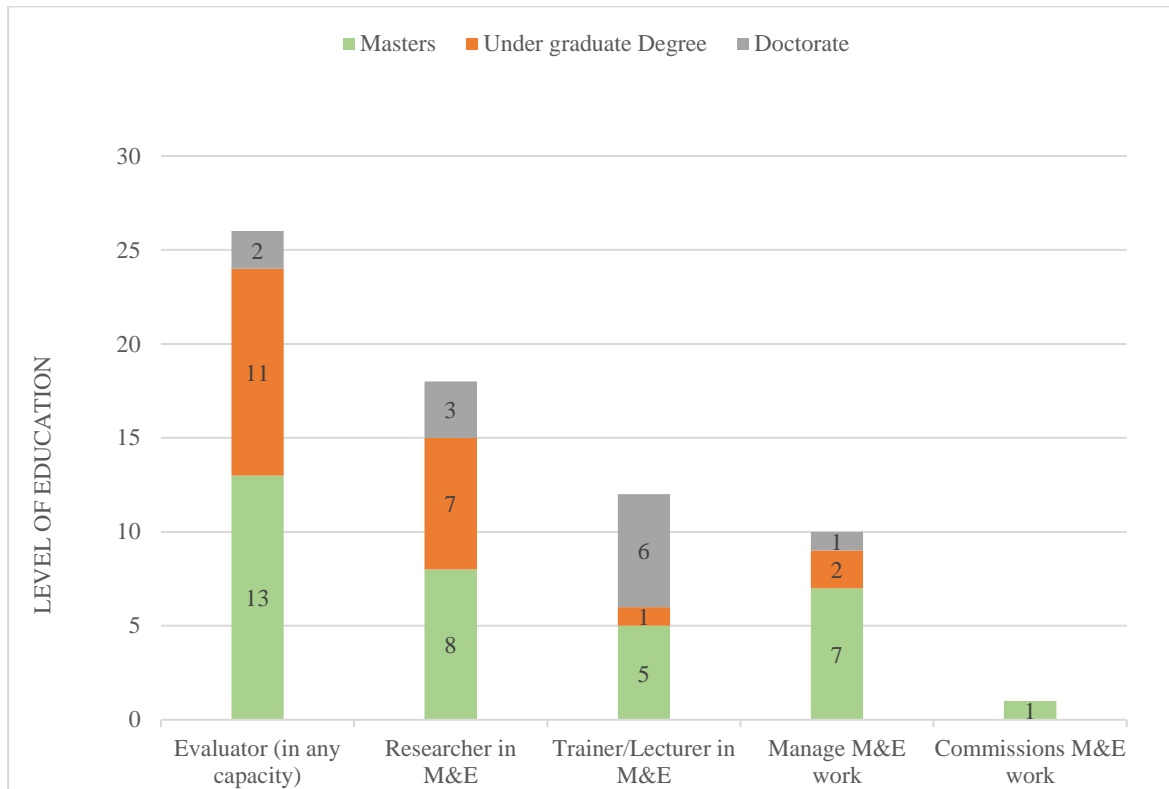
Respondents were also asked to list all the areas in which they do their M&E work. The largest group indicated that they do their M&E work in health. Most of these had either a master's degree or an undergraduate degree. Other common areas of M&E work among the respondents were education, followed by human aid and development then business and economic development etc in that order as presented in figure 33. It is interesting to note that when it comes to unpopular sectors such as information systems, organizational development and law and human rights those who indicated to be doing M&E work in those areas are only those with advanced qualifications at masters and doctorate level.

Figure 33: Distribution of Botswana respondents by areas in which they do their M&E work and highest level of education
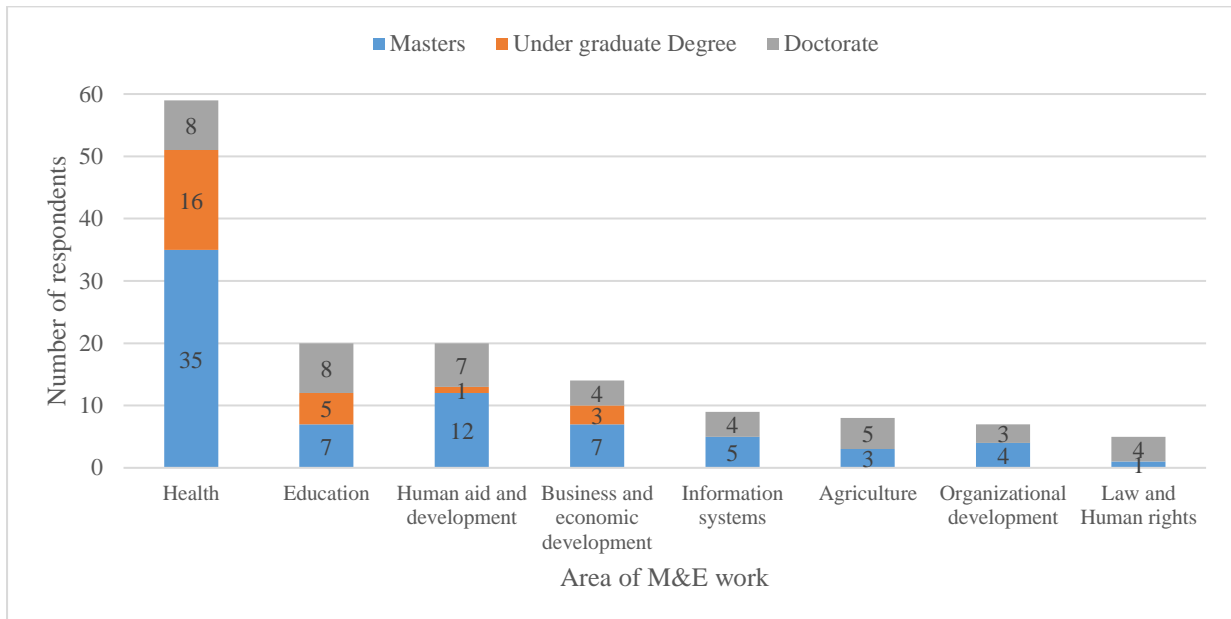
As shown in figure 33, the results also show that some respondents do their M&E work in multiple areas though the most dominant sector was health sector. Whilst those with a master's were most concentrated in the health sector. Those with doctorates were doing work mainly in the education sector.

7.3 Revised Atlas Overall Country Score for Botswana

This section presents the scores generated from the International Atlas, which depicts the level of institutionalisation of Botswana's national M&E system. As presented in figure 34, the overall score for Botswana is 48%. This suggest that level of institutionalisation of Botswana's national M&E system is slightly below the average implying that Botswana still need to invest more time, effort and resources before it realises a fully institutionalised national M&E system.

Figure 34: Revised Atlas overall country score - Botswana
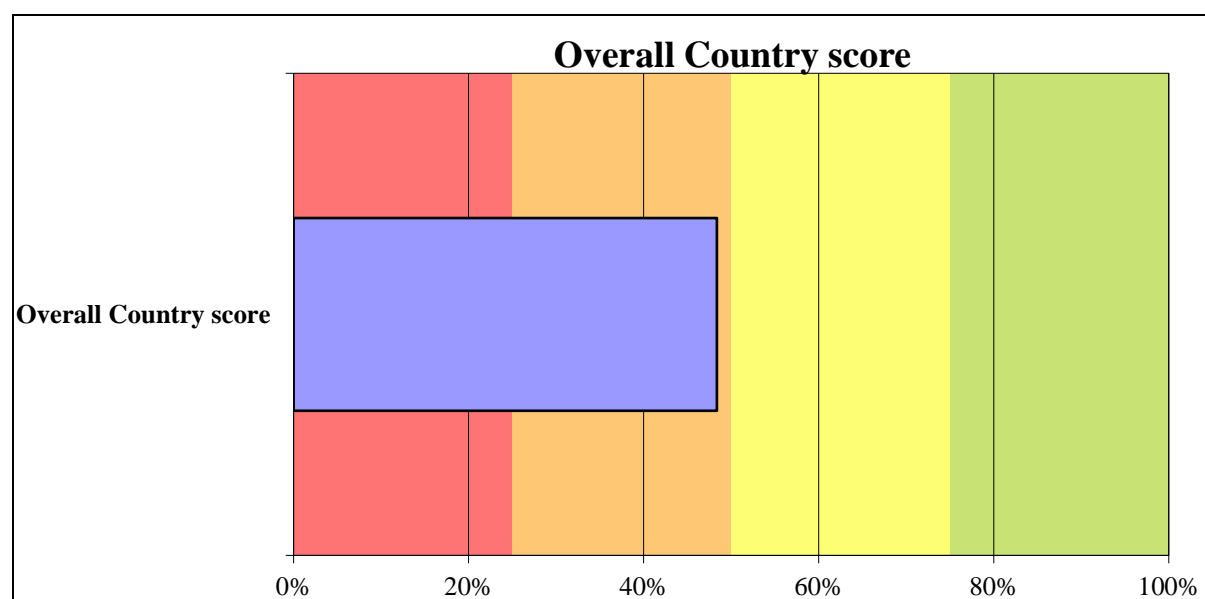
7.4 Domain specific Scores for Botswana

Table 35 below presents the scores against the atlas for each of the 12 domains. It also presents the associated scores for the dimensions under each domain. This way, the table gives a snapshot summary of Botswana's level of institutionalisation as portrayed within and cross the domains. The different levels are depicted through the colour code scheme where yellow represent adequate, brown indicate that its neither adequate nor inadequate and red indicate that its inadequate.

Table 35: Summary of the revised Atlas scores for Botswana (domains and dimension)

Domain	Domain rating	Dimension	Dimension rating
Domain 1: Pervasiveness of M&E in many different policy domains (evaluation takes place in many policy domains)	Adequate 63% (5.0 / 8)	M&E is a regular phenomenon in Botswana	**68%** Adequate
		M&E take place in many sectors (e.g. health, education, agriculture, etc.)	**59%** Neither adequate nor inadequate
Domain 2: Diffusion and pluralism of M&E praxis in Botswana/supply of M&E practitioners from different disciplines	Inadequate 34% (2.7 / 8)	Botswana has an adequate supply of M&E practitioners from different disciplines specialising in different methods	**39%** Inadequate
		Botswana has enough numbers of personnel from different disciplinary backgrounds attracted to work in the field of M&E	**41%** Neither adequate nor inadequate
	Neither adequate nor	There is a national dialogue on M&E in Botswana	**54%**

Domain	Domain rating	Dimension	Dimension rating
Domain 3: National discourses/dialogue on M&E	inadequate 48% (5.7 / 12)		Neither adequate nor inadequate
		Botswana has M&E and performance management issues on its political agenda	**55%** Neither adequate nor inadequate
		Botswana holds regular national seminars and conferences on M&E	**34%** inadequate
Domain 4: Existence of M&E professional organizations/bodies	Inadequate 30% (2.4 / 8)	Botswana has a vibrant M&E association or society for evaluators	**30%** inadequate
		In Botswana M&E stand out as an independent profession	**30%** inadequate
Domain 5: Existence of national institutional arrangements to support and promote M&E	Neither adequate nor inadequate 50% (6.0 / 12)	Botswana has a permanent oversight body or structure that guide M&E activities at national level	**45%** Neither adequate nor inadequate
		Botswana has a national development planning system that takes M&E as a regular and integrated feature of the planning process	**56%** Neither adequate nor inadequate
Domain 6: Existence of institutional arrangements in parliament to support and promote M&E	Neither adequate nor inadequate 44% (5.2 / 12)	Members of parliament often adopt provisions, laws and constitutional amendments based on M&E data	**46%** Neither adequate nor inadequate
		M&E information is used by parliamentarians in the adoption of legislations	**41%** Neither adequate nor inadequate
		Parliament assesses and debates national development programmes performance using M&E information.	**44%** Neither adequate nor inadequate
Domain 7: Pluralism of M&E institutions and existence of M&E capacity building efforts	Neither adequate nor inadequate 49% (5.8 / 12)	Botswana has many government institutions and private consultancy firms that provide M&E services	**47%** Neither adequate nor inadequate
		Botswana has a large pool of M&E practitioners from different disciplines	**42%** Neither adequate nor inadequate
		There are efforts by the government, the private sector and NGOs to strengthen the capacities of M&E personnel	**57%** Neither adequate nor inadequate
Domain 8: Level of utilisation of M&E information in the country	Neither adequate nor inadequate 43% (3.4 / 8)	Botswana has a culture of using M&E information to guide national planning	**49%** Neither adequate nor inadequate
		M&E information from both government and private and NGOs are widely disseminated and readily available in the public domain	**37%** inadequate
Domain 9: Existence of policies and regulations that govern M&E practices	Neither adequate nor inadequate 42% (3.4 / 8)	Botswana has a separate law or act or regulation that explicitly reflects or stipulates the requirement to monitor and evaluate public programmes and projects on a regular basis	**35%** inadequate
		Botswana has a national M&E policy that promotes involvement and participation of stakeholders in M&E	**49%** Neither adequate nor inadequate
Domain 10: Existence of powerful	Neither adequate nor	There are clear stakeholders championing the development of a national M&E system in Botswana	**57%** Neither adequate nor inadequate

Domain	Domain rating	Dimension	Dimension rating
stakeholders in critical Botswana institutions supporting M&E efforts	inadequate 59% (7.1 / 12)	Botswana is putting in efforts to include oversight agencies and civil societies in the overall capacity building programmes for strengthening M&E practices	58% Neither adequate nor inadequate
		Audit institutions in Botswana play an important role as producers of M&E information	61% Adequate
Domain 11: Existence of a democratic system that promotes M&E	Adequate 62% (7.4 / 12)	In Botswana, there is a regular demand from civil society and the general public for transparency and accountability	64% Adequate
		In Botswana citizens have the right to M&E information	69% Adequate
		In Botswana M&E practitioners perform their M&E work free from political influence	51% Neither adequate nor inadequate
Domain 12: Promotion of impact and outcome evaluations	Neither adequate nor inadequate 49% (3.9 / 8)	In Botswana, the use of outcome indicators has been popularised by national laws	47% Neither adequate nor inadequate
		In Botswana, impact evaluations have been added to existing M&E practices in the country	50% Neither adequate nor inadequate

As presented in table 35 above, Botswana is doing relatively well on pervasiveness of M&E in many different policy domains (63%), and on the existence of a democratic system that promotes M&E (62%). For the other eight domains, it is neither adequate nor inadequate, suggesting some level of institutionalisation, but at the same time proposing that more is yet to be done to further strengthen those areas. However, the country performed poorly when it comes to diffusion and pluralism of M&E praxis. Botswana thus supplies M&E practitioners from different disciplines (34%) and has several professional organisations (30%).

7.4.1 Pervasiveness of M&E practice in Botswana

As presented in table 35, the country scored 63% regarding pervasiveness of M&E practice in the country. This domain was addressed through two statements: M&E is a regular phenomenon in Botswana scoring 68% and M&E takes place in many sectors with a score of 59%. The responses as presented in figure 35 show that the majority (48%) agreed that M&E is a regular phenomenon in Botswana. Similarly, the majority (51%) agreed that M&E take place in many sectors (e.g. health, education, agriculture, etc.)

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Figure 35: Pervasiveness of M&E practice in Botswana
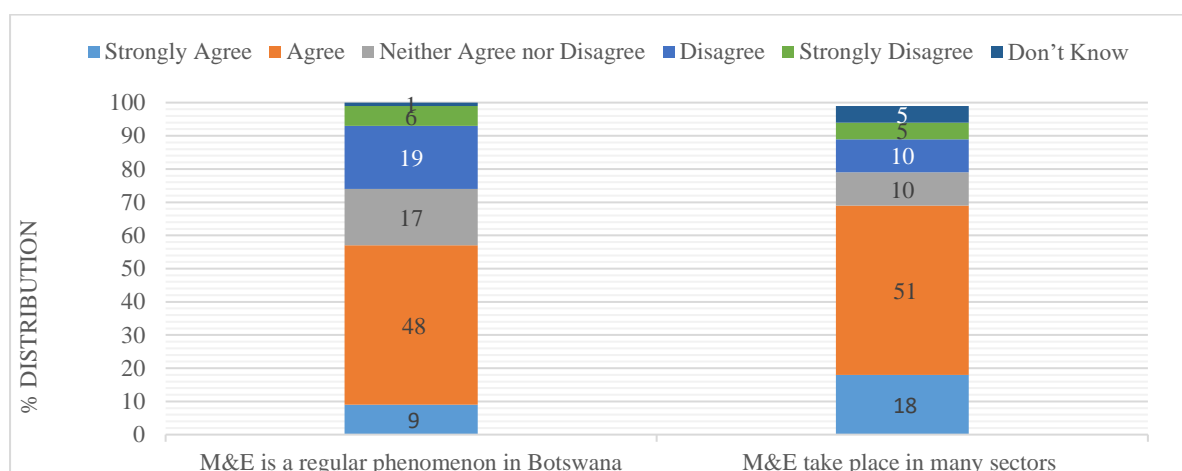
As table 36 shows, majority across all variables according to gender, age, highest qualification and disciplinary field agreed that M&E is a regular phenomenon in Botswana. Also, a majority of both young and older respondents agreed that M&E is a regular phenomenon in the country and the chi-square test run shows a statistically significant difference.

Table 36: M&E is a regular phenomenon in Botswana

M&E is a regular phenomenon in Botswana		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	8	22%	8	22%	21	56%
	Female	11	29%	5	13%	22	58%
Age *	Younger than 40 years	10	29%	10	29%	15	42%
	40 years and older	9	22%	3	8%	28	70%
Highest qualification	Undergraduate degree	3	13%	5	23%	14	64%
	Master's	14	40%	4	11%	17	49%
	Doctorate	2	17%	2	17%	8	66%
Disciplinary field	Agricultural sciences	0	0%	0	0%	2	100%
	Social sciences	13	26%	9	18%	28	56%
	Natural sciences	1	25%	0	0%	3	75%
	Health sciences	6	30%	4	20%	10	50%

*Chi-square = 7.452, df = 2, p <0.05

7.4.2 Diffusion and pluralism of M&E praxis in Botswana

Results against the atlas as presented in table 35 shows that the country is lagging on this domain (positioned at 34%) which is treated as highly inadequate on the scale. On the first dimension of this domain, assessing whether Botswana has an adequate supply of M&E practitioners from different disciplines specialising in different methods, the country got a score of 39%. This implies an

135

inadequacy of a supply of evaluators from different academic disciplines who have mastered different M&E methods and who conduct and provide advice regarding M&E. Regarding the second dimension, assessing whether Botswana has sufficient numbers of personnel from different disciplinary backgrounds attracted to work in the field of M&E, it got a rating of 41% suggests a limited number of institutions conducting M&E with rather monolithic perspectives.

The above rating resonates with the respondents' perceptions in the survey where the majority (41%), disagreed that Botswana has an adequate supply of M&E practitioners from different disciplines specialising in different M&E methods. A large number (31%), also disagreed that Botswana has enough numbers of personnel from different disciplinary backgrounds attracted to work in the field of monitoring and M&E. See figure 36.

Figure 36: Diffusion and pluralism of M&E practice in Botswana
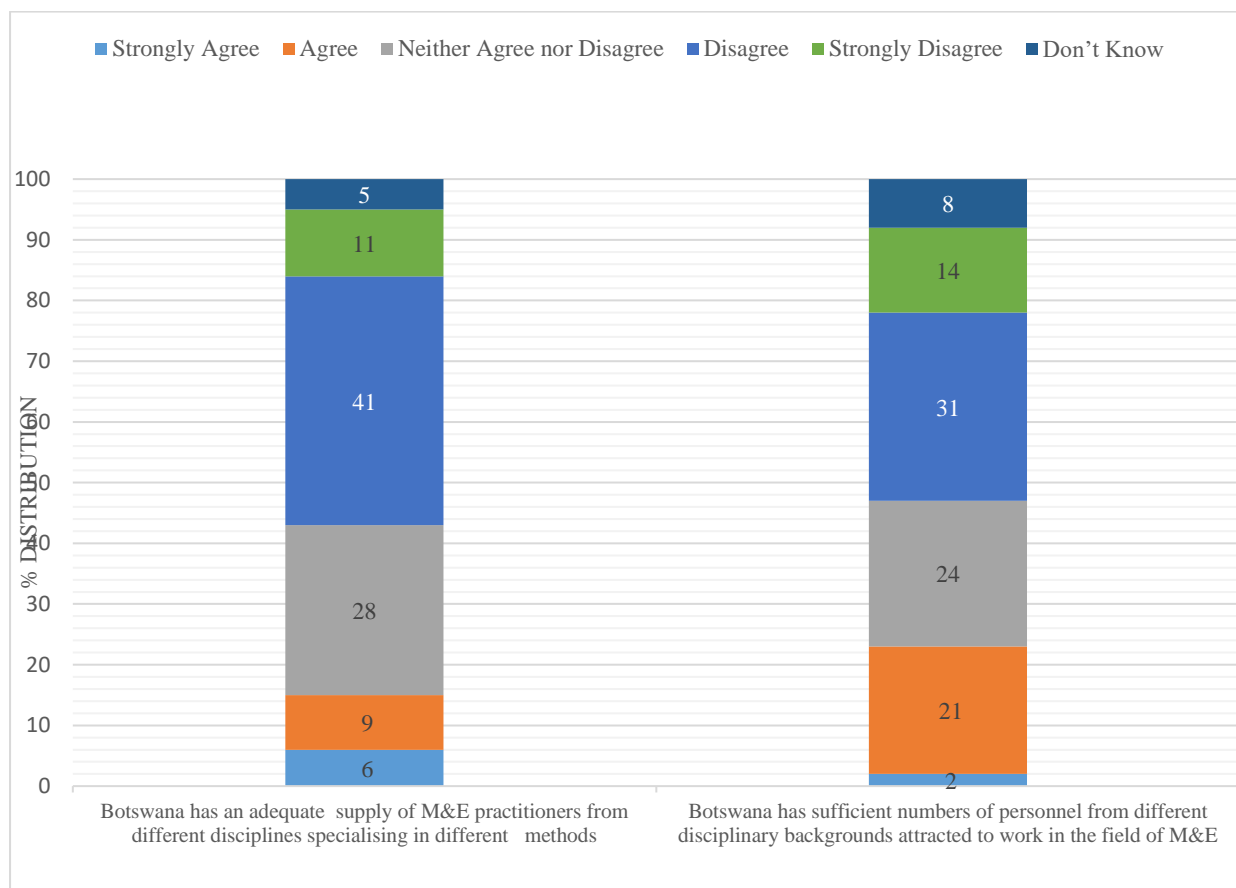
Disaggregated by demographics, As shown in table 37, the majority across all the independent variables of interest disagreed that Botswana has enough personnel from different disciplinary backgrounds attracted to work in the field of M&E. Though majority of males and females disagreed, there more of females than males who tend to agree. And there were more of

136

males than females who were neither in agreement nor disagreement. Chi-square tests run for gender yielded a statistically significant difference.

Table 37: Botswana has enough personnel from different disciplinary backgrounds attracted to work in the field of monitoring and M&E

		Disagree		Neither agree nor disagree		Agree	
Botswana has enough personnel from different disciplinary backgrounds attracted work in the field of M&E							
		Count	%	Count	%	Count	%
Gender*	Male	15	43%	14	40%	6	17%
	Female	19	51%	5	14%	13	35%
Age	Younger than 40 years	12	36%	11	33%	10	31%
	40 years and older	23	60%	8	20%	8	20%
Highest qualification	Undergraduate degree	7	35%	6	30%	7	35%
	Master's	20	60%	7	20%	7	20%
	Doctorate	6	50%	3	25%	3	25%
Disciplinary field	Agricultural sciences	1	50%	1	50%	0	0%
	Social sciences	19	39%	14	28%	16	33%
	Natural sciences	3	100%	0	0%	0	0%
	Health sciences	12	63%	4	21%	3	16%

*Chi-square = 7.264, df = 2, p < 0.05

7.4.3 National dialogue in M&E in Botswana

Regarding national dialogue on M&E, as presented in table 35, the country score sits at 48% against the atlas with dimension such as holding of regular national seminars and conferences on M&E scoring very low (34%). From the perception survey, the analysis as presented in figure 37 reveals the majority (35%) of the respondents agreed that there is a national dialogue on M&E in Botswana, whilst 25% disagreed, and another 28% neither agreed nor disagreed. Also, a majority (36%) agreed that Botswana has M&E and performance management issues on its political agenda, but 26% neither agreed nor disagreed. However, in line with the atlas low score, a large number (35%) disagreed that Botswana holds regular national seminars and conferences on M&E.

Figure 37: National discourse on M&E in Botswana
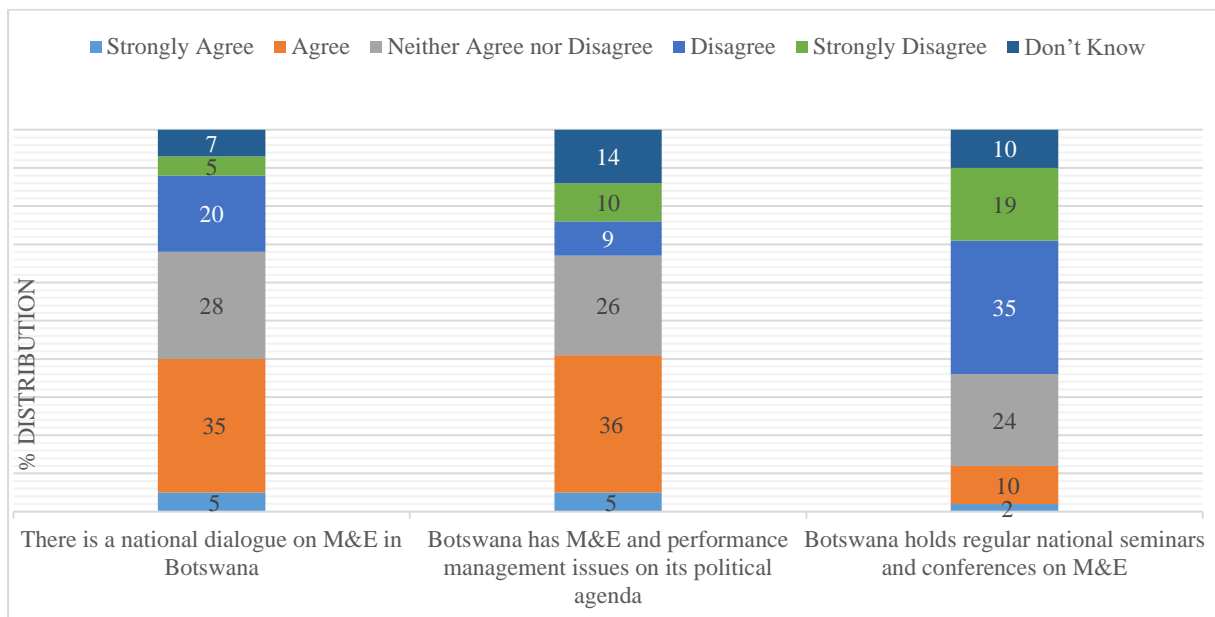
As shown in table 38, the difference between males and females is regarding the country having M&E and performance management issues on its political agenda was statistically significant. More males tend to agree than females. However, most of the females neither agreed nor disagreed. Also, most of subgroups of the respondents agreed with the statement except those with natural sciences and agricultural sciences.

Table 38: Botswana has M&E and performance management issues on its political agenda

Botswana has M&E and performance management issues on its political agenda		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender*	Male	7	20%	6	17%	22	63%
	Female	8	25%	14	44%	10	31%
Age	Younger than 40 years	8	28%	9	31%	12	41%
	40 years and older	7	18%	11	29%	20	53%
Highest qualification	Undergraduate degree	3	16%	9	47%	7	37%
	Master's	10	30%	7	21%	16	49%
	Doctorate	1	10%	3	30%	6	60%
Disciplinary field	Agricultural sciences	1	50%	1	50%	0	0%
	Social sciences	7	16%	16	36%	21	48%
	Natural sciences	2	50%	1	25%	1	25%
	Health sciences	5	28%	2	11%	11	61%

*Chi-square = 7.648, df = 2, $p < 0.05$

7.4.4 Existence of M&E professional organisations in Botswana

The domain on existence of M&E professional organisations, the country came out to be inadequate (30%) as presented in table 35. The scores for both dimensions under this domain were very low. As shown in table 35, both dimensions scored 30% reflecting the inadequacy of the national M&E system in this area. The low scores resonate well with the respondents' perceptions. As Figure 38 shows, most of the respondents (35%) disagree that Botswana has a vibrant M&E association or society for evaluators, and 17% had no clue at all. This survey result augment the case study results showing lack of a functional M&E association in the country.

Furthermore, as presented in figure 38, most of the respondents (41%) disagreed that in Botswana M&E stands out as an independent profession. However, about 21% could neither agree nor disagree reinforcing the invisibility of the discipline in the county.

Figure 38: Existence of M&E professional organisations in Botswana
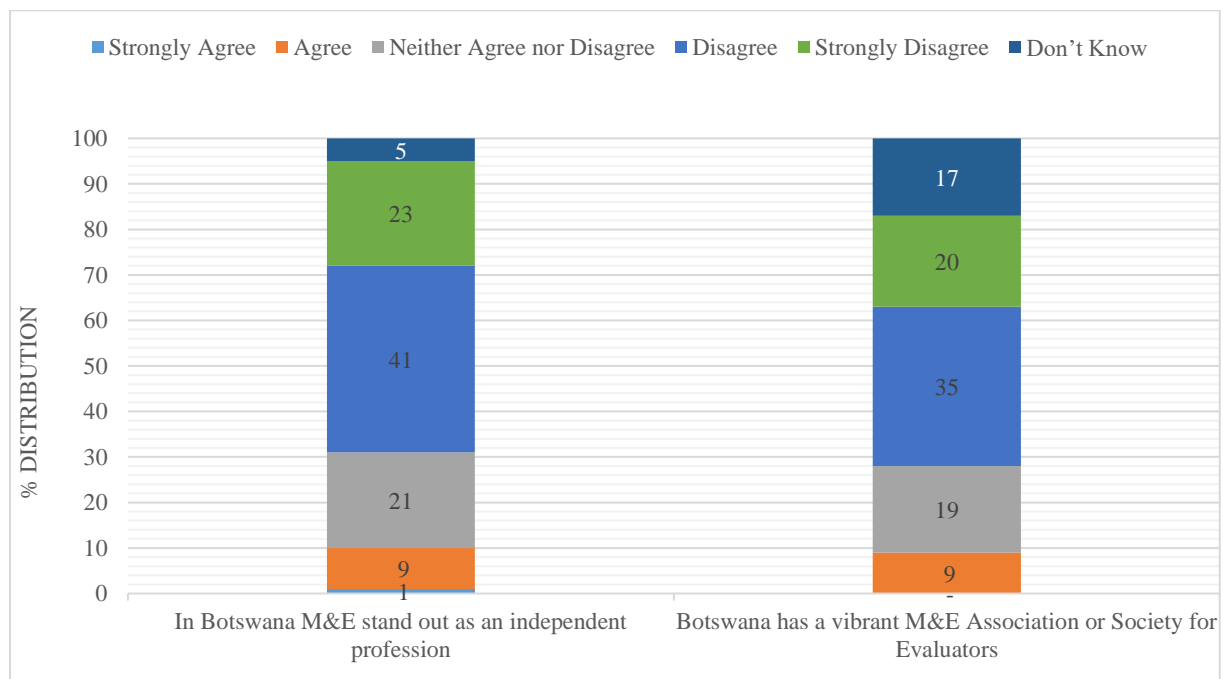
A further analysis as presented in table 39, shows that across all the independent variables of interest, respondents overwhelmingly disagreed that M&E stand out as an independent profession. Also, recognisable numbers whether males or females, old or younger, holds undergraduate or a doctorate and regardless of the disciplinary field, were not sure if M&E stands out as an independent profession in the country.

Table 39: In Botswana M&E stand out as an independent profession

In Botswana, M&E stand out as an independent profession		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	25	69%	7	20%	4	11%
	Female	24	65%	10	27%	3	8%
Age	Younger than 40 years	23	68%	9	26%	2	6%
	40 years and older	26	67%	8	20%	5	13%
Highest qualification	Undergraduate degree	15	68%	5	23%	2	9%
	Master's	22	63%	9	26%	4	11%
	Doctorate	8	80%	2	20%	0	0%
Disciplinary field	Agricultural sciences	1	100%	0	0%	0	0%
	Social sciences	34	68%	13	26%	3	6%
	Natural sciences	3	75%	1	25%	0	0%
	Health sciences	12	63%	3	16%	4	21%

7.4.5 National institutional arrangements that support M&E in Botswana

The study also assesses the presence of national institutional arrangements in the country that support M&E. As presented in table 35, the country scored 50% against the atlas. According to figure 39, a majority (37%) shows mixed feelings regarding whether Botswana has a permanent oversight body or structure that guides M&E activities at national level. Thus, 28% disagreed, 19% neither agreed nor disagreed. Then, the majority (37%) agreed that Botswana has a national development planning system that takes M&E as a regular and integrated feature of the planning process, but 25% neither agreed nor disagreed. This result showing a fair distribution across the Likert scale goes well with an atlas score of 50% which suggest presence of such arrangements though they may not be fully delivering as expected. This result also links with the case study results which showed that indeed the government has put in place some institutional arrangements such as GICO which was created within the Office of the President with a primary mandate to monitor and evaluate the implementation of actions and projects flowing from the Strategy, as well as other policies, programmes and projects.

Figure 39: Existence of national institutional arrangements in Botswana
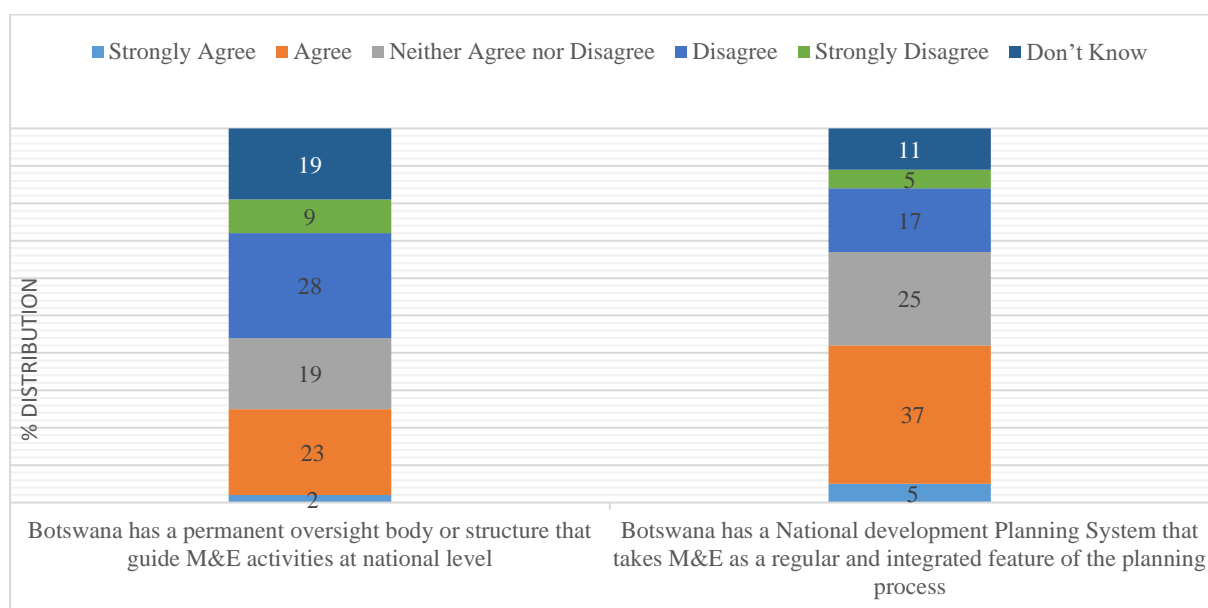
As presented in table 40, both males and females were distributed almost equally across those who disagreed, those who neither agree nor disagree and those who agreed that Botswana has a permanent oversight body or structure that guide M&E activities at a national level. The same trend applies between the young and the older respondents. Whilst majority of those with undergraduate degree neither agreed nor disagreed, majority of those with master's degree disagreed and inversely majority of those with a doctorate tend to agree. Those from social sciences were fairly distributed across though majority of those with natural sciences and health sciences disagreed.

Table 40: In Botswana has a permanent oversight body or structure that guide M&E activities at national level

Botswana has a permanent oversight body or structure that guide M&E activities at national level							
		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	11	36%	10	32%	10	32%
	Female	16	52%	5	16%	10	32%
Age	Younger than 40 years	10	37%	10	37%	7	26%
	40 years and older	18	52%	5	14%	12	34%
Highest qualification	Undergraduate degree	4	27%	6	40%	5	33%
	Master's	18	56%	6	19%	8	25%
	Doctorate	3	30%	2	20%	5	50%
Disciplinary field	Agricultural sciences	1	50%	1	50%	0	0%
	Social sciences	16	39%	11	27%	14	34%
	Natural sciences	3	75%	0	0%	1	25%
	Health sciences	8	50%	3	19%	5	31%

7.4.6 Institutional arrangements in parliament to support M&E in Botswana

As shown in table 35, the country got a score of 44% against the atlas regarding the existence of institutional arrangements in parliament to support and promote M&E. And it scored between 41 and 46 across the 3 dimensions of the domain which implies that presence of the dimensions is neither adequate nor adequate. These atlas scores are aligned to the survey respondents' perceptions. As in figure 40, most respondents (29%) neither agreed nor disagreed that members of parliament often adopt provisions, laws and constitutional amendments based on M&E findings. However, whilst 24% agreed about 20% totally disagreed.

Then regarding the dimension that M&E clauses are used by parliamentarians in the adoption of legislations, a larger number (29%) disagreed, whilst 26% neither agreed nor disagreed and 17% did not know at all. However, about 15% agreed. Similarly, very few respondents 15% agreed that Parliament assesses and debates national development programmes performance using M&E information, and yet the majority (31%) neither agreed nor disagreed. Of the total, 16% had no idea and 24% disagreed.

Figure 40: Existence of national institutional arrangements in parliament for Botswana
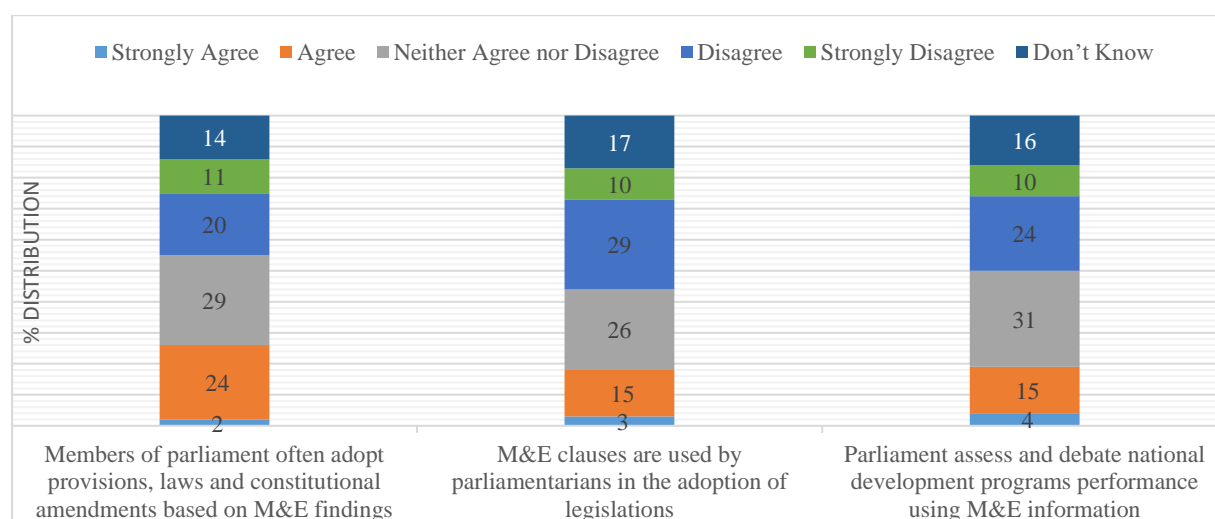
As presented in figure 40, the widespread distribution of respondents across the Likert scale could be an indication that M&E practice and utilisation of M&E information by parliamentarians is not yet visible. This finding supports the case findings that Botswana parliamentarians are not very active in platforms such as the African Parliamentarians' network on development M&E available to support parliamentarians' efforts to promote M&E in their respective countries.

7.4.7 M&E capacity building efforts in Botswana

The seventh domain assessed to determine the extent of institutionalisation of Botswana's national M&E system was pluralism of M&E institutions and existence of M&E capacity building efforts in the country. This domain was addressed through three statements: Botswana has many government institutions and private consultancy firms that provide M&E services scoring 47%, Botswana has a large pool of individual M&E practitioners from different disciplines scoring 42% and that there are efforts by the government, private sector and NGOs to strengthen the capacities of personnel who manage and coordinate M&E sitting at 57%. The overall score for the domain was 49% interpreted as available but not adequate. This finding is augmented by the case study findings showing that though there are no many institutions providing M&E services, indeed there were some efforts by state actors such as the Institute of Development and Management and NACA as well as by NGOs such as ACHAP and JICA to support M&E capacity building efforts.

As per figure 41, whilst a large number (30%) disagreed that Botswana has many government institutions and private consultancy firms that provide M&E services, 25% agreed, whilst 29% neither agreed nor disagree. Similarly, the majority (37%) disagreed that Botswana has a large pool of individual M&E practitioners from different disciplines. However, also a relatively larger number neither agreed nor disagreed (20%). Also, about 19% agreed. Then reflecting the cases study findings, the survey results shows most respondents (42%) agreeing that there are efforts by the government, private sector and NGOs to strengthen the capacities of personnel who manage and coordinate M&Es. However still there were some (20%) who neither agreed nor disagreed and still 19% of those who disagreed.

Figure 41: Pluralism of institutions and M&E practitioners in Botswana

143
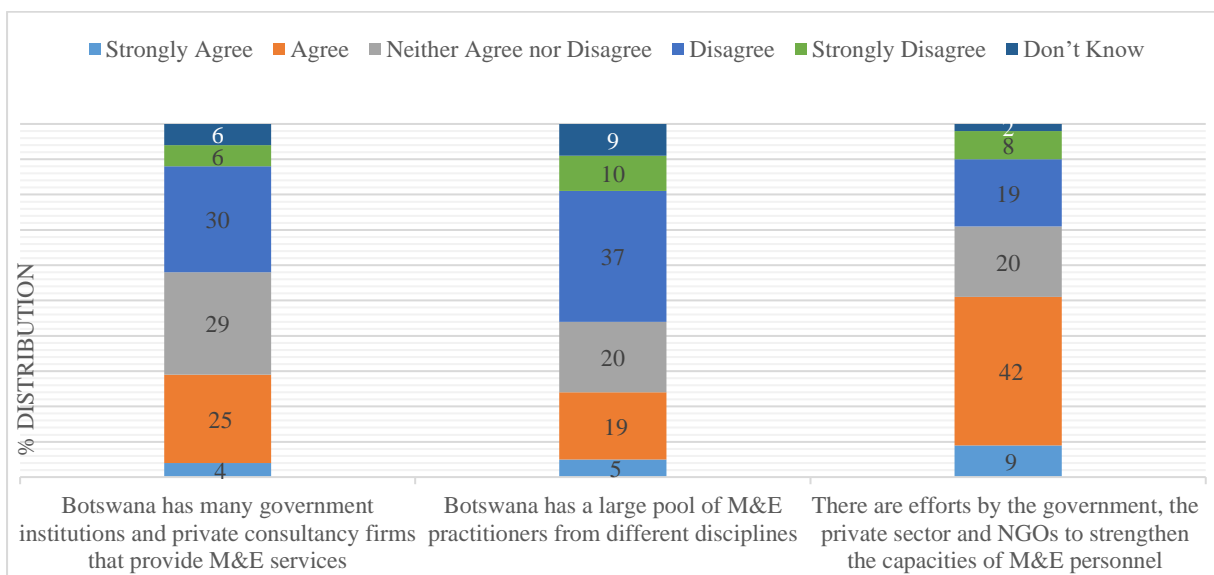
The results show some variances within the subgroups though the differences were none statistically significant. For instance, as presented in table 41, whilst majority of older respondents disagree that Botswana has a large pool of individual M&E practitioners from different disciplines, the younger respondents tend to be divided almost equally between those who agreed and those who disagreed. Another variance noted is that those who agreed and disagreed were almost at par among the undergraduates whilst for those with a masters and those with a doctorate the majority overwhelmingly disagreed.

Table 41: Botswana has a large pool of individual M&E practitioners from different disciplines

Botswana has a large pool of individual M&E practitioners from different disciplines		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	16	46%	10	28%	9	26%
	Female	20	57%	5	14%	10	29%
Age	Younger than 40 years	12	38%	9	28%	11	34%
	40 years and older	24	63%	6	16%	8	21%
Highest qualification	Undergraduate degree	7	33%	6	29%	8	38%
	Master's	22	69%	6	19%	4	12%
	Doctorate	7	64%	2	18%	2	18%
Disciplinary field	Agricultural sciences	1	50%	0	0%	1	50%
	Social sciences	22	45%	11	22%	16	33%
	Natural sciences	3	100%	0	0%	0	0%
	Health sciences	11	65%	4	23%	2	12%

Also as presented in table 41, its only among those with social sciences and agricultural sciences where the numbers were almost equally distributed among those who disagreed and those who agreed. For the rest the majority disagreed.

7.4.8 Utilisation of M&E information in Botswana

Domain eight, Level of utilisation of M&E information in the country as presented in table 35 scored 43% against the Atlas. This domain is measured by two statements: Botswana has a culture of using M&E information to guide national planning and M&E results from both governments scoring 49%. The second statement: private and NGOs are widely disseminated and readily available in the public domain scoring 37%. As presented in figure 42 whilst a large number (35%) agreed that Botswana has a culture of using M&E information to guide national planning, 28% neither agreed nor disagreed, and 20% disagreed. Then, whilst 33% of the respondents disagreed that M&E results from both

governments, the private sector and NGOs are widely disseminated and readily available in the public domain, another relatively large group (19%) strongly disagreed with 24% neither agreeing nor disagreeing.

Figure 42: Level of utilisation of M&E information in Botswana
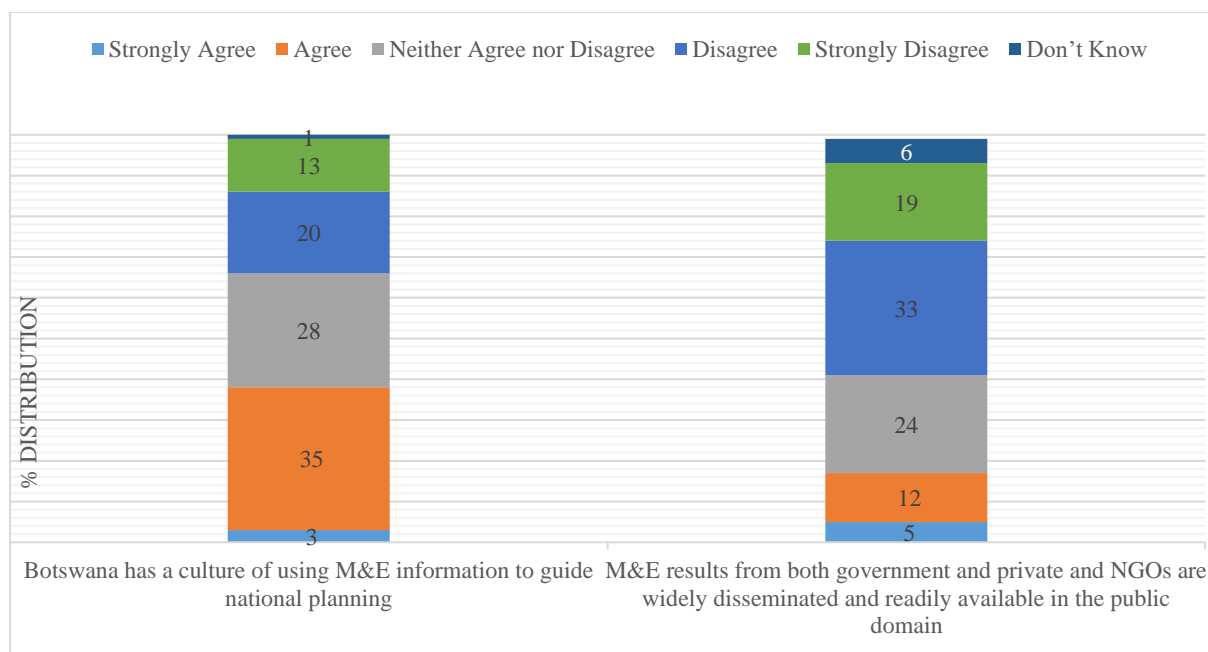
The result that majority agrees that the country use M&E information to guide national planning is supported by the case study findings showing that the country utilises M&E information to develop their national development plans.

Table 42: Botswana has a culture of using M&E information to guide national planning

Botswana has a culture of using M&E information to guide national planning							
		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	13	35%	11	30%	13	35%
	Female	12	32%	10	27%	15	41%
Age	Younger than 40 years	14	40%	11	31%	10	29%
	40 years and older	12	31%	9	23%	18	46%
Highest qualification	Undergraduate degree	6	27%	7	32%	9	41%
	Master's	13	38%	12	35%	9	27%
	Doctorate	6	50%	1	8%	5	42%
Disciplinary field	Agricultural sciences	1	50%	0	0%	1	50%
	Social sciences	14	28%	17	35%	18	37%
	Natural sciences	2	50%	1	25%	1	25%
	Health sciences	9	45%	3	15%	8	40%

145

As presented in table 42, whilst most of both genders agree that Botswana has a culture of using M&E information to guide national planning, there was an equal split among males between those who agree and those who disagreed. Then most of the younger generation disagreed whilst majority of older generation agreed. Comparisons among level of education shows that among those with undergraduate, a majority agreed. Then for those with advanced levels thus with a master's degree and doctorate, majority disagreed. Across the disciplinary fields, among those with social sciences, majority agreed whilst for those with health sciences and natural sciences majority disagreed.

Then regarding dissemination and availability of M&E information, as presented in table 43, majority of both genders, as well as both young and older respondents, disagreed that M&E results from government, the private sector and NGOs are widely disseminated and readily available in the public domain. Even across all levels of education, majority disagreed that that M&E is widely disseminated and readily available in the public domain.

Table 43: M&E information is widely disseminated and readily available in the public domain

M&E results from government, the private sector and NGOs are widely disseminated and readily available in the public domain		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	21	58%	10	28%	5	14%
	Female	18	55%	7	21%	8	24%
Age	Younger than 40 years	19	61%	8	26%	4	13%
	40 years and older	20	52%	9	24%	9	24%
Highest qualification	Undergraduate degree	11	52%	5	24%	5	24%
	Master's	23	70%	7	21%	3	9%
	Doctorate	6	55%	3	27%	2	18%
Disciplinary field	Agricultural sciences	1	50%	0	0%	1	50%
	Social sciences	24	51%	14	30%	9	19%
	Natural sciences	4	100%	0	0%	0	0%
	Health sciences	11	64%	3	18%	3	18%

7.4.9 Policies and regulations to govern M&E practice in Botswana

Regarding the domain the existence of policies and regulations that govern M&E practices the country scored 42% against the atlas. Two dimensions were assessed. The country scored poorly (35%) on the dimension that Botswana has a separate law or act or regulation that explicitly reflects or stipulates the requirement to monitor and evaluate public programmes and projects on a regular basis.

146

This score is supported by the respondents' perceptions showing 31% of respondents disagreeing and a similar proportion don't know. See figure 43. However, when it comes to the issue of existence of an M&E policy that promotes involvement and participation of stakeholders in M&E, the proportion of those who disagreed and those who agreed were almost on a par (20%). However, a large group (27%) neither agreed nor disagreed, whilst 26% did not know at all. This finding resonates with finding from the descriptive case study revealing that Botswana don't have a national policy yet in M&E.

Figure 43: Existence of policies and regulations that govern M&E practices in Botswana
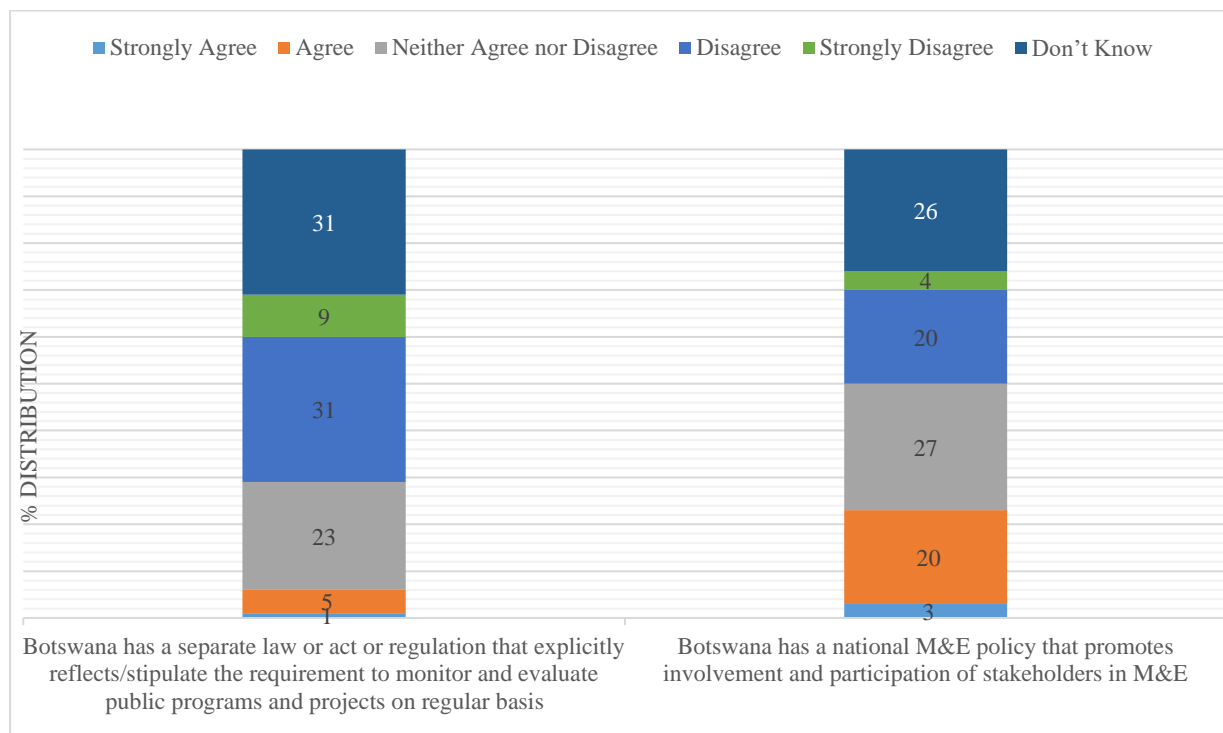
As presented in table 44, the respondents tend to have mixed perceptions about whether Botswana has a national M&E policy or not. We learn from the descriptive case results that as a fact indeed Botswana do not have a national M&E policy yet. The lack of certainty among the respondents as shown in table 44 resonates with the descriptive case study results. This uncertainty cuts across all the demographics. For instance, both females and males were spread almost equally across the scale. The same trend shows for the older respondents. However, among the younger respondents' majority neither agree nor disagree.

Table 44: Botswana has a national M&E policy that promotes involvement and participation of stakeholders in M&Es

Botswana has a national M&E policy that promotes involvement and participation of stakeholders in M&Es		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	8	28%	12	41%	9	31%
	Female	10	36%	9	32%	9	32%
Age	Younger than 40 years	6	25%	10	42%	8	33%
	40 years and older	12	37%	11	33%	10	30%
Highest qualification	Undergraduate degree	3	18%	7	41%	7	41%
	Master's	12	43%	9	32%	7	25%
	Doctorate	4	45%	3	33%	2	22%
Disciplinary field	Agricultural sciences	2	100%	0	0%	0	0%
	Social sciences	8	21%	16	41%	15	38%
	Natural sciences	2	67%	1	33%	0	0%
	Health sciences	7	50%	4	29%	3	21%

Another permutation in table 44 worthy highlighting is the observation that across all disciplinary fields a majority disagreed that there is a national M&E policy. However, whilst a majority of those from social sciences neither agree nor disagree a significant number agreed that there is a national policy.

7.4.10 Multi-Stakeholders support on M&E efforts in Botswana

As presented in table 35, the country scored 59% on this domain. Figure 44 indicates that whilst 36% of the respondents agreed that there are clear stakeholders championing the development of a national M&E system in Botswana, 24% neither agreed nor disagreed, and 19% totally disagreed. Regarding capacity building efforts, a large number (39%) agreed that Botswana is making efforts to include oversight agencies and civil societies in the overall capacity building programmes for strengthening M&E practices in the country. Then, 47% agreed that audit institutions in Botswana play an important role as producers of M&Es. However, 23% neither agreed, nor disagreed, and 13% totally disagreed. Still a relatively large group, 9%, did not know.

The results showing majority agreeing that there are stakeholders championing the development of the national M&E system and that the country is making efforts to include oversight agencies and civil societies in the overall capacity building efforts gels well with descriptive case study results showing involvement of UN agencies such as UNDP, EU, and independent donors such as Gates Foundation as well as American agents such as USAID and PEPFAR supporting capacity development of M&E in the country.

Figure 44: Existence of powerful stakeholders supporting M&E efforts in Botswana
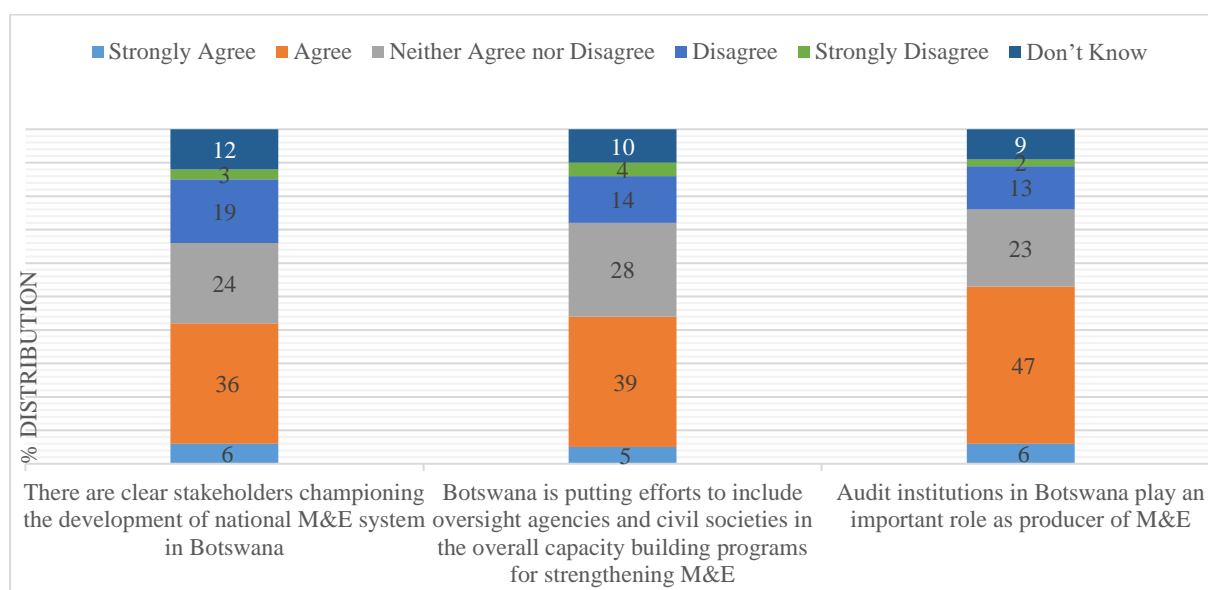
As presented in table 45, a crosstab against the dimension that Botswana is putting up efforts to include oversight agencies and civil societies in the overall capacity building programmes for strengthening M&E practices produced a result that shows a majority agreeing regardless of gender and age. However, whilst majority of those with undergraduate and master's degrees agreed, majority of those with doctorate disagreed and others neither agreed nor disagreed. Then disaggregated by disciplinary field, the results showed majority of those with agricultural sciences and natural sciences disagreeing and inversely majority of those with social sciences and health sciences agreeing.

Table 45: Botswana is putting efforts to include oversight agencies and civil societies in the overall capacity building programmes for strengthening M&E practices

Botswana is putting efforts to include oversight agencies and civil societies in the overall capacity building programmes for strengthening M&E practices in the Botswana		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	6	17%	12	34%	17	49%
	Female	7	21%	10	29%	17	50%
Age	Younger than 40 years	6	18%	15	44%	13	38%
	40 years and older	7	20%	7	20%	21	60%
Highest qualification	Undergraduate degree	2	9%	9	41%	11	50%
	Master's	7	21%	9	27%	17	52%
	Doctorate	4	45%	3	33%	2	22%
Disciplinary field	Agricultural sciences	2	100%	0	0%	0	0%
	Social sciences	6	13%	19	40%	22	47%
	Natural sciences	3	75%	0	0%	1	25%
	Health sciences	2	12%	3	18%	12	70%

149

7.4.11 Democratic system that promotes M&E efforts in Botswana

This is one of the domains the country scored high (62%) implying that the country is doing well regarding creating a democratic system that promotes M&E. See table 35. The results as presented in figure 45, shows that in Botswana there is a regular demand from civil society and general public for transparency and accountability. This is demonstrated by the largest proportion of respondents (35%) who agree to the statement. However, the results also show that a plurality (39%) of respondents are seemingly undecided on whether M&E practitioners perform their work free from political influence.

Overwhelmingly, a majority (47%) agreed that in Botswana that citizens have the right to information. However, some respondents (19%), neither agreed nor disagreed.

Figure 45: Existence of a democratic system that promotes M&E in Botswana
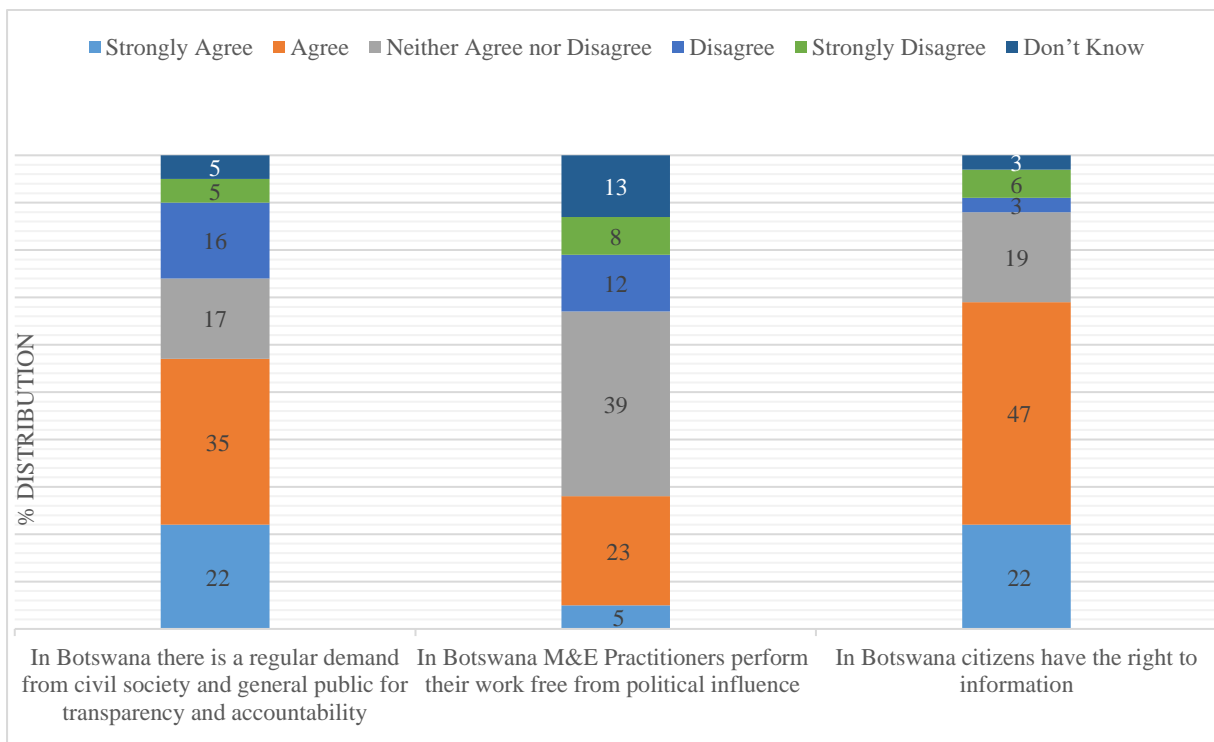
The results as presented in table 46, show that the majority across all independent variables of interest agreed that in Botswana there is a regular demand from civil society and the general public for transparency and accountability.

Table 46: In Botswana there is Demand for transparency and accountability

		Disagree		Neither agree nor disagree		Agree	
In Botswana there is a regular demand from civil society and the general public for transparency and accountability							
		Count	%	Count	%	Count	%
Gender	Male	7	21%	4	12%	23	67%
	Female	9	26%	8	23%	18	51%
Age	Younger than 40 years	9	29%	3	10%	19	61%
	40 years and older	6	16%	9	24%	23	60%
Highest qualification	Undergraduate degree	3	14%	2	9%	17	77%
	Master's	9	30%	5	17%	16	53%
	Doctorate	3	27%	2	18%	6	55%
Disciplinary field	Agricultural sciences	0	0%	1	50%	1	50%
	Social sciences	11	23%	8	17%	28	60%
	Natural sciences	0	0%	1	33%	2	67%
	Health sciences	5	28%	2	11%	11	61%

Though both young and older respondents agreed, there were more younger respondents disagreed. Also, a relatively larger group of those with masters and doctorate disagreed. The same applied among those with social sciences and health sciences.

7.4.12 Impact and outcome evaluation practice in Botswana

The final domain assessed is on promotion of Impact and outcome evaluation. The country scored 49% on this domain. As presented in figure 46, about 23% of the respondents agreed that in Botswana, the use of outcome indicators has been popularised by national laws whilst 32% neither agreed nor disagreed and 25% disagreed. Regarding whether in Botswana, impact evaluation has been added to existing M&E practices in the country, 25% agreed, 22% disagreed and the majority (31%) neither agreed nor disagreed. As presented in table 47, this trend is also reflected even among males and females. Relatively equal numbers for both males and females are spread among those who disagree or those who neither agree nor disagree.

Figure 46: Promotion of impact and outcome evaluations in Botswana
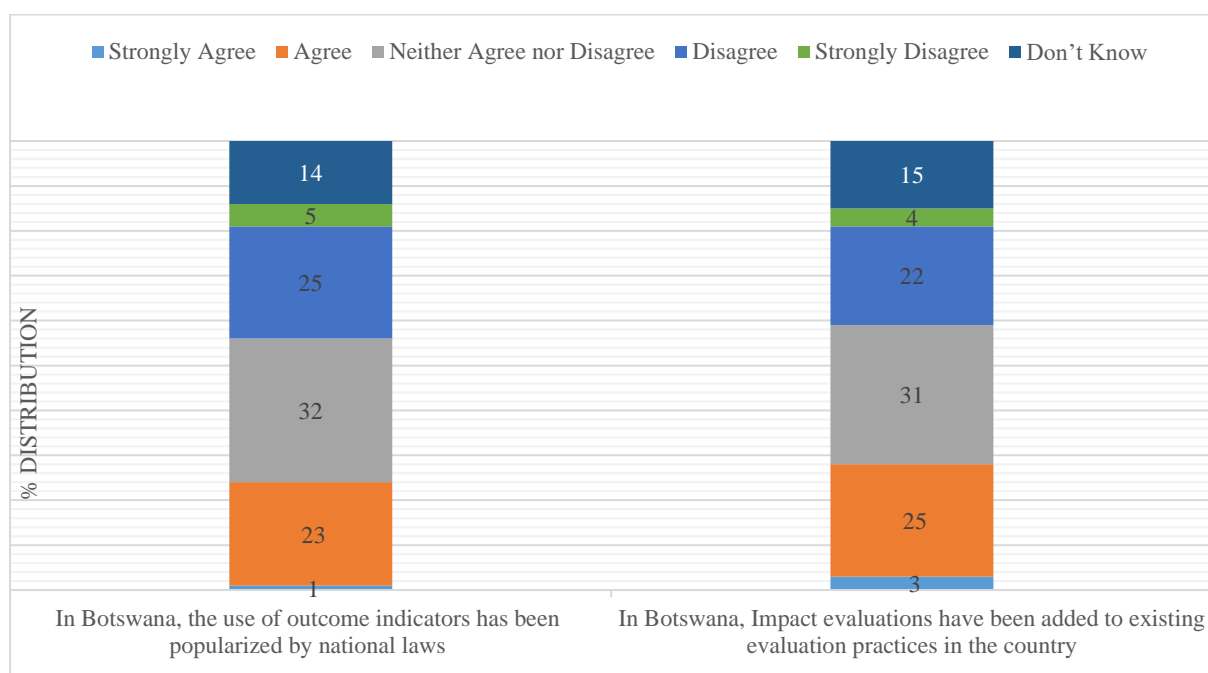
Table 47 shows that even disaggregated by age, a majority disagreed that outcome indicators have been popularised by national law. Also, a large proportion neither agreed nor disagreed which could be a demonstration of limited knowledge. The same trend applies with level of education. Majority of those with undergraduate neither agreed nor disagreed. However, majority of those with higher qualifications, thus masters and doctorate disagreed. Then majority across disciplinary fields disagreed except for those from health sciences.

Table 47: In Botswana use of outcome indicators has been popularized by national laws

In Botswana, the use of outcome indicators has been popularized by national laws		Disagree		Neither agree nor disagree		Agree	
		Count	%	Count	%	Count	%
Gender	Male	11	32%	13	38%	10	30%
	Female	11	37%	11	37%	8	26%
Age	Younger than 40 years	10	35%	12	41%	7	24%
	40 years and older	12	34%	12	34%	11	32%
Highest qualification	Undergraduate degree	4	20%	9	45%	7	35%
	Master's	12	40%	13	43%	5	17%
	Doctorate	5	50%	2	20%	3	30%
Disciplinary field	Agricultural sciences	1	50%	1	50%	0	0%
	Social sciences	14	33%	15	36%	13	31%
	Natural sciences	3	75%	1	25%	0	0%
	Health sciences	5	29%	7	41%	5	30%

Table 48: In Botswana impact evaluations have been added to existing M&E practices in the country

		Disagree		Neither agree nor disagree		Agree	
In Botswana, impact evaluation has been added to existing M&E practices in the country							
		Count	%	Count	%	Count	%
Gender	Male	9	28%	12	38%	11	34%
	Female	10	32%	12	39%	9	29%
Age	Younger than 40 years	9	33%	13	48%	5	19%
	40 years and older	10	28%	11	30%	15	42%
Highest qualification	Undergraduate degree	4	22%	7	39%	7	39%
	Master's	11	35%	13	42%	7	23%
	Doctorate	5	56%	2	22%	2	22%
Disciplinary field	Agricultural sciences	2	100%	0	0%	0	0%
	Social sciences	11	27%	19	46%	11	27%
	Natural sciences	3	75%	1	25%	0	0%
	Health sciences	4	24%	4	24%	9	52%

Table 48, whilst most females disagree that in Botswana, impact evaluations have been added to existing M&E practices in the country, majority of males agreed. Most young respondents neither agreed nor disagreed. Majority of those with doctorates, disagreed. Majority of those from the natural sciences disagreed to the statement whilst those from social sciences and health sciences were divided equally between those who disagree and those who agree to the statement. The majority of those with social sciences were undecided.

7.5 Conclusion

In conclusion, the findings above suggest that the country has made some significant progress in certain domain areas and still lagging in others. The results shows that the country is performing adequately in terms of pervasiveness of M&E in many different policy domains and existence of a democratic system that promotes M&E. Regarding the rest of the domains the country scored between 40% and 59% meaning that those domains were neither adequate nor inadequate. However, regarding diffusion and pluralism of M&E praxis in Botswana thus supply of M&E practitioners from different disciplines as well as the existence of M&E professional organizations, the country scored poorly demonstrating inadequacy along those lines. Several variances have been noted among the independent variables of interest such as gender, age, level of qualification and filed of study though no statistically significant differences were noted. Furthermore, most of the survey findings are in sync with the descriptive case study findings.

CHAPTER 8: HIGHER LEVEL ANALYSIS, DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS.

8.1 Introduction

This chapter dwells on a higher-level analysis of the study data, presenting a discussion of the findings from which conclusions and recommendations are drawn summing up where the two countries are at and what drivers led to where they are at, and what the implications are for the future.

8.2 Synthesis of where the two countries are at

Regarding where the two countries are at, figure 47 give a synopsis of the revised atlas output. The centre score in the diagram demonstrates that both countries are gradually approaching halfway in their journey to fully institutionalise the national M&E system. The domain specific scores circling around highlight existing areas of weaknesses and strengths. For example, Zimbabwe has a total of one domain that is still in the red zone whilst Botswana has two. Then in 8 domain areas both countries are doing relatively well. It is only three areas for Zimbabwe and two areas for Botswana that are showing signs of full maturity.

Figure 47: Performance of Botswana and Zimbabwe against the revised atlas scores

Summary of Botswana's revised Atlas scores
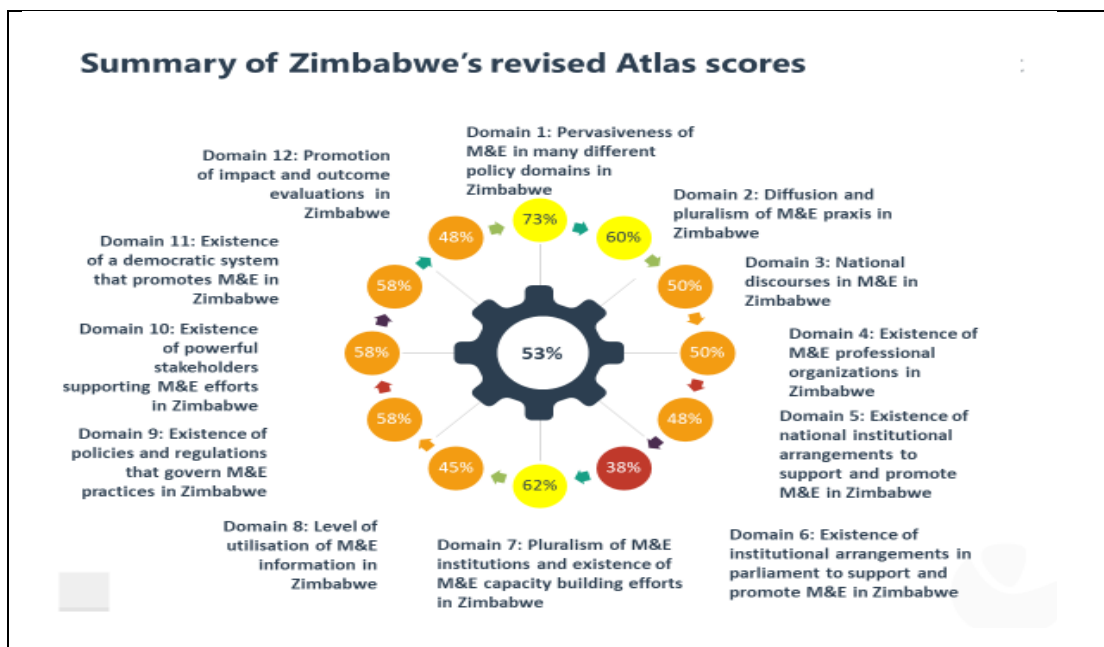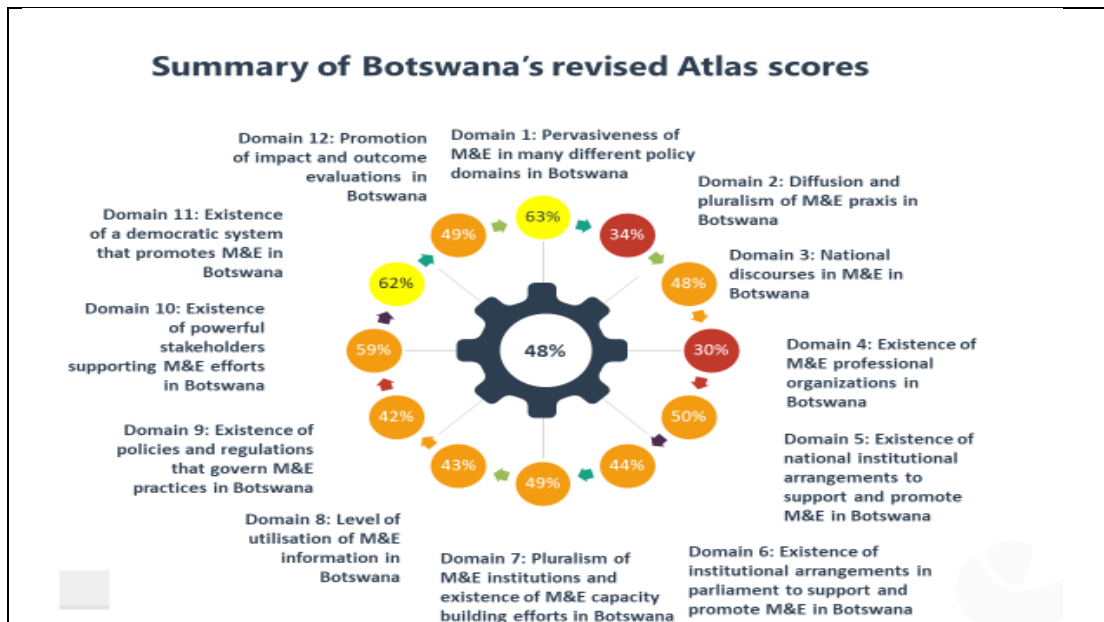
By triangulating results from the revised atlas, the case study and the survey a conclusion can be made that both countries are progressing steadily towards institutionalising their national M&E systems. However, in order to reach full maturity, the two countries need to sustain the identified areas of strengths and to capitalise on the existing opportunities as well as to fix areas of weaknesses and be observant of the identified threats as per the SWOP diagram in figure 48 below.

The SWOT analysis presents Zimbabwe as having a good supply of M&E practitioners from different academic disciplines, strong capacity building efforts, multiple stakeholders supporting its M&E efforts in the country, a somehow functional M&E professional association and a national M&E policy. Botswana on the other hand draws its strengths from a strong democratic system that promotes dialogue and advocacy within the government. Other strengths include the ability to self-finance the system and a presence of multiple stakeholders supporting the efforts. There is also a strong link between M&E, national development planning and annual budgeting.

One area of strength applicable to both countries is the existence of a unit within the president's office to coordinate national M&E functions. This is a good practice that has been applied in some of those countries with established national M&E systems. For instance, as noted by Jacob et al. (2015) Korea did the same to place the M&E coordinating Office in the Prime Minister's office. South Africa has a similar arrangement. However, for these units to be more effective, it is recommended that both countries provide further leadership and technical expertise.

Figure 48: A SWOT comparison of the two countries' M&E systems

We can also conclude that bot hcountries are performing well as far as the pervasiveness of M&E practice is concerned. It is encouraging to note that this practice is found across a wide range of sectors that includes economic development, social welfare, agriculture, public policy, public health, education, environment, finance, social support, information systems, law and human rights and that it is spreading to novelty sectors such as finance policy, public policy and urban development. However,

though the practice is widespread, it tends to be more pronounced in well-established sectors mainly education, health and agriculture. A possible explanation as to why M&E is stronger in the education, health and agriculture sector is attributable to the strong presence of donor support in those sectors over years. This finding matches with Jacob et al. (2015) replicated study where the researchers also found M&E activities to be concentrated in certain well-established sectors, such as education, health and industry.

Focussing on the existing weaknesses, the analysis shows that Zimbabwe lacks active participation from parliamentarians, suffers from low utilization of M&E information with limited national dialogue on M&E. It also lacks a democratic system that promotes M&E. Botswana's weaknesses include a lack of a national M&E policy and regulations to guide M&E, no national M&E association, limited supply of M&E Practitioners with diverse backgrounds as well as low utilization of M&E information and promotion of outcome and impact evaluations. Since Botswana is lacking in some of the areas where Zimbabwe is doing well, it is recommended that it emulates what Zimbabwe did.

When it comes to existing threats, the major threat emanates from the heavy presence of NGOs dominating the M&E practice and capacity building efforts in both countries. Placing heavy reliance on donor support to build the national M&E systems can lead to sustainability problems upon exit of these donors. In order to make their national M&E systems more sustainable the two countries must start making budget allocations to support the M&E functions at all levels. Another glaring threat for Zimbabwe is the current political instability, which has the potential to destroy the M&E structures that are in place.

Opportunities that have been identified particularly for Botswana include the existence of a democratic system that is ready to embrace and promote M&E at all levels. Also, there is a high-level political commitment to support M&E across all sectors. Also, of paramount importance is the availability of government-based funding for M&E in the country. The existence of external financial and technical support from bi and multilateral organisations can be a good opportunity for Zimbabwe to capitalise on.

Since commencement of the journey to develop the national M&E system in Zimbabwe and Botswana several M&E related milestones have been realised. These milestones demonstrate how the systems have grown from one level to another. The milestones achieved are presented in figure 49. The first milestone achieved by both countries was the implementation of a situational assessment of M&E in the country. The assessment reports were used to inform the government on how best to set up the foundation structures of their national M&E systems. For Zimbabwe the base was set through

an M&E assessment that was conducted around the 80s. Botswana conducted its M&E related assessment through the national commission on education set in 1976.

Figure 49: Milestones achieved by the countries in the institutionalisation journey
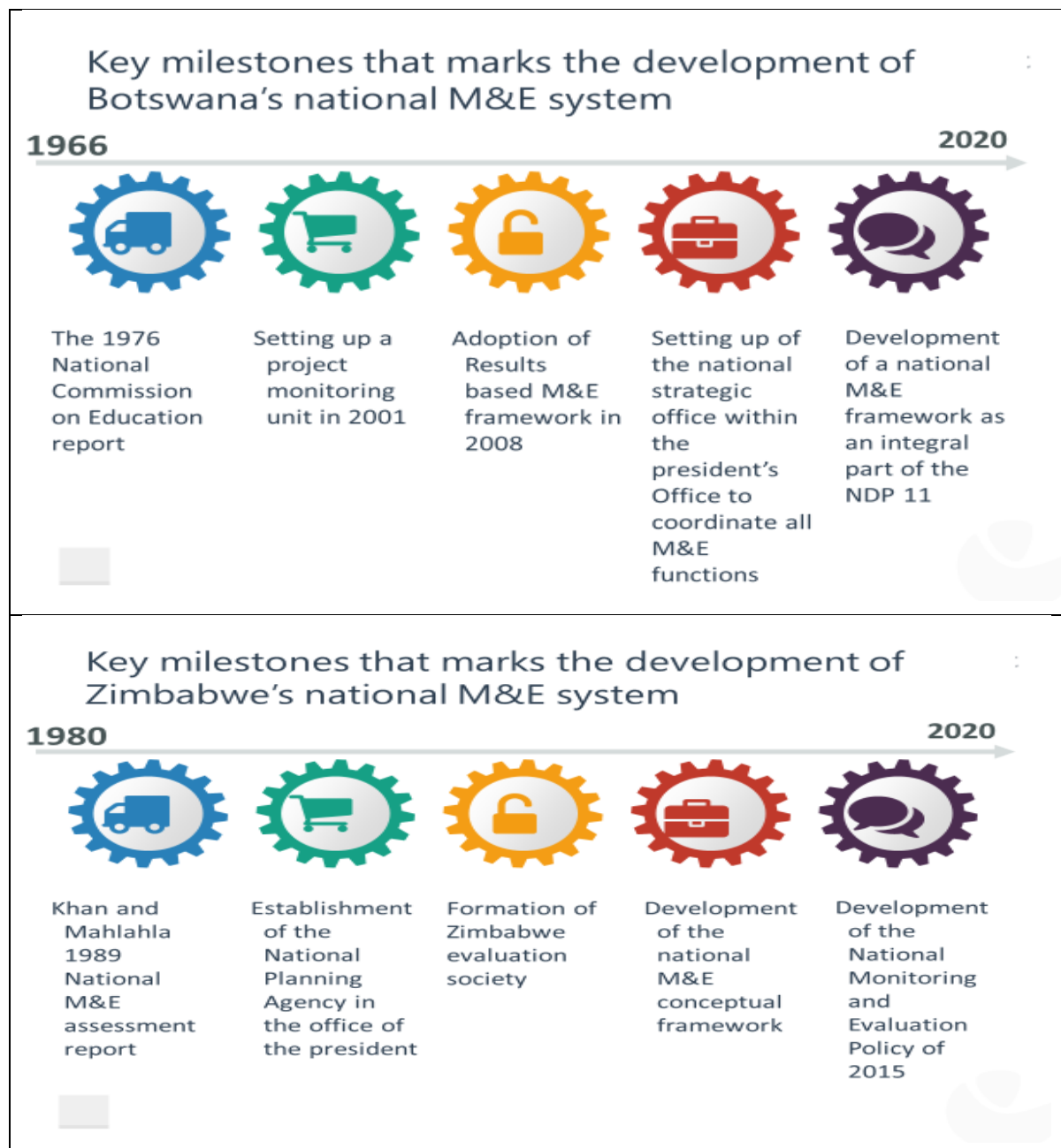
Another milestone applicable to both countries was the setting up of an oversight M&E coordinating unit within the president's office. The fact that both countries made a bold decision and succeeded to place their national M&E coordination functions within the president's office demonstrate the strong political will from the higher office to support development and institutionalisation of the national M&E system. Botswana achieved this milestone in 2007 when they formed the Government Implementation Coordination Office (GICO) within the Office of the President to coordinate the

monitoring and evaluation processes for all major government projects. Zimbabwe achieved this milestone earlier in 1994 when the country established a National Economic Planning Commission (NEPC) under the Office of the President and Cabinet (OPC) with specific responsibilities for monitoring and evaluation. Zimbabwe further achieved two more critical millstones, thus setting up of a national M&E Association as well as developing a national M&E policy. These are two critical milestones that could be said to give Zimbabwe more mileage than Botswana.

8.3 Synthesis of what drivers led to where the countries are at

For the two counties to get to where they are in terms of the national M&E systems development, there were several drivers that provided the impetus to develop and institutionalise the M&E systems. These drivers were mainly public sector reforms adopted by the two governments soon after gaining independence. Thus, as presented in figure 50, both countries set up long terms vision (vision 2020 for Zimbabwe and vision 2016 for Botswana). These visions provided the roadmaps within which all these public sector reforms and developmental programmes rolled. In a way thus these vision statements defined the growth direction of the national M&E systems.

Examples of the public sector reforms that led to the development of the national M&E systems for both countries include integrated results-based management. For instance, both Zimbabwe and Botswana adopted the Integrated Results Based Management (IRBM) programme of which one of the pillars was to implement a results-based monitoring and evaluation framework. Execution of this pillar enabled both countries to move their national M&E systems to the next level.

Figure 50: Comparison of key drivers to the development of Botswana and Zimbabwe national M&E systems
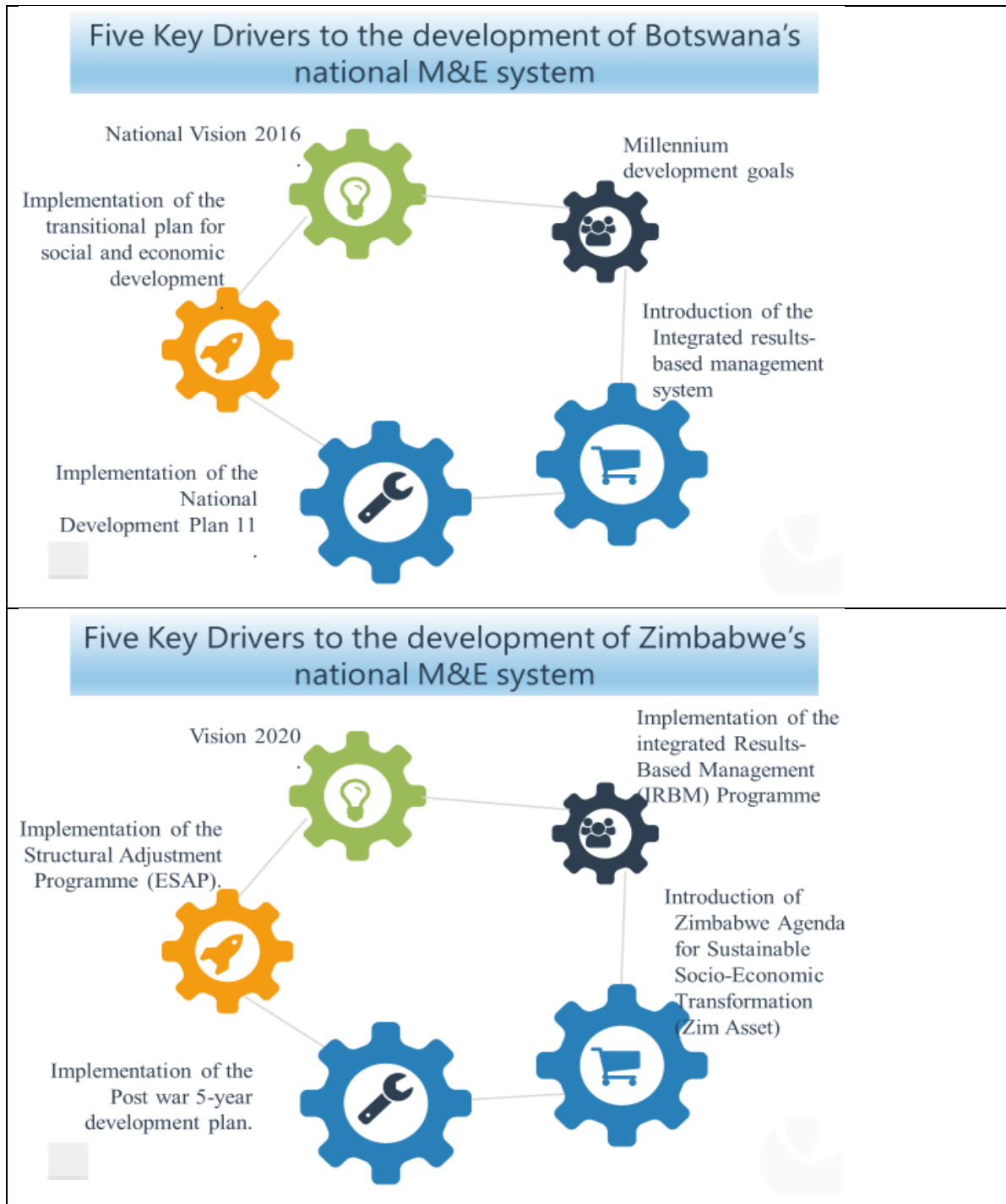
Several stakeholders played critical roles to support development of national M&E systems in the two countries. These stakeholders include NGOs such as UNDP, UNAIDS, UNICEF,WHO and World bank. The specific stakeholders that contributed significantly to the development of the national M&E system for Zimbabwe and Botswana as summarised in figure 51.

Figure 51: Comparison of key stakeholders that support the development of Botswana and Zimbabwe's national M&E systems

8.4 Synthesis of what the implications are for the future

The discussion on where the two countries are at leads to conclusions and recommendations that highlights what the implications are for the future. One conclusion is that both countries are nearing a halfway mark towards institutionalising their national M&E systems. This implies that both countries still have another similar mileage to cover before getting to full maturity. In this regard, the

161

implication is that more effort needs to be put in to improve on those dimensions that scored poorly. Also, the countries need to address the weaknesses highlighted and acknowledge the presence of the identified threats. Furthermore, both countries need to capitalise on existing strengths as well as leverage on the existing opportunities to further develop the systems.

Another conclusion is that public sector reforms - mainly around areas of results-based management, performance-based budgeting and evidence-based policy making - were the main drivers of the national M&E systems development in both countries. However, due to some conceptual misalignments these reforms ended up not exerting enough pressure that was required to see the national M&E systems develop into full capacity. The implication for future is that as the countries want to continue to use reforms to drive M&E that attempts to redesign institutions through such reforms may also set in motion unintended dynamics, some of which could adversely affect the very structures that are the focus of reforms. Therefore use of reforms to drive M&E may not necessarily be the best strategy. It is therefore recommended that the government should ensure M&E is well located in the policy process.

We also found that the pressures to develop national M&E systems were largely external for Zimbabwe and more internal for Botswana. Zimbabwe's pressure was external from funding organisations of the reforms whilst for Botswana came from within its own citizenry. This pressure was largely external since the main stakeholders in M&E in both countries were NGOs. These NGOs were providing both financial and technical support. The implications of relying on donors is that the country's national M&E system will not reach the degree of maturity that would make it sustainable in the absence of the donors. Therefore, in order to enhance the sustainability of such support it is recommended that other stakeholders besides NGOs, such as the private sector, civil society, academia be involved. The two countries must also involve other related government institutions as stakeholders such as the auditor general, public service, and national treasury as these can provide the lacking powers needed to further develop and institutionalise M&E functions in the entire government system. Thus moving on it is then recommended that collaborative arrangements that give a key role to the government structures be made, with the aim of generating indirect capacity across the whole country system.

The study further established that both countries still have weaknesses such as limited supply of M&E practitioners and inadequate human resource capacity building efforts. Such limitations call for the countries to develop more robust strategies that entail a combination of formal training courses and informal capacity-strengthening initiatives. More support can be given to universities and training institutions to offer accredited degrees programmes in M&E.

Other identified weaknesses incudes limited national dialogue in M&E required to provide a space for sharing and reciprocal understanding and thus promoting proper institutionalisation of national M&E systems. Poor visibility of national M&E professional organisations was also identified as a weakness. In this regard it is recommended that both countries provide more support to address the identified weaknesses otherwise, the implications for the future is that the two countries may not attain full institutionalisation of their national M&E systems in the next decade unless if they strive towards addressing those imbalances. However, as they venture more to further develop and institutionalise the M&E systems, they must take cognisance the opportunities and threats highlighted above.

Both countries went to great lengths to set up national institutional arrangements within the president's office to support M&E functions in the country. However, though these units have the executive powers, what is lacking is that they don't have the legal and constitutional powers to drive M&E in government ministries hence their efforts to coordinate M&E functions across all levels are rendered dysfunctional. It is therefore recommended that both countries put more effort into building the capacity and in mobilising adequate financial resources required for these units to be operational. There is a need to ensure that the government provide leadership, coordination, and technical expertise to support and strengthen these existing institutional arrangements. This is more feasible all is shrined within the constitution.

Having policies and regulations in place that governs M&E practices in a country is one of the critical milestones towards full institutionalisation of national M&E systems. The study found that whilst in Zimbabwe an M&E policy exist (and non-existent in Botswana), relevant laws and regulations that govern monitoring and evaluation practices in both countries are still lacking. It is therefore recommended that both countries develop new laws and regulations and implement properly the existing policies and guidelines. This will inculcate monitoring and evaluation norms, standards, regulations and plans that guides M&E practitioners to systematically and independently conduct monitoring and evaluations, whilst maintaining acceptable standards.

In summary the implication for the future are that all the key recommendations summarised in figure 52 needs to be prioritised, otherwise the two countries will not fully institutionalise their national M&E systems within the near future.

Figure 52: key recommendations for Zimbabwe and Botswana
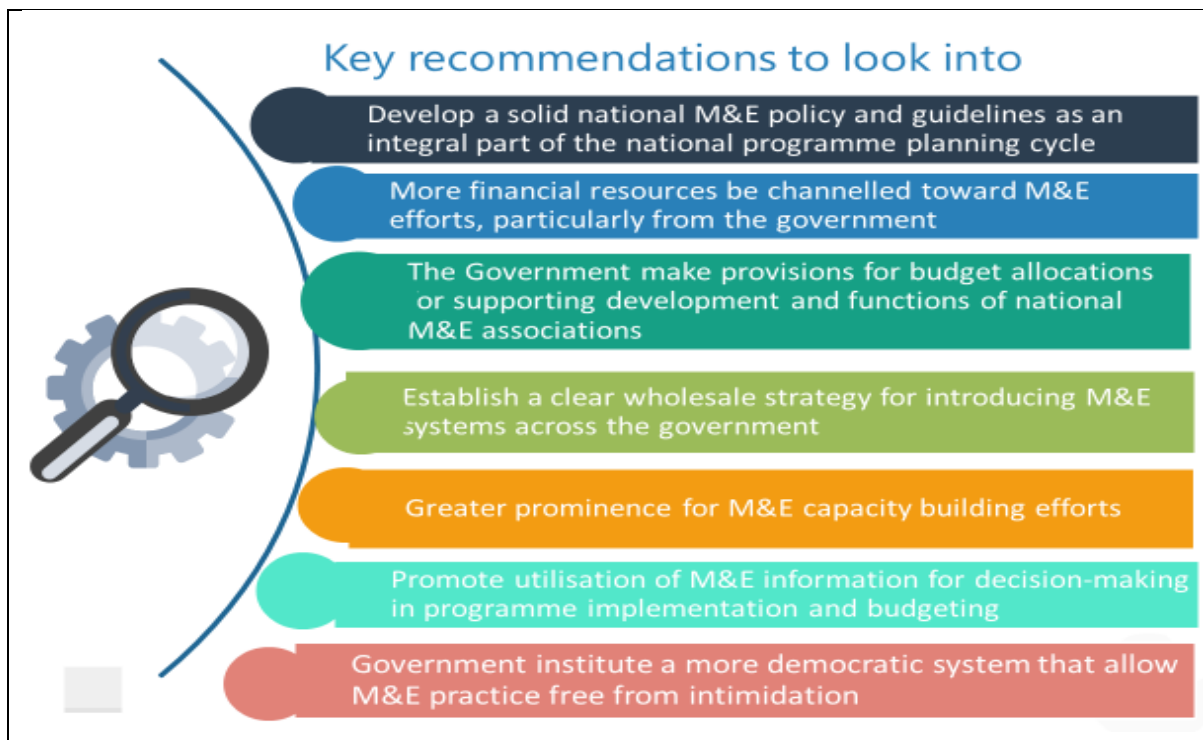
In conclusions, if Botswana can develop a solid national M&E policy and Zimbabwe operationalise and implement the existing M&E policy, if both countries can make provisions for budget allocations to support setting up of national M&E associations, if national level coordinating institutions cascade their links with functional institutions' units in ministries, departments, sectoral and local governments, if the two governments' willingness to share and use M&E information is elevated, if both governments develop M&E regulatory laws and policies and if both countries pay attention to the strengths, weaknesses, opportunities and threats identified through this study and implement the corresponding recommendations then both countries stand a good chance to fully develop and institutionalise their national M&E systems in the near future. Lastly the implication for the future is that more research of similar nature emanates from this study findings and be done as more work is still needed to contribute to the current understanding of the African M&E landscape.

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Appendices

Appendix 1: Copy of ethics clearance letter for Zimbabwe

Telephone: 791792/791193
Telefax: (263) - 4 - 790715
E-mail: mrcz@mrcz.org.zw
Website: http://www.mrcz.org.zw

Medical Research Council of Zimbabwe
Josiah Tongogara / Mazoe Street
P. O. Box CY 573
Causeway
Harare

APPROVAL

REF: MRCZ/A/2278   **15 February 2018**

Panganai F. Makadzange
Stellenbosch University
Centre for Research Evaluation Science and Technology

RE: - An Exploratory Study Of The Institutionalization of an evaluation culture in Zimbabwe

Thank you for the application for review of Research Activity that you submitted to the Medical Research Council of Zimbabwe (MRCZ). Please be advised that the Medical Research Council of Zimbabwe has **reviewed** and **approved** your application to conduct the above titled study.

This approval is based on the review and approval of the following documents that were submitted to MRCZ for review:-

    a) Protocol version 1
    b) Informed Consent Forms
    c) Data Collection tools

- **APPROVAL NUMBER**   : MRCZ/A/2278
This number should be used on all correspondence, consent forms and documents as appropriate.
- **TYPE OF MEETING**   : Full Board
- **EFFECTIVE APPROVAL DATE**   : 15 February 2018
- **EXPIRATION DATE**   : 14 February 2019

After this date, this project may only continue upon renewal. For purposes of renewal, a progress report on a standard form obtainable from the MRCZ Offices should be submitted three months before the expiration date for continuing review.

- **SERIOUS ADVERSE EVENT REPORTING:** All serious problems having to do with subject safety must be reported to the Institutional Ethical Review Committee (IERC) as well as the MRCZ within 3 working days using standard forms obtainable from the MRCZ Offices or website.
- **MODIFICATIONS:** Prior MRCZ and IERC approval using standard forms obtainable from the MRCZ Offices is required before implementing any changes in the Protocol (including changes in the consent documents).
- **TERMINATION OF STUDY:** On termination of a study, a report has to be submitted to the MRCZ using standard forms obtainable from the MRCZ Offices or website.
- **QUESTIONS:** Please contact the MRCZ on Telephone No. (04) 791792, 791193 or by e-mail on mrcz@mrcz.org.zw

Other

- Please be reminded to send in copies of your research results for our records as well as for Health Research Database.
- You're also encouraged to submit electronic copies of your publications in peer-reviewed journals that may emanate from this study.

Yours Faithfully

....

MRCZ SECRETARIAT
FOR CHAIRPERSON
MEDICAL RESEARCH COUNCIL OF ZIMBABWE

MEDICAL RESEARCH COUNCIL OF ZIMBABWE.

2018 -02- 1 5

APPROVED

P.O. BOX CY 573 CAUSEWAY, HARARE

PROMOTING THE ETHICAL CONDUCT OF HEALTH RESEARCH

174
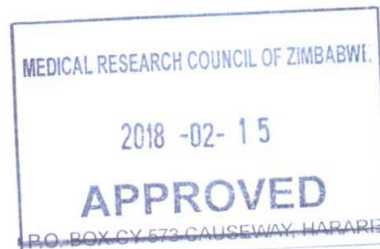
Appendix 2: Copy of ethics clearance letter for Botswana

PRIVATE BAG 0038
GABORONE
BOTSWANA
REFERENCE:

TEL: (+267) 363 2500
FAX: (+267) 391 0647
TELEGRAMS: RABONGAKA
TELEX: 2818 CARE BD

REPUBLIC OF BOTSWANA

MINISTRY OF HEALTH AND WELLNESS

REFERENCE NO: HPDME 13/18/1   **11 December 2017**

Health Research and Development Division

Notification of IRB Review: **New application**

Mr Panganai Francis Makadzange
Private Bag X033
Gaborone
Botswana

Dear Mr Panganai Francis Makadzange

Protocol Title: **AN EXPLORATORY STUDY OF THE**
                             INSTITUTIONALIZATION OF AN EVALUATION CULTURE
                             IN BOTSWANA

HRU Approval Date:	11 December 2017
HRU Expiration Date:	10 December 2018
HRU Review Type:	Expedited Review
HRU Review Determination:	Approved
Risk Determination:	Minimal risk

Thank you for submitting new application for the above referenced protocol. The permission is granted to conduct the study.

This permit does not however give you authority to collect data from the selected sites without prior approval from the management. Consent from the identified individuals should be obtained at all times.

The research should be conducted as outlined in the approved proposal. Any changes to the approved proposal must be submitted to the Health Research and Development Division in the Ministry of Health for consideration and approval.

Furthermore, you are requested to submit at least one hardcopy and an electronic copy of the report to the Health Research, Ministry of Health and Wellness within 3 months of completion of the study. Approval is for academic fulfillment only. Copies should also be submitted to all other relevant authorities.

Continuing Review

Vision: *A Healthy Nation by 2036.*
Values: *Botho, Equity, Timelliness, Customer Focus, Teamwork, Acountability*

BOTSWANA

In order to continue work on this study (including data analysis) beyond the expiry date, submit a Continuing Review Form for Approval at least three (3) months prior to the protocol's expiration date. The Continuing Review Form can be obtained from the Health Research Division Office (HRDD), Office No. 7A.7 or Ministry of Health website: www.moh.gov.bw or can be requested via e-mail from Mr. Kgomotso Motlhanka, e-mail address: kgmmotlhanka@gov.bw As a courtesy, the HRDD will send you a reminder email about eight (8) weeks before the lapse date, but failure to receive it does not affect your responsibility to submit a timely Continuing Report form

Amendments
During the approval period, if you propose any change to the protocol such as its funding source, recruiting materials, or consent documents, you must seek HRDC approval before implementing it. Please summarize the proposed change and the rationale for it in the amendment form available from the Health Research Division Office (HRDD), Office No. 7A 7 or Ministry of Health website: www.moh.gov.bw or can be requested via e- mail from Mr. Kgomotso Motlhanka, e-mail address: kgmotlhanka@gov.bw . In addition submit three copies of an updated version of your original protocol application showing all proposed changes in bold or "track changes".

Reporting
Other events which must be reported promptly in writing to the HRDC include:
• Suspension or termination of the protocol by you or the grantor
• Unexpected problems involving risk to subjects or others
• Adverse events, including unanticipated or anticipated but severe physical harm to subjects.

If you have any questions please do not hesitate to contact Ms Seeletso Mosweunyane at smosweunyane@gov.bw, Tel: 3632018 and Mr Kgomotso Motlhanka at kgmotlhanka@gov.bw at 3632751. Thank you for your cooperation and your commitment to the protection of human subjects in research.

Yours faithfully

Ms S. Mosweunyane
for/PERMANENT SECRETARY
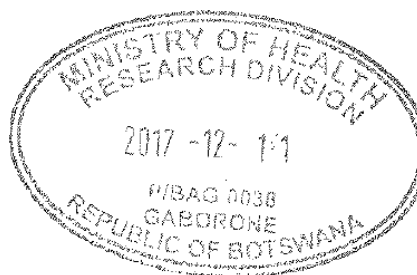
Appendix 3: Copy of ethics clearance letter from REC Stellenbosch University

UNIVERSITEIT
STELLENBOSCH
UNIVERSITY

NOTICE OF APPROVAL

REC Humanities New Application Form

7 November 2017

Project number: CREST-2017-1754

Project Title: An exploratory study of the institutionalization of an evaluation culture in Zimbabwe and Botswana

Dear Mr PANGANAI MAKADZANGE

Your REC Humanities New Application Form submitted on **01 November 2017** was reviewed and approved by the REC: Humanities.

Please note the following about your approved submission:

Ethics approval period: 07 November 2017 - 06 November 2020

Please take note of the General Investigator Responsibilities attached to this letter. You may commence with your research after complying fully with these guidelines.

If the researcher deviates in any way from the proposal approved by the REC: Humanities, the researcher must notify the REC of these changes.

Please use your SU project number (CREST-2017-1754) on any documents or correspondence with the REC concerning your project.

Please note that the REC has the prerogative and authority to ask further questions, seek additional information, require further modifications, or monitor the conduct of your research and the consent process.

FOR CONTINUATION OF PROJECTS AFTER REC APPROVAL PERIOD

Please note that a progress report should be submitted to the Research Ethics Committee: Humanities before the approval period has expired if a continuation of ethics approval is required. The Committee will then consider the continuation of the project for a further year (if necessary)

Included Documents:

Document Type	File Name	Date	Version
Informed Consent Form	Consent form for Key informants version 1 19 .10.17	19/10/2017	1
Data collection tool	Key informant interview guide	19/10/2017	1
Proof of permission	Email request for permission to access ZES membership data base	19/10/2017	1
Informed Consent Form	Consent form_electronic survey version 1 19.10.17	19/10/2017	Version 1
Data collection tool	Monitoring and Evaluation practitioners survey questionnaire version 1 25.10.2017	25/10/2017	version 1
Research Protocol/Proposal	Research proposal 15177491 version 1	25/10/2017	Version 1

If you have any questions or need further help, please contact the REC office at cgraham@sun.ac.za.

Sincerely,

Clarissa Graham

REC Coordinator: Research Ethics Committee: Human Research (Humanities)

National Health Research Ethics Committee (NHREC) registration number: REC-050411-032.
The Research Ethics Committee: Humanities complies with the SA National Health Act No.61 2003 as it pertains to health research. In addition, this committee abides by the ethical norms and principles for research established by the Declaration of Helsinki (2013) and the Department of Health Guidelines for Ethical Research: Principles Structures and Processes (2nd Ed.) 2015. Annually a number of projects may be selected randomly for an external audit.

Investigator Responsibilities

Protection of Human Research Participants

Some of the general responsibilities investigators have when conducting research involving human participants are listed below:

1.Conducting the Research. You are responsible for making sure that the research is conducted according to the REC approved research protocol. You are also responsible for the actions of all your co-investigators and research staff involved with this research. You must also ensure that the research is conducted within the standards of your field of research.

2.Participant Enrollment. You may not recruit or enroll participants prior to the REC approval date or after the expiration date of REC approval. All recruitment materials for any form of media must be approved by the REC prior to their use.

3.Informed Consent. You are responsible for obtaining and documenting effective informed consent using **only** the REC-approved consent documents/process, and for ensuring that no human participants are involved in research prior to obtaining their informed consent. Please give all participants copies of the signed informed consent documents. Keep the originals in your secured research files for at least five (5) years.

4.Continuing Review. The REC must review and approve all REC-approved research proposals at intervals appropriate to the degree of risk but not less than once per year. There is **no grace period.** Prior to the date on which the REC approval of the research expires, **it is your responsibility to submit the progress report in a timely fashion to ensure a lapse in REC approval does not occur.** If REC approval of your research lapses, you must stop new participant enrollment, and contact the REC office immediately.

5.Amendments and Changes. If you wish to amend or change any aspect of your research (such as research design, interventions or procedures, participant population, informed consent document, instruments, surveys or recruiting material), you must submit the amendment to the REC for review using the current Amendment Form. You **may not initiate** any amendments or changes to your research without first obtaining written REC review and approval. The **only exception** is when it is necessary to eliminate apparent immediate hazards to participants and the REC should be immediately informed of this necessity.

6.Adverse or Unanticipated Events. Any serious adverse events, participant complaints, and all unanticipated problems that involve risks to participants or others, as well as any research related injuries, occurring at this institution or at other performance sites must be reported to Malene Fouche within **five (5) days** of discovery of the incident. You must also report any instances of serious or continuing problems, or non-compliance with the RECs requirements for protecting human research participants. The only exception to this policy is that the death of a research participant must be reported in accordance with the Stellenbosch University Research Ethics Committee Standard Operating Procedures. All reportable events should be submitted to the REC using the Serious Adverse Event Report Form.

7.Research Record Keeping. You must keep the following research related records, at a minimum, in a secure location for a minimum of five years: the REC approved research proposal and all amendments; all informed consent documents; recruiting materials; continuing review reports; adverse or unanticipated events; and all correspondence from the REC

8.Provision of Counselling or emergency support. When a dedicated counsellor or psychologist provides support to a participant without prior REC review and approval, to the extent permitted by law, such activities will not be recognised as research nor the data used in support of research. Such cases should be indicated in the progress report or final report.

9.Final reports. When you have completed (no further participant enrollment, interactions or interventions) or stopped work on your research, you must submit a Final Report to the REC.

10.On-Site Evaluations, Inspections, or Audits. If you are notified that your research will be reviewed or audited by the sponsor or any other external agency or any internal group, you must inform the REC immediately of the impending audit/evaluation.

Appendix 4: Email invitation letter to participate in the survey for Zimbabwe respondents

Dear

You are hereby invited to take part in a survey that aims to understand the state of M&E (monitoring and evaluation) in Zimbabwe. The general objective of the study is to estimate the level of institutionalisation of Zimbabwe's national M&E system.

You are receiving this invitation because you have in the past or are currently still involved (either directly or indirectly) in M&E in Zimbabwe. We also believe you have a specific understanding of the context of M&E in Zimbabwe and that you can provide valuable information for our study.

We are quite aware of the demands made on people to complete surveys of this nature. Given the importance of the study and the fact that it should not take you **no more than 20 minutes** to complete the survey, we sincerely hope that you will take the time to do this.

 Participation in this online survey is voluntary and there are no known or anticipated risks. This study has received formal ethical clearance from both Stellenbosch University and MRCZ. You may decline to answer any of the questions and exit the survey at any time. All data collected will be treated as confidential and your anonymity will be protected in any reports or publications produced from the survey.

Please Click here to complete the survey

If you have any questions or concerns do not hesitate to contact us via email at:

jm6@sun.ac.za; pangamaka@yahoo.co.uk;

Prof. Johann Mouton (jm6@sun.ac.za)

Director: CREST: Stellenbosch University

Panganai Makadzange PhD Student

Appendix 5: An Email reminder letter to participate in the survey for Zimbabwe respondents

Dear Prof/Dr/Mr/Ms,

Some three weeks ago, you received an email from us inviting you to take part in a survey that aims to understand the state of M&E (monitoring and evaluation) in Zimbabwe. The general objective of the study is to estimate the level of institutionalisation of Zimbabwe's national M&E system.

This is a friendly reminder that you complete the survey. We are quite aware of the demands made on people to complete surveys of this nature. Given the importance of the study and the fact that it should not take you no more than 20 minutes to complete the survey, we sincerely hope that you will take the time to do this.

Participation in this online survey is voluntary and there are no known or anticipated risks. This study has received formal ethical clearance from both Stellenbosch University. You may decline to answer any of the questions and exit the survey at any time. All data collected will be treated as confidential and your anonymity will be protected in any reports or publications produced from the survey.

Please Click here to complete the survey

If you have any questions or concerns do not hesitate to contact us via email at:

jm6@sun.ac.za; pangamaka@yahoo.co.uk;

Yours Sincerely

Panganai Makadzange

PhD Student: CREST: Stellenbosch University

Appendix 6: An Email invitation letter to participate in the survey for Botswana respondents

Dear Dear Prof/Dr/Mr/Ms Chaba,

You are hereby invited to take part in a survey that aims to understand the state of M&E (monitoring and evaluation) in Botswana. The general objective of the study is to estimate the level of institutionalisation of Botswana's national M&E system.

You are receiving this invitation because you have in the past or are currently still involved (either directly or indirectly) in M&E in Botswana. We also believe you have a specific understanding of the context of M&E in Botswana and that you can provide valuable information for our study.

We are quite aware of the demands made on people to complete surveys of this nature. Given the importance of the study and the fact that it should not take you **no more than 20 minutes** to complete the survey, we sincerely hope that you will take the time to do this.

 Participation in this online survey is voluntary and there are no known or anticipated risks. This study has received formal ethical clearance from both Stellenbosch University. You may decline to answer any of the questions and exit the survey at any time. All data collected will be treated as confidential and your anonymity will be protected in any reports or publications produced from the survey.

Please Click here to complete the survey

If you have any questions or concerns do not hesitate to contact us via email at:

jm6@sun.ac.za; pangamaka@yahoo.co.uk;

Yours Sincerely

Panganai Makadzange (PhD student)

Prof. Johann Mouton (Director: CREST: Stellenbosch University)

Appendix 7: An Email reminder letter to participate in the survey for Botswana respondents

Dear Prof/Dr/Mr/Ms,

Some three weeks ago, you received an email from us inviting you to take part in a survey that aims to understand the state of M&E (monitoring and evaluation) in Botswana. The general objective of the study is to estimate the level of institutionalisation of Botswana's national M&E system.

This is a friendly reminder that you complete the survey. We are quite aware of the demands made on people to complete surveys of this nature. Given the importance of the study and the fact that it should not take you no more than 20 minutes to complete the survey, we sincerely hope that you will take the time to do this.

Participation in this online survey is voluntary and there are no known or anticipated risks. This study has received formal ethical clearance from both Stellenbosch University. You may decline to answer any of the questions and exit the survey at any time. All data collected will be treated as confidential and your anonymity will be protected in any reports or publications produced from the survey.

Please Click here to complete the survey

If you have any questions or concerns do not hesitate to contact us via email at:

jm6@sun.ac.za; pangamaka@yahoo.co.uk;

Yours Sincerely

Panganai Makadzange

PhD Student: CREST: Stellenbosch University

Appendix 8: Study questionnaire

	BACKGROUND QUESTIONS	
N0	**Question**	**Response**
001	**How would you describe your professional identity? (Select only one.)**	**Evaluation is my primary professional identity.**
		Evaluation is my secondary professional identity after another discipline.
		Evaluation forms a small part of my professional identity after various other disciplines
		Evaluation is no longer part of my professional identity
002	**What is currently your professional identity in the evaluation field? (Select all appropriate options)**	**Evaluator (in any capacity)**
		College or university faculty member or instructor or lecturer
		Researcher
		Trainer
		Manage evaluations
		Commission evaluations
		Retired but still active in the evaluation field in some way(s)
		Retired but not active in the evaluation field anymore
		Other; if other, please describe: [text box]
		None of the above

Instructions:

For each dimension of institutionalization of evaluation culture and practice in the country express your opinion by indicating the extent to which you agree or disagree with the statements. If you don't know then feel free to say so as well

	Domain 1: Pervasiveness of M&E in many different policy domains (evaluation takes place in many policy domains)	**Strongly Agree = 5**	**Agree = 4**	**Neither Agree nor Disagree = 3**	**Disagree = 2**	**Strongly Disagree = 1**	**Don't know = 0**
100. 0							
101. 0	M&E is a regular phenomenon in Botswana	5	4	3	2	1	**0**
102. 0	M&E take place in many sectors (e.g. health, education, agriculture, etc.)	5	4	3	2	1	**0**
200. 0	Domain 2: Diffusion and pluralism of M&E praxis in Botswana/supply of M&E practitioners from different disciplines	**Strongly Agree = 5**	**Agree = 4**	**Neither Agree nor Disagree = 3**	**Disagree = 2**	**Strongly Disagree = 1**	**Don't know = 0**
201. 0	Botswana has an adequate supply of M&E practitioners from different disciplines specialising in different methods	5	4	3	2	1	**0**
202. 0	Botswana has sufficient numbers of personnel from different disciplinary backgrounds attracted to work in the field of M&E	5	4	3	2	1	**0**

		Strongly Agree = 5	Agree = 4	Neither Agree nor Disagree = 3	Disagree = 2	Strongly Disagree = 1	Don't know = 0
300. 0	Domain 3: National discourses/dialogue on M&E	**Strongly Agree = 5**	**Agree = 4**	**Neither Agree nor Disagree = 3**	**Disagree = 2**	**Strongly Disagree = 1**	**Don't know = 0**
301. 0	There is a national dialogue on M&E in Botswana	5	4	3	2	1	**0**
302. 0	Botswana has M&E and performance management issues on its political agenda	5	4	3	2	1	**0**
303. 0	Botswana holds regular national seminars and conferences on M&E	5	4	3	2	1	**0**
400. 0	Domain 4: Existence of M&E professional organizations/bodies	**Strongly Agree = 5**	**Agree = 4**	**Neither Agree nor Disagree = 3**	**Disagree = 2**	**Strongly Disagree = 1**	**Don't know = 0**
401. 0	Botswana has a vibrant M&E association or society for evaluators	5	4	3	2	1	**0**
402. 0	In Botswana M&E stand out as an independent profession	5	4	3	2	1	**0**
500. 0	Domain 5: Existence of national institutional arrangements to support and promote M&E	**Strongly Agree = 5**	**Agree = 4**	**Neither Agree nor Disagree = 3**	**Disagree = 2**	**Strongly Disagree = 1**	**Don't know = 0**
501. 0	Botswana has a permanent oversight body or structure that guide M&E activities at national level	5	4	3	2	1	**0**
502. 0	Botswana has a national development planning system that takes M&E as a regular and integrated feature of the planning process	5	4	3	2	1	**0**
600. 0	Domain 6: Existence of institutional arrangements in parliament to support and promote M&E	**Strongly Agree = 5**	**Agree = 4**	**Neither Agree nor Disagree = 3**	**Disagree = 2**	**Strongly Disagree = 1**	**Don't know = 0**
601.	Members of parliament often adopt provisions, laws and constitutional amendments based on M&E data	5	4	3	2	1	**0**
602.	M&E information is used by parliamentarians in the adoption of legislations	5	4	3	2	1	**0**

603. 0	Parliament assesses and debates national development programmes performance using M&E information.	5	4	3	2	1	**0**
700. 0	Domain 7: Pluralism of M&E institutions and existence of M&E capacity building efforts	**Strongly Agree = 5**	**Agree = 4**	**Neither Agree nor Disagree = 3**	**Disagree = 2**	**Strongly Disagree = 1**	**Don't know = 0**
701. 0	Botswana has many government institutions and private consultancy firms that provide M&E services	5	4	3	2	1	**0**
702. 0	Botswana has a large pool of M&E practitioners from different disciplines	5	4	3	2	1	**0**
703. 0	There are efforts by the government, the private sector and NGOs to strengthen the capacities of M&E personnel	5	4	3	2	1	**0**
800. 0	Domain 8: Level of utilisation of M&E information in the country	**Strongly Agree = 5**	**Agree = 4**	**Neither Agree nor Disagree = 3**	**Disagree = 2**	**Strongly Disagree = 1**	**Don't know = 0**
801.	Botswana has a culture of using M&E information to guide national planning	5	4	3	2	1	**0**
802.	M&E information from both government and private and NGOs are widely disseminated and readily available in the public domain	5	4	3	2	1	**0**
900. 0	Domain 9: Existence of policies and regulations that govern M&E practices	**Strongly Agree = 5**	**Agree = 4**	**Neither Agree nor Disagree = 3**	**Disagree = 2**	**Strongly Disagree = 1**	**Don't know = 0**
901. 0	Botswana has a separate law or act or regulation that explicitly reflects or stipulates the requirement to monitor and evaluate public programmes and projects on a regular basis	5	4	3	2	1	**0**
902. 0	Botswana has a national M&E policy that promotes involvement and	5	4	3	2	1	**0**

		Strongly Agree = 5	Agree = 4	Neither Agree nor Disagree = 3	Disagree = 2	Strongly Disagree = 1	Don't know = 0
	participation of stakeholders in M&E						
1000.	Domain 10: Existence of powerful stakeholders in critical Botswana institutions supporting M&E efforts	Strongly Agree = 5	Agree = 4	Neither Agree nor Disagree = 3	Disagree = 2	Strongly Disagree = 1	Don't know = 0
1001.	There are clear stakeholders championing the development of a national M&E system in Botswana	5	4	3	2	1	**0**
1002.	Botswana is putting in efforts to include oversight agencies and civil societies in the overall capacity building programmes for strengthening M&E practices	5	4	3	2	1	**0**
1003.	Audit institutions in Botswana play an important role as producers of M&E information	5	4	3	2	1	**0**
1100.	Domain 11: Existence of a democratic system that promotes M&E	Strongly Agree = 5	Agree = 4	Neither Agree nor Disagree = 3	Disagree = 2	Strongly Disagree = 1	Don't know = 0
1101.	In Botswana, there is a regular demand from civil society and the general public for transparency and accountability of decision-makers regarding the value for money	5	4	3	2	1	**0**
1102.	In Botswana citizens have the right to M&E information	5	4	3	2	1	**0**
1103.	In Botswana M&E practitioners perform their M&E work free from political influence	5	4	3	2	1	**0**
1200.	**Dimension 12:** Domain 12: Promotion of impact and outcome evaluations	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Don't know
1201.	In Botswana, the use of outcome indicators has been popularised by national laws	5	4	3	2	1	**0**
1202.	In Botswana, impact evaluations have been added to existing	5	4	3	2	1	**0**

	M&E practices in the country						

	DEMOGRAPHIC QUESTIONS	
N0	**Question**	**Response**
13.	**Gender?**	**Male**
		Female
		Other; if other, please describe: [text box]
14.	**What is your date of birth**	**……../………./……….**
15.	**To what population group are you classified**	**Asian** **Black** **Coloured** **White**
16.	**In which country do you currently reside?**	**(Dropdown countries)**
17.	**What is your country of birth?**	**(Dropdown countries)**
18.	**What is the highest qualification you have obtained?**	**(dropdown menu)**
19.	**In which field did you obtained your highest qualification**	**(dropdown menu)**
20.	**What is the highest qualification, within the field of Evaluation, that you have**	**(dropdown menu)**
21.	**Where you are currently employed?**	**[text box]**
22.	**Considering only your evaluation-related work, how are you primarily employed or involved in evaluation? (If you are unemployed or retired, please select your most recent employment/involvement in evaluation.) I am (or was) employed or involved in evaluation as a/an: (Select all appropriate options.)**	**Employee of a consulting firm**
		Employee of a NGO
		Employee of a college/university
		Self-employed, independent contractor
		Employee of the state/Botswana
		Employee of a foundation
		Employee of international development agencies
		Employee or founder of a non-profit organization (other than a foundation)
		Other; if other, please describe: [text box]
23.	**In which areas do you do your evaluation-related work? (Check all that apply**	**Agriculture**
		Arts and culture
		Business and industry
		Disaster/Emergency management
		Economic development
		Education: Early Childhood Development
		Education: Schooling
		Education: Other
		Energy
		Environment
		Health/Public health
		Human development
		Indigenous peoples
		Information systems
		Law/Criminal justice
		Lesbian, gay, bigenderual and transgender issues
		Media
		Medicine

		Organizational behaviour
		Public policy/Public administration
		Sanitation
		Science, technology, engineering, math (STEM)
		Social work
		Urban development
		Water
		Youth development
		Other; if other, please describe: [text box]

24. If you wish to receive a report on the results of the study, please provide your name and email address

25. We would like to emphasize that any identifying information that you provide us will be treated with the utmost confidence and will not be used outside of this study and will also not be shared with any third party

Name:…………………………………………………………..

E mail address:…………………………………………………..

27. Do you wish to add any other comments on any aspect of this survey?

………
………
…………………………………………………

Thank you for completing this survey!

Appendix 9: Code book

Code family	Code	Definition
Commissioning	**CA name**	**Name of Commissioning agent**
Evaluation information	**E broad description - Purpose and Objectives**	**Evaluation – general description**
	E evaluator firm/organization name	**Names of evaluation team - one if more than one person**
	E evaluator/s contact details	**Contact details – particularly emails of team members**
	E Evaluation Funder	**Name of organization that financed the evaluation**
	E intended audience	**Who report is meant for**
	E Period of evaluation- timeframe	**Period of evaluation – Year report was done**
	E title	**The report title- Not project title**
Sector	**S_ Economic Development**	**Economic Development sector**
	S_AC Arts and Culture	**Arts and Culture sector**
	S_ARD Agriculture	**Agriculture sector**
	S_BI Business and Industry	**Business and Industry sector**
	S_ED Early Childhood Development	**Early Childhood Development sector**
	S_ED Education/Schooling	**Education sector or Schooling sector**
	S_ENY Energy	**Energy sector**
	S_ENY Environment	**Environment sector**
	S_Fin Finance	**Finance sector**
	S_Food aid/Assistance	**Food aid/Assistance sector**
	S_HDev Human Development	**Human Development sector**
	S_HNP Health/Public health	**Health/Public health sector**
	S_HNP Medicine	**HNP Medicine sector**
	S_HNP Social Work	**HNP Social Work sector**
	S_ICT Information systems	**ICT Information systems sector**
	S_L Law/Criminal Justice	**Law/Criminal Justice sector**
	S_LGBT Lesbian, Gay, Bigenderual and Transgender issues	**Lesbian, Gay, Bigenderual and Transgender issues sector**
	S_M Media	**Media sector**
	S_OB Organizational behaviour	**Organizational behaviour sector**
	S_PA Public policy/Public Administration	**Public policy/Public Administration sector**
	S_PriSecD Indigenous People	**Indigenous People sector**
	S_San Sanitation/Hygiene	**Sanitation/Hygiene sector**
	S_UrbDev Urban Development	**Urban Development sector**
	S_Wa Water	**Water sector**
	S_YDev Youth Development	**Youth Development sector**

189

Appendix 10: International Atlas of evaluation input sheet

DOMAINS

	Return to Menu	Return to Menu	Go to Results	Abbreviations	Glossary

I Pervasiveness of evaluation in many different policy domains (Evaluation takes place in many policy domains)

Dimension	Highly Adequate	Adequate	Neither adequate nor Inadequate	Inadequate	Highly Inadequate	Max	Name116	Name117	Name118	Name119	Name120	Name121	Name122	Average
	4	3	2	1	0		Name116	Name117	Name118	Name119	Name120	Name121	Name122	
	4	3	2	1	0		Name116	Name117	Name118	Name119	Name120	Name121	Name122	
X.1 There are clear stakeholders championing the development of national M&E system in Zimbabwe		60%				4	3	1	1	3		1	3	2
X.2 Zimbabwe is putting efforts to include oversight agencies and civil societies in the overall capacity building programs for strengthening evaluation practices in the Zimbabwe			55%			4	3	2	1	1	2	1	3	2
X.3 Audit institutions in Zimbabwe play an important role as producer of evaluations			59%			4	4	1	3	1		1	2	2

XI Existence of a democratic system that promotes evaluation

Dimension	Highly Adequate	Adequate	Neither adequate nor Inadequate	Inadequate	Highly Inadequate	Max	Name116	Name117	Name118	Name119	Name120	Name121	Name122	Average
	4	3	2	1	0		Name116	Name117	Name118	Name119	Name120	Name121	Name122	
XI.1 In Zimbabwe there is a regular demand from civil society and general public for transparency and accountability of decision makers on the value for money		65%				4	2	3	4	3	1	1	3	3
XI.2 In Zimbabwe Evaluators perform evaluations free from political influence			49%			4	2	2	0	2	1	1	1	2
XI.3 In Zimbabwe Citizens have the right to information		61%				4	3	1	1	2	2	1	2	2

XII Promotion of impact and outcome evaluations in the country

Dimension	Highly Adequate	Adequate	Neither adequate nor Inadequate	Inadequate	Highly Inadequate	Max	Name116	Name117	Name118	Name119	Name120	Name121	Name122	Average
	4	3	2	1	0		Name116	Name117	Name118	Name119	Name120	Name121	Name122	
XII.1 In Zimbabwe, the use of outcome indicators has been popularized by national laws on evaluation			43%			4	4	2	2	1	1	1	3	2
XII.2 In Zimbabwe, Impact evaluations have been added to existing evaluation practices in the country			53%			4	4	2	3	1	2	1	3	2

Domain	Minimum	Maximum	Score	%
I Pervasiveness of evaluation in many different policy domains (Evaluation takes place in many policy domains)	0	8	5.8	73%
II Diffusion and pluralism of evaluation praxis in Zimbabwe (Supply of evaluators from different disciplines)	0	8	4.8	60%
III National discourses (Dialogue on evaluation)	0	12	6.0	50%

Appendix 11: International Atlas of evaluation summary table

	Domain	Minimum	Maximum	Score	%
I	Pervasiveness of evaluation in many different policy domains (Evaluation takes place in many policy domains)	0	8	5.8	73%
II	Diffusion and pluralism of evaluation praxis in Zimbabwe (Supply of evaluators from different disciplines)	0	8	4.8	60%
III	National discourses (Dialogue on evaluation)	0	12	6.0	50%
IV	Existence of professional organizations (Bodies)	0	8	4.0	50%
V	Existence of national institutional arrangements to support and promote evaluation	0	8	3.8	48%
VI	Existence of institutional arrangements in parliament for conducting evaluations and disseminate results	0	12	4.5	38%
VII	Pluralism of institutions, evaluators and existence of evaluation capacity building efforts	0	12	7.4	62%
VIII	Level of utilization of evaluation information in the country	0	8	3.6	45%
IX	Existence of policies and regulations that govern evaluation practices	0	8	3.7	47%
X	Existence of powerful stakeholders in critical Zimbabwe institutions supporting evaluation efforts	0	12	7.0	58%
XI	Existence of a democratic system that promotes evaluation	0	12	7.0	58%
XII	Promotion of impact and outcome evaluations in the country	0	8	3.8	48%
	Overall Country score	0	116	61.5	53%