

The Influence of Monitoring and Evaluation Structure on the Performance of Monitoring and Evaluation Systems, A Case Study of National Employment Programme

Abdou, M.^{1, 2}, Mulyungi, M.P.²

^{1, 2}Jomo Kenyatta University of Agriculture and Technology

Abstract: *The purpose of this study was to establish the relationship between the Monitoring and evaluation structure and the performance of monitoring and evaluation systems of National Employment Programme. The current study targeted planning and Monitoring and Evaluation staff from NEP central implementing institutions and the staff from business development and employment unit at district level who are in charge of coordination, monitoring and evaluation of NEP interventions at decentralized levels. The sample used in this study was selected using non probability sampling that is purposive sampling where the sample to be used in the current study was exclusively composed of planning, monitoring and evaluation staff from NEP central implementing institutions and the staff from Business Development and Employment Unit at district. Primary data were collected through the administration of written questionnaires to 215 staff (planning, monitoring and evaluation staff NEP central implementing institutions and staff from BDE unit at district level). The respondents were given oral instructions and then handed the questionnaire to fill. Correlation and regression analysis were used to analyze data. The relationship between different independent variables was measured using Pearson correlation coefficient. In addition, the relationship between independent variables and dependent variable was examined using multiple regression analysis technique. The results of the study confirmed that there is a significant and positive relationship between Monitoring and evaluation structure and the performance of monitoring and evaluation systems under National Employment programme ($r=.577$, $p=.000 < 0.01$ and $(\beta) = .263$, $p=.000 < 0.01$). The results suggest the need to increase both financial and human resources invested in the operationalization of M&E systems under National Employment program to ensure the efficient and effectiveness in the implementation of the programme. The result also suggest the need for continued investment in capacity building of monitoring and evaluation staff and the establishment of strong and experienced Monitoring and Evaluation unit at both central and local levels .*

Keywords: Monitoring and Evaluation Structure, National Employment Programme

1. Introduction

Monitoring and evaluation structure play a central role for the effectiveness of monitoring and evaluation systems. In other words, the effectiveness of monitoring and evaluation systems will depend, to a greater extent, on the existence of Monitoring and evaluation units or functions with specific terms of reference, dedicated skilled staff, skilled staff and other resources. A well-functioning monitoring and evaluation entity plays a vital role for the successful monitoring and evaluation of projects and programmes and ensures the relevant recommendations from monitoring and evaluation are incorporated in the new projects or programmes. (UNDP, 2011).

A successful implementation of monitoring and evaluation structure will depend on the existence of policy framework and the existence of drivers of ongoing performance monitoring and evaluation and reporting. In terms policies and standards to reinforce credibility and quality of Monitoring and evaluation systems, Canada has introduced Government wide Evaluation policy and has put in place mandatory department performance reporting, Result Based Management and Accountability Framework and Management Resources and Results Structure (Acevedo et.al, 2010). In addition, Countries like Chile have put in place Management control systems and result based budgeting to improve the quality of public spending. In Canada, Monitoring and evaluation function is formalized

within each department and at the central management level; the Centre of excellence for evaluation is in charge of overall oversight and providing guidance (Acevedo et.al, 2010)

Though the Public Service Commission in South Africa has put much effort to institutionalize monitoring and evaluation at all levels, the failure of local officials to understand the importance monitoring and evaluation function in the implementation of government various projects has been highlighted among impediments for the effective performance of monitoring and evaluation systems. This translates into the failure to institutionalize monitoring and evaluation systems including well-functioning monitoring and evaluation unit, monitoring and evaluation plans and result monitoring frameworks (Muthethwa, 2016)

Though the Ministries of Health and Agriculture in countries like Rwanda, South Africa and Kenya have put in place effective coordination, monitoring and evaluation mechanisms both vertically and horizontally, the shift towards the decentralization of the monitoring and evaluation structures has not been always smoothly implemented. The decentralization progress that resulted into "Vertical Coordination" remains among the key challenges facing institutions. The ownership of the decentralized institutions is still limited because there is still partial monitoring control of the central level (UNESCO, 2016)

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2. Problem Statement

In Rwanda, the oversight monitoring and evaluation mandate in each public institution including Ministries and affiliated agencies and district is within the planning unit or department to ensure there is a feedback loop between the between government institutions and the Ministry of Finance and Economic Planning. However, for the successful implementation of vertical and horizontal coordination, the monitoring and evaluation structures are not strong especially at local levels where there are no monitoring evaluation delivery units at local levels yet all government projects and programmes are implemented at grass root level (Holvoet and Rombouts, 2015)

The findings of mid-term review of National Employment Programme (2016) showed that Monitoring and evaluation of National Employment Programme especially at the local level has received little attention (limited resources and technical support). BDE/U leaders have received a few mass trainings (some described these as more akin to awareness rising) about the NEP M&E reporting. There is hardly any budget for monitoring or specific technical support to local actors. Therefore, this makes it difficult to hold anyone accountable for timely and quality reporting. Furthermore, the Ministry of Public Service and Labour (MIFOTRA) through NEP department has developed NEP M&E System that is now operational to enhance effectiveness and efficiency in the implementation of different NEP interventions and to ensure informed and evidence-based decision making. In the same vein, and in a bid to ensure a better coordination and follow up, NEP Monitoring and Evaluation System for NEP was put in place and has been used by implementing institutions and districts since July, 2016 for reporting purposes. However, different audit and assessment reports pinpointed the need for improved mechanisms for reporting and regular monitoring and evaluation and the need for the strengthening of the monitoring and evaluation function and the decentralization of monitoring and evaluation functions at local levels. This study, therefore, sought to establish the relationship between the monitoring and evaluation structure and the performance of monitoring and evaluation systems under National Employment Programme.

3. Objective of the study

To establish the relationship between monitoring and evaluation structure and the performance of Monitoring and evaluation systems under of National Employment Programme.

4. Theoretical and conceptual framework

4.1. Monitoring and evaluation structure for the effectiveness of Monitoring and evaluation systems

The structure of monitoring and evaluation offers advantages in various perspectives. One aspect is that it ensures Monitoring and evaluation information produced is objective, credible and rigorous. Mackay (2012) and Khan (2011) argue that Monitoring and evaluation system, in its

conceptual design, issues such as the objectives of the system, credibility of information competency of the authority to manage the system, dissemination of information and the link with planning process by ensuring great community participation, should be addressed. However, the success of all these efforts depend on Monitoring and evaluation support provided such as establishment of Monitoring and evaluation unit and existence of internal champion for monitoring and evaluation system. Moreover, the alignment of the systems with values and culture of the organization is another key success factor.

4.2. Institutionalization of Monitoring and evaluation functions for the effectiveness of Monitoring and evaluation systems

Given that Monitoring and evaluation is viewed as a tool for effective management, the responsible unit should be integrated in different stages of the project management. In other words, the M&E unit should be integrated into the overall coordination arrangements of the entire project or programme including planning and management of all policies and interventions by relevant government departments. In order to avoid discrepancies between the project implementation and the overall approaches for public sector management, there is always a need for institutionalization of the use information generated from Monitoring and evaluation (FAO, 2012)

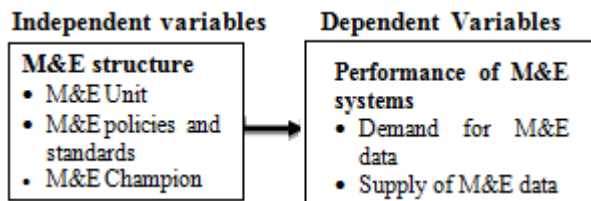
4.3. Monitoring and evaluation policies and standards as key success factors for the credibility and quality of monitoring and evaluation systems

A successful implementation of Monitoring and evaluation structure will depend on the existence of policy framework and the existence of drivers of ongoing performance monitoring and evaluation and reporting. In terms policies and standards to reinforce credibility and quality of Monitoring and evaluation systems, Canada has introduced Government wide Evaluation policy and has put in place mandatory department performance reporting, Result Based Management and Accountability Framework and Management Resources and Results Structure (Acevedo et.al, 2010)

4.4. Political support as a necessary condition for the effectiveness of monitoring and evaluation systems

Political will that refers to the institution leading the process, is useful especially in terms of budgetary support. In most of the countries, it is promoted by the budget office of the Ministry of Finance (Acevedo et.al, 2010). The findings of M&E system for the Environment and Natural Resources Sector in Rwanda (Nilsson, Brewin&Bakwatsa,2013) showed that there is a political will to improve the performance of Monitoring and evaluation systems, demand for evidence-based reporting at all levels and the strong culture of reporting at all levels.

4.5. Conceptual Framework



4.6. Review of empirical findings

Different authors have attempted to establish the relationship between the monitoring and evaluation structure (Wachamba, 2013; Muinde, 2015; Mushori, 2015; Koffi-Tossio, 2012, World Bank, 2014; Gorgens and Kusek, 2013, and Nabris, 2013). Some authors have focused on the importance of creating enabling environment for the effectiveness of monitoring and evaluation systems that include establishment of monitoring and evaluation unit, enough budget allocation for monitoring and evaluation activities and the stakeholder’s participation (Wachamba, 2013; Muinde, 2015; Mushori, 2015). Other studies have attempted to highlight the paramount role played by organizational process assets such as Monitoring and evaluation policies and standards as well as the institutionalization of Monitoring and evaluation for the effectiveness of the monitoring and evaluation systems (Muinde, 2015; Koffi-Tossio, 2012, Acevedo et.al, 2010)

5. Research Methodology

The sample used in this study was selected using non probability sampling that is purposive sampling where the sample to be used in the current study was exclusively composed of planning, monitoring and evaluation staff from NEP central implementing institutions and the staff from Business Development and Employment Unit at district.

Primary data were collected through the administration of written questionnaires to 215 staff (planning, monitoring and evaluation staff NEP central implementing institutions and staff from BDE unit at district level). The respondents were given oral instructions and then handed the questionnaire to fill.

Correlation and regression analysis were used to analyze data. The relationship between different independent variables was measured using Pearson correlation coefficient. In addition, the relationship between independent variables and dependent variable was examined using multiple regression analysis technique

6. Results and Findings

6.1. The Relationship between the Monitoring and evaluation structure and the performance of Monitoring and evaluation systems

Pearson Correlation was used to assess the relationship M&E structure and the performance of Monitoring and Evaluation System under National Employment Programme.

As shown in the Table 1 below, there is a significant and positive relationship between Monitoring and evaluation structure and the performance of monitoring and evaluation systems under National Employment programme ($r=.577$, $p=.000 < 0.01$).

Table 1: Correlation between M&E structure and the performance of M&E system

		Performance of Monitoring and evaluation systems	Monitoring and Evaluation structure
Performance of Monitoring and evaluation systems	Pearson Correlation	1	.577**
	Sig. (2-tailed)		.000
	N	202	202
Monitoring and Evaluation structure	Pearson Correlation	.577**	1
	Sig. (2-tailed)	.000	
	N	202	205

** Correlation is significant At the 0.01 level (2-tailed)

Table 2: R square

Model	Model Summary			
	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.779a	.607	.597	.34374

The results in the table 2 above show that the R square adjusted R square is estimated at 60 percent which means that collectively considered, independent variables included in the model explain 60 percent in the variation of the variation in the dependent variable (Performance of Monitoring and evaluation systems). In the vein, the remaining 40 percent is attributable to other factors or variables not included in the model.

Table 3: ANOVA test

Model	ANOVA(b)					
		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	35.791	5	7.158	60.582	.000a
	Residual	23.159	196	.118		
	Total	58.949	201			

The results of the ANOVA test show that the influence of independent variables collectively considered is statistically significant with $F(5,196) = 60.582$, $p < 0.01$

6.2. The relationship of the performance of Monitoring and evaluation systems and its covariates using multiple regression analysis.

As shown in the table4 below, the coefficients of three variables are statistically significant (that is they have a p-value that is less than 0.01) that is M&E structure ($\beta = .263$, $p = .000 < 0.01$); Human capacity ($\beta = .373$, $p = .000 < 0.01$); Resources ($\beta = .247$, $p = .000 < 0.01$). In the same vein, the coefficient of two variables are not statistically significant (that is they have a p-value that is greater than 5%) that is Dataquality ($\beta = .039$, $p = .691 > 0.01$); Methods ($\beta = .596$, $p = .000 > 0.01$). In other words, individually considered, only three variables have positive and statistically significant influence on the performance of

monitoring and evaluation system that is Monitoring and evaluation structure, human capacity and resources. In addition, collectively considered, the total variation in the performance of Monitoring and Evaluation systems explained by the model is estimated at 60%, $F(5,196) = 60.582$, $p < 0.01$.

Table 4: Determinants of the performance of monitoring and evaluation systems under National Employment Programme using multiple regression analysis

Model		Coefficients(a)		Standardized Coefficients	t	Sig.
		Unstandardized Coefficients				
		B	Std. Error			
1	(Constant)	.659	.183		3.609	.000
	M&E structure	.209	.052	.263	4.053	.000
	Dataquality	.034	.086	.039	.398	.691
	Humancapacity	.354	.085	.373	4.162	.000
	Methods	.030	.056	.033	.531	.596
	Resources	.135	.035	.247	3.847	.000

a. Dependent Variable: Performance of M&E systems

6.3. Discussions

The findings of this study are consistent with findings from other studies that have attempted to establish the relationship between the Monitoring and evaluation structure (Monitoring and evaluation unit, existence of policies and standards and the existence of monitoring and evaluation champion (Jackson, 2015; Acevedo, 2010; Nabris, 2010; UNAIDS, 2013, World Bank, 2014). For example, Monitoring and evaluation unit consisting of stable and well trained Monitoring and evaluation staff was found as an engine for the performance of monitoring and evaluation system. Put differently, the existence of monitoring and evaluation structure with an effective Monitoring and evaluation resources in terms of quantity and quality is essential for the achievement of intended results (World Bank, 2014). In addition, UNAIDS (2014) highlighted that, in addition to having Monitoring and evaluation unit with a dedicated and adequate numbers of Monitoring and Evaluation staff, it is also important to make sure staff have right skills to avoid the costs in terms time and financial resources that are more likely to result from employing inexperienced people to conduct reliable and valid monitoring and evaluation results (Nabris, 2013).

In the same vein, the findings are consistent with the findings of Njuguna and Nasambu (2016) who found a positive relationship between Monitoring and evaluation structure and the performance of Monitoring and evaluation systems

7. Conclusions and Recommendations

7.1. Conclusions

The results of the study confirmed that there is a significant and positive relationship between Monitoring and evaluation structure and the performance of monitoring and evaluation systems under National Employment programme.

Monitoring and evaluation unit consisting of stable and well trained Monitoring and evaluation staff is an engine for the performance of monitoring and evaluation system. Put differently, the existence of monitoring and evaluation structure with an effective Monitoring and evaluation resources in terms of quantity and quality is essential for the achievement of intended results.

Monitoring and evaluation field is an emerging professional field and as a result, it is still faced with a major challenge of getting competent personnel. Therefore, there is an urgent need for the strengthening of the monitoring and evaluation structures with skilled personnel, ongoing capacity building.

In addition to having Monitoring and evaluation unit with a dedicated and adequate numbers of Monitoring and Evaluation staff, it is also important to make sure staff have right skills to avoid the costs in terms time and financial resources that are more likely to result from employing inexperienced people to conduct reliable and valid monitoring and evaluation results.

The existence of policy framework and drivers of ongoing performance monitoring and evaluation and reporting play a vital role for the successful implementation of monitoring and evaluation structure. These organizational process assets include Monitoring and evaluation policies and standards to reinforce credibility and quality of Monitoring and evaluation systems, Government-wide policy framework, mandatory department performance reporting, Result Based Management and Accountability Framework and Management Resources and Results Structure are instrumental for the effectiveness of the monitoring and evaluation systems. In addition, the formalization of Monitoring and evaluation functions and having in place an organ in charge of oversight and guidance of monitoring and evaluation functions play a pivotal role for the effectiveness of monitoring and evaluation systems

7.2. Recommendations

Given the influence of the senior management in the performance of Monitoring and Evaluation systems, top management has to renew their efforts and attitude towards strengthening the monitoring and evaluation system under National employment programme. All NEP implementing institutions should ensure their structures include Monitoring and Evaluation unit.

In the framework of the implementation of vertical and horizontal coordination structures at local levels, there an urgent need to establish a strong monitoring and evaluation unit at district and sector levels.

To ensure effectiveness of the monitoring and evaluation system, the findings this study suggest the need for the establishment of monitoring and evaluation policies and standards and the formalization of Monitoring and evaluation functions and having in place an organ in charge of oversight and guidance of monitoring and evaluation functions play a pivotal role for the effectiveness of monitoring and evaluation systems

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