

Report on

# RAPID IMPLEMENTATION EVALUATION

on the Frontline Monitoring and  
Support's Project Management  
Approach

**FULL REPORT**

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& evaluation

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REPUBLIC OF SOUTH AFRICA



**TWENDE MBELE**



Report on **Rapid Implementation Evaluation**  
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This report has been independently prepared by Moses Mashingaidze. The Evaluation Steering Committee comprises the Department of Planning, Monitoring and Evaluation. The Steering Committee oversaw the operation of the evaluation, commented on and approved the reports.

**The members included:**

Institution	Members Details
Chairperson:	Mr Thabo Makhosane; Chief Director: Frontline Monitoring and Support
DPME	<p><b>Secretariat:</b> Mr Rohan Stadler; Deputy Director: Frontline Monitoring and Support Coordination Systems</p> <p><b>Other member(s):</b></p> <ol style="list-style-type: none"> <li>1. Sikhumbuzo Nkwanyana</li> <li>2. Nonkululeko Solontsi</li> <li>3. Ndhambi Machimana</li> <li>4. Kgaugelo Moshia-Molebatsi,</li> <li>5. Seirah Ngcobo</li> <li>6. Melvy Kekana</li> <li>7. Tshepo Sejeng</li> </ol>

Submitted by:	Submitted to:
Moses Mashingaidze	<p><b>Mr Rohan Stadler</b> Deputy Director: Frontline Monitoring and Support Coordination Systems</p> <p><b>Ms Kgaugelo Moshia-Molebatsi</b> Director: Evaluations</p>
1004 Seeleeu Street, Pretoriuspark	Department of Planning, Monitoring and Evaluation
Pretoria, 0081, South Africa	Private Bag X944
Cell: +27729309308	Pretoria, 0001, South Africa
Email: mosesmashingaidze@yahoo.co.uk	Tel: +27 12 312 0000
	Fax: +27 86 686 4455
	Email: rohan@dpme.gov.za / kgaugelo@dpme.gov.za

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# Glossary

<b>CBM</b>	Citizen-based Monitoring
<b>DLTC</b>	Drivers' Licence Testing Centres
<b>DPME</b>	Department of Planning, Monitoring and Evaluation
<b>ECD</b>	Early Childhood Development
<b>FM&amp;S</b>	Frontline Monitoring and Support
<b>FSDM</b>	Frontline Service Delivery Model
<b>HOD</b>	Head of Department
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MCCC</b>	Municipal Customer Care Centres
<b>MTSF</b>	Medium Term Strategic Framework
<b>NDP</b>	National Development Plan
<b>NEPF</b>	National Evaluation Policy Framework
<b>OECD DAC</b>	Organisation for Economic Cooperation and Development Assistance Committee
<b>OTP</b>	Office of the Premier
<b>UFA</b>	Utilisation Focused Approach
<b>SASSA</b>	South African Social Security Agency

# Executive summary

## 1.1 Introduction

The Department of Planning, Monitoring and Evaluation (DPME) has established monitoring tools for government efficiency and service delivery, including the Programme of Action, Local Government Management Improvement Model, and Frontline Service Delivery Monitoring. In 2019, amidst the pandemic, the DPME launched and piloted the Project Management Approach (PMA) as a strategic response to the crisis. This report evaluates the PMA's relevance in Frontline Monitoring and Support (FM&S), covering methodology, literature review, theory of change, and core findings. Central to this report are the core evaluation findings, which address several crucial aspects such as the PMA's relevance, its integration into the FM&S programme, effectiveness in achieving set objectives, efficiency in resource utilization, and its impact on the business strategies of stakeholders.

## 1.2 Background to the intervention

The FM&S Programme, formerly Frontline Service Delivery Monitoring (FSDM), has been a crucial initiative monitoring policy impact on service delivery at citizen-facing sites from 2011 to 2020. However, challenges arose during the pandemic, necessitating a shift to the FM&S PMA, initiated in response to COVID-19 vaccination rollout needs. Launched by DPME in March 2019, the PMA focuses on one project at a time aligned with the MTSF, enabling quick monitoring results and informing decision-making. Unlike FSDM, which monitored multiple sector sites nationwide, PMA concentrates on specific projects, enhancing the depth and detail of monitoring for more nuanced insights into service delivery and development initiatives.

## 1.3 Background and purpose of the evaluation

DPME commissioned an evaluation of the FM&S PMA with the primary objective of assessing its effectiveness and contribution to the overarching goals of the FM&S. The evaluation, designed to be impartial, specifically aims to determine how well the intervention aligns with its objectives and impacts service delivery. It provides an in-depth understanding of the progress made in achieving FMSP objectives, supporting accountability and evaluating the program's relevance to the NDP 2030 imperatives. The rapid evaluation approach allows for real-time data collection on PMA's implementation, offering insights crucial for immediate adjustments and improvements. As the department plans to continue employing this approach, the evaluation's findings, conclusions, and recommendations are expected to play a pivotal role in enhancing the overall implementation of the FM&S.

## 1.4 Methodology

The rapid evaluation of the FM&S PMA utilized a methodology inspired by the OECD DAC evaluation model, focusing on relevance, coherence, effectiveness, and efficiency. Employing a purposive sampling strategy for interviews ensured diverse perspectives from those engaged in PMA implementation, promoting transparency in the assessment. The application of DAC criteria provided a comprehensive evaluation of the program's interventions, implementation process, and results. Originally conceived as a rapid evidence assessment, the evaluation emphasized a utilisation-focused approach with principled and contextual criteria application for high-quality evaluation. The study employed semi-structured interviews and ATLAS.TI for qualitative data analysis. Ethical considerations guided transparent and accountable data collection. Limitations included tight timelines, sample size considerations, non-responsiveness, and potential response bias. The evaluation also featured a capacity development element, involving a collaborative Theory of Change workshop to deepen stakeholder understanding.

## 1.5 Key Evaluation Findings

### 1.5.1 To what extent is the PMA relevant in Frontline Monitoring and Support?

The evaluation findings indicated that the PMA underwent a strategic shift in implementation in response to the challenges posed by the COVID-19 pandemic. This shift marked a departure from traditional methods towards a more focused and results-oriented monitoring strategy. The PMA's concentrated use of monitoring resources on a single main project, as opposed to widespread deployment across sectors nationwide, emerged as a key strategy. The evaluation found that this approach, aimed at centralizing monitoring efforts, enables in-depth data collection on specific topics, facilitating quicker and more effective responses aligned with government priorities. Stakeholder feedback emphasized the PMA's significance in improving efficiency and service delivery, breaking down departmental barriers, and fostering collaboration. Despite variations in internal stakeholders' understanding, the consensus was that the PMA streamlines resources, encourages teamwork, and contributes to efficient frontline service delivery. The PMA's role in coordinating efforts across provinces, ensuring uniformity, and promoting a culture of efficiency and data-driven decision-making was underscored. While acknowledged as resource-intensive, the PMA was recognized as a strategic tool driving results, enhancing departmental efficiency, and aligning with government objectives. The findings also highlighted the need for improved communication and education about the distinctive features of the PMA compared to previous methods, emphasizing the importance of clear dissemination of knowledge to stakeholders.

### 1.5.2 How well does the PMA fit into the Frontline Monitoring and Support Programme?

The evaluation findings indicated a fundamental alignment between the PMA and the FM&S, both sharing a common objective of enhancing government efficiency. The PMA's focus on optimizing resource distribution and project management complements the FM&S's aim of efficient monitoring

and support for frontline services. Different themes emerged, which depicts the integration of PMA into FM&S, emphasizing themes like standardization, efficient resource utilization, improved monitoring, and synchronization across provinces. Respondent feedback affirmed that, despite changes introduced by the PMA, the core goals of the FM&S program remain consistent. The integration of PMA into FM&S is seen as contributing to structured and efficient outcomes, ensuring effective resource use and impactful monitoring. Stakeholders emphasized that the PMA, with its focus on strategic planning and reporting, aligns well with FM&S's emphasis on individual project outcomes. The seamless integration at the operational level is crucial, with respondents highlighting the need for easy adoption of PMA tools and methodologies. The themes collectively demonstrate the synergistic relationship between PMA and FM&S, enhancing government efficiency in frontline service delivery.

### 1.5.3 Is the PMA achieving the objectives of the FM&S Programme?

The evaluation findings revealed a substantial positive impact of the PMA on the FM&S. Internal stakeholders from the DPME indicated a transformative shift in monitoring service delivery sites, transitioning from a facility-based approach to a more project-based system under the PMA. The adaptability of the PMA was highlighted in responding to the challenges posed by the COVID-19 pandemic, proving invaluable in its ability to pivot quickly and maintain coherent responses. The emphasis on standardization, collaboration, and data-driven decision-making aligns well with the evolving circumstances, ensuring timely and aligned interventions. Respondents concurred that the PMA has significantly enhanced efficiency, factual reporting, and strategic positioning within the department, becoming a catalyst for evidence-based decision-making. The streamlined operations and improved oversight capabilities empower the department to engage effectively with policymakers, driving enhancements and influencing policy shifts. While success stories are evident, challenges such as resource demands, communication strategies, and planning issues are acknowledged, urging a need for ongoing refinement and adaptability in the PMA. Overall, the PMA is perceived as a valuable

contributor to achieving the objectives of the FM&S, ushering in a more effective monitoring process.

#### 1.5.4 How well are resources (human and financial) being utilised in the PMA?

The findings regarding resource utilization in the PMA highlighted its potential as a transformative tool for governance, particularly in frontline monitoring and support. Internal respondents acknowledged the positive influence of the PMA on efficiency, factual reporting, and strategic positioning in service delivery monitoring. However, challenges such as planning issues, overlapping projects, and limitations in coverage were recognized, indicating areas for refinement. According to DPME officials, the PMA aims to enhance government efficiency and address service delivery challenges by concentrating resources on specific projects, leading to impactful reporting. The themes emanating from the analysis revealed a nuanced perspective on resource management within the PMA, emphasizing the need for efficiency, project-specific allocation, addressing human resource constraints, managing financial implications, enhancing training efforts, and fostering a more strategic focus.

#### 1.5.5 Is the PMA beneficial or adding value to the stakeholder's business strategies?

In assessing the value of the PMA to stakeholders' business strategies, it emerged that external stakeholders perceived the PMA as a valuable tool aligned with the national vision for frontline service delivery monitoring. Despite recognizing its potential to enhance information flow, improve accountability, and provide valuable data, stakeholders consistently expressed concerns about resource constraints, both financial and human. Limited resources were identified as a significant barrier, hindering stakeholders' capacity to fully leverage the PMA's insights. The alignment of the PMA with stakeholders' interests presented a mixed picture, with some finding partial alignment due to resource constraints, while others reported a high degree of alignment, especially when it complemented existing monitoring processes. The evaluation highlighted the need for effective stakeholder

engagement, departmental involvement, and coordinated efforts to maximize the PMA's value. While some stakeholders rated it as beneficial, acknowledging its positive impact, others considered it highly beneficial, emphasizing its potential and positive impact on business strategies. The PMA's focus on consistent and credible monitoring, rich contextual insights, stakeholder management, and actionable insights were noted as standout qualities, contributing to its potential in driving tangible results and enhancing departmental efficiency. Despite resource challenges, stakeholders recognized the PMA's capacity to generate evidence-based reports crucial for informed decision-making within evidence-driven departments. Overall, the evaluation indicated that while the PMA holds valuable opportunities, addressing resource challenges and achieving alignment with organizational needs are essential for unlocking its full potential and maximizing its impact on stakeholders' business strategies.

## 1.6 Conclusions

### 1.6.1 Relevance

Despite its implementation amid the challenges of the COVID-19 pandemic, the PMA has made substantial strides in improving Frontline Monitoring. Recognizing the shortcomings of the previous redundant approach, internal stakeholders welcomed the PMA for addressing issues such as generic results and a lack of specificity in interventions across various sectors. The PMA has proven commendable in enhancing decision-making with real-time data provision and offering specific insights in sectors like basic education and transport. However, a notable limitation is the absence of a well-defined program theory and comprehensive documentation, hindering effective communication with both internal and external stakeholders. This lack of awareness and clarity poses a potential obstacle to the PMA's broader acceptance, emphasizing the importance of enhanced communication and documentation strategies for its sustained relevance in Frontline Monitoring and Support.

## 1.6.2 Effectiveness

The PMA has effectively employed strategies such as meetings, on-site visits, and reports with external stakeholders, yielding notable successes in sectors like the Department of Education and the Department of Transport Services in Gauteng. Achievements include the eradication of pit latrine toilets in schools nationwide and the implementation of an online booking system. Despite these successes affirming the effectiveness of PMA, concerns have been raised by some external stakeholders regarding the prioritization of targeted sectors, perceiving them as not aligning with provincial or district priorities. Additionally, challenges such as insufficient human resources, a lack of robust digital reporting systems, and inconsistencies in training and program documents pose potential obstacles to the sustainable advancement of PMA. Addressing these concerns is crucial for ensuring the long-term viability of PMA for both the DPME and the provinces involved.

## 1.6.3 Efficiency

Internal stakeholders generally praised the PMA for its efficient management of human capital and resources, acknowledging the collaborative approach implemented within the department.

However, there was inconsistency in staff training, with some reporting training and others stating they had never received training, relying on experience and expertise. A shared concern among both internal and external stakeholders was the shortage of essential equipment and protective clothing during fieldwork. While the PMA has shown effectiveness in resource management, addressing the highlighted issues, especially regarding staff training and the provision of necessary equipment, is crucial for its continued success.

## 1.6.4 Emerging Outcomes

The PMA has significantly improved the quality of data in priority sectors, aligning with the DPME's mission. By fostering collaboration and breaking down departmental silos, PMA has positively impacted decision-making and frontline monitoring processes. The acknowledgment of a shift toward a digital platform for data management indicates a strategic move that could enhance efficiency. However, challenges such as incomplete planning, insufficient documentation, and resource inadequacy persist, leading to project overlap and disagreements over sector priorities. Despite these challenges, PMA has demonstrated its effectiveness in bringing about substantial improvements in targeted sectors.



## 1.6.5 Recommendations

The table below provides an overview of the recommendations for PMA:

Challenge/Concern	Recommendation
<b>Lack of a clearly defined Theory of Change</b>	<b>Adapt and adopt the Theory of Change (ToC) -</b> Within the next three months convene an inter-agency workshop to collectively review the theory of change prepared by the evaluators. Review the objectives, actions, timelines, and responsibilities to which DPME and the implementing partners can agree on. This will allow for a more considered approach to ensure that stakeholders work together in a coherent way to achieve a common goal, that is clearly measurable and within the remit of the DPME. This process would allow all PMA parties to agree on the assumptions underpinning the outputs, outcomes, and impact, which in turn would enable better planning and more effective monitoring. Interventions can be divided into short-, medium- and long-term timelines to assist with planning and monitoring and evaluation.
<b>Lack of comprehensive documentation</b> Although it's established that Frontline Monitoring and Support has an established Monitoring Framework, there is currently no comprehensive documentation tailored specifically for PMA	<b>Development of programme documentation. DPME to develop</b> comprehensive documentation that incorporates the programme theory. Creating comprehensive documentation and a clear programme theory for the PMA would enable the DPME to efficiently disseminate information to various stakeholders about the approach and its implementation. Moreover, well-structured programme documentation would offer clear insights into the goals and objectives of the PMA, enhancing understanding and alignment among all involved parties. This step is crucial for ensuring that stakeholders are not only informed but also engaged and committed to the approach, thereby maximizing its effectiveness and impact.
<b>Lack of Cohesive Planning</b>	<b>Comprehensive Plan.</b> To mitigate project overlap and ensure the prioritization of key initiatives within districts or provinces, it is advisable to develop and communicate a comprehensive plan as part of the approach. This will enhance coordination among stakeholders and prevent the oversight of specific priorities. Planning can be improved through capacity-building workshops and constant communication with other stakeholders.
<b>Communication among stakeholders</b>	<b>DPME to strengthen communication channels.</b> The DPME already adopts a collaborative approach in its interactions with the Office of the Premier (OTPs) and Department of the Premier (DoTPs). However, enhancing communication through ongoing engagements with the relevant Heads of Departments (HODs) could further improve this collaboration. Such continuous interactions would offer external stakeholders a platform to voice their concerns, including issues related to varying priorities and the shortage of human capital. In addition, engaging directly with HODs can help in aligning objectives, understanding unique challenges, and ensuring that the DPME's strategies are responsive to the actual needs and conditions of different departments and stakeholders.
Provision of staff training The evaluation revealed that there was a lack of consensus regarding the provision of training of PMA. Although it is an extension of the ongoing work being conducted in FM&S, it is crucial that the different stakeholders involved in the implementation are aware of the necessary procedures	<b>DPME should continuously provide staff training and recurrent training sessions.</b> Offering refresher courses allows stakeholders to update and deepen their understanding of various concepts of the PMA. This approach is crucial in preventing complacency and ensuring that everyone involved remains current with the latest methodologies, technologies, and best practices

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Challenge/Concern	Recommendation
<p><b>Inadequate resources</b></p>	<p><b>Increase PMA resources.</b> While the DPME were commended for supplying human resources to resource-scarce provinces, the department should consider innovative approaches that avoid overextending provincial resources. The integration of digitalization into certain ongoing tasks, such as data collection, could be paramount. This would not only help alleviate the human resource shortage but also enhance the potential for real-time data provision. Furthermore, the department needs to ensure that the stakeholders have adequate resources such as protective clothing for specific site visits.</p>
<p><b>Generation of high-level reports</b></p>	<p><b>Revision of DPME Reporting Templates.</b> To guarantee that the reports derived from the data collected through this approach are both specific and timely, it might be necessary to amend the reporting template. This adjustment aims to further prevent the generalization of results and, instead, facilitates the provision of detailed information for any raised concerns.</p>

# 1. Introduction

The Department of Planning, Monitoring and Evaluation (DPME) has established a suite of monitoring mechanisms and tools to enhance government efficiency and service delivery. These include the Programme of Action (POA), which monitors the implementation of the Medium-Term Strategic Framework (MTSF) and generates bi-annual reports; the Local Government Management Improvement Model (LGMIM) for improving local governance; the monitoring of Performance Agreements of Ministers and Heads of Departments (HODs) based on MTSF priorities; Frontline Service Delivery Monitoring (FSDM) for direct assessment of service quality; the Presidential Hotline for citizen grievances; and Operation Phakisa, an initiative for fast-tracking development solutions. Together, these tools form a comprehensive framework, integral to the DPME's strategy for advancing governmental performance and national development objectives. In 2019, amidst the pandemic, the DPME launched and piloted the Project Management Approach (PMA) as a strategic response to the crisis. Recognizing the need for an efficient and effective approach during this unprecedented time, the PMA was designed to streamline processes, optimize resource allocation, and ensure rapid, yet thoughtful, decision-making in the face of the urgent and complex issues brought about by the pandemic. This initiative marked a significant effort by the DPME to adapt and strengthen the government's response mechanisms, aiming to provide a more coordinated and effective approach to crisis management and public service delivery during a period of global uncertainty. However, it's important to evaluate the PMA to determine how relevant it is in the context of Frontline Monitoring and Support. Central to this report are the core evaluation findings, which address several crucial aspects such as the PMA's relevance, its integration into the FM&S programme, effectiveness in achieving set objectives, efficiency in resource utilization, and its impact on the business strategies of stakeholders.

This report is methodically structured, beginning with an introduction that sets the context, outlines the purpose, and lists the key evaluation questions.

Following this, the methodology section details the framework used for the evaluation, the criteria applied, and the ethical considerations taken into account. The report then presents findings from a literature review and a theory of change analysis. The conclusion brings together the main insights, while the recommendations section provides practical strategies for enhancing the PMA's effectiveness, thereby offering a comprehensive assessment of its role and influence within the FM&S

## 1.1. Background to the intervention

The FM&S Programme, previously known as FSDM, is a programme that monitors the effect of policy on service delivery at the coalface of service delivery, i.e., Service delivery sites. From 2011 – 2020, the programme focused on monitoring service delivery sites through a set of standardised questionnaires that assessed adherence to service delivery standards across nine (9) key performance areas, from three (3) data collection points (monitors, staff, and citizens) across sector departments that were identified to be the most citizen-facing (schools, home affairs offices, clinics/hospitals/community health centres, police stations, magistrate courts, municipal customer care centres, drivers licence testing centres, SASSA offices).

During the pandemic, this monitoring was no longer feasible due to travel restrictions. There had also reached a point where sufficient information had been gathered about service delivery, with the same findings (both citizen-facing, and systemic) has been identified repeatedly, and as such a FM&S PMA was considered and piloted, in response to the monitoring needs of government in relation to the rollout of the COVID-19 Vaccination Programme. The key objective of the FM&S PMA is to enhance the monitoring and reporting activities on the MTSF priorities and fast-track service delivery improvements. The project-based monitoring approach is guided by six principles to ensure efficient and effective project management. These principles are indicated on its business operational framework (Logical Framework) and operational plan; namely:

Figure 1: Principles of PMA



The PMA was launched by the DPME in March 2019 after the national state of disaster was declared in South Africa. On the 17th of February 2021, South Africa started its national vaccination programme against COVID-19. The programme was to be implemented in phases prioritising healthcare and frontline workers and then those over the of 60 years. The DPME's FM&S programme was tasked to monitor the readiness of government's preparedness to roll-out its vaccination programme. Due to the severity of the pandemic, all other monitoring activities of the FM&S Programme were suspended. The FM&S PMA focuses all the monitoring resources of the programme on one project at a time, delving into specific key interventions as aligned to the seven (7) Medium Term Strategic Framework (MTSF), as implemented at a district level. The PMA delivers monitoring results quickly due the nature of the methodology, enabling the DPME to direct any issues arising promptly to the respective department, in turn informing decision-making across various levels.

This implies that, in comparison to the Frontline Service Delivery Model (FSDM) wherein the service delivery sites of various sector departments were monitored across the country, the PMA deploys all monitors to focus on one project at a time, focusing on the scope and increasing national coverage of the monitoring activities. This produces more detailed, more nuanced data on a particular service delivery or developmental initiative.

## 1.2. Background to the evaluation

DPME commissioned an evaluation of the FM&S PMA. The purpose of this evaluation is to determine how effectively the PMA is achieving its objectives and contributing to the goals of the FM&S. The evaluation is designed to impartially assess the impact of the FM&S PMA on service delivery.

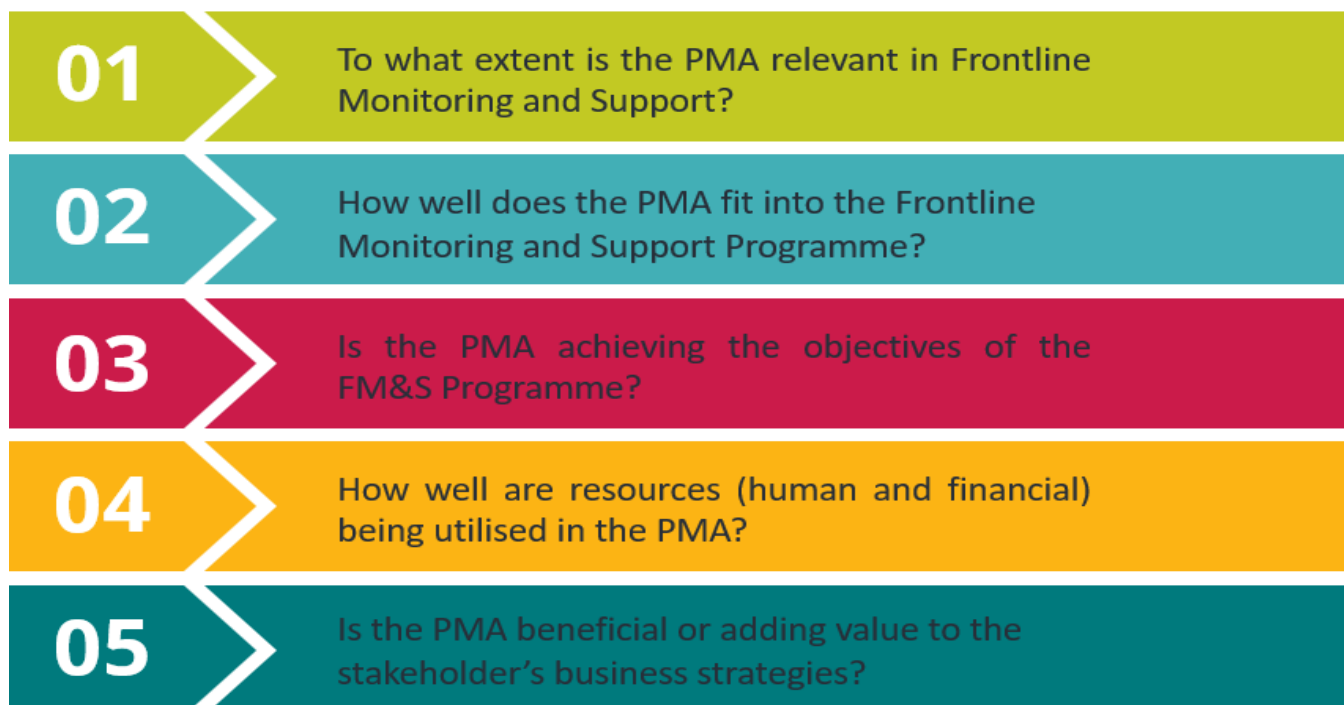
## 1.3. Purpose of the evaluation

The purpose of this evaluation is to assess the extent to which the intervention objectives are being met and whether the programme is reaching its intended objectives. Using the available evidence, the evaluation presents an in-depth understanding of the progress made thus far towards achieving the Frontline Monitoring and Support Programme (FMSP) objectives. This rapid evaluation aims to provide the DPME with an impartial assessment of the effectiveness of the FMSP work on service delivery. It supports accountability to FM&S stakeholders and assess whether the programme remains relevant to the nation's efforts to realise the National Development Plan (NDP) 2030 imperatives. Additionally, the rapid evaluation enables immediate data collection concerning PMA's implementation, offering real-time insights that can be leveraged to enhance and refine the approach. Given the department's intention to continue using this approach, it is essential to understand and acknowledge the effects it has produced, whether positive or negative. This understanding enables the making of necessary adjustments to ensure the achievement of the desired results or outcomes in the future. The insights, conclusions, and recommendations derived from this evaluation are anticipated to significantly improve the implementation of the FM&S programme. Key evaluation questions



The overarching evaluation questions are as follows:

Figure 2: Evaluation Questions



## 2. Methodology

This section discusses the purpose and the methodological approach that was employed in carrying out this rapid evaluation. The evaluation is underpinned by a robust methodology. Drawing inspiration from the OECD DAC evaluation model, the criteria applied in this rapid implementation evaluation include relevance, coherence, effectiveness, and efficiency. The study employs a purposive sampling strategy for interviews, ensuring diverse perspectives from individuals involved in the PMA implementation process. The non-mechanistic application of evaluation criteria, coupled with ethical considerations, contributes to a comprehensive and transparent assessment. It is important to note that this evaluation was originally conceived as a rapid evidence assessment, an approach to deliver a relatively quick synthesis.

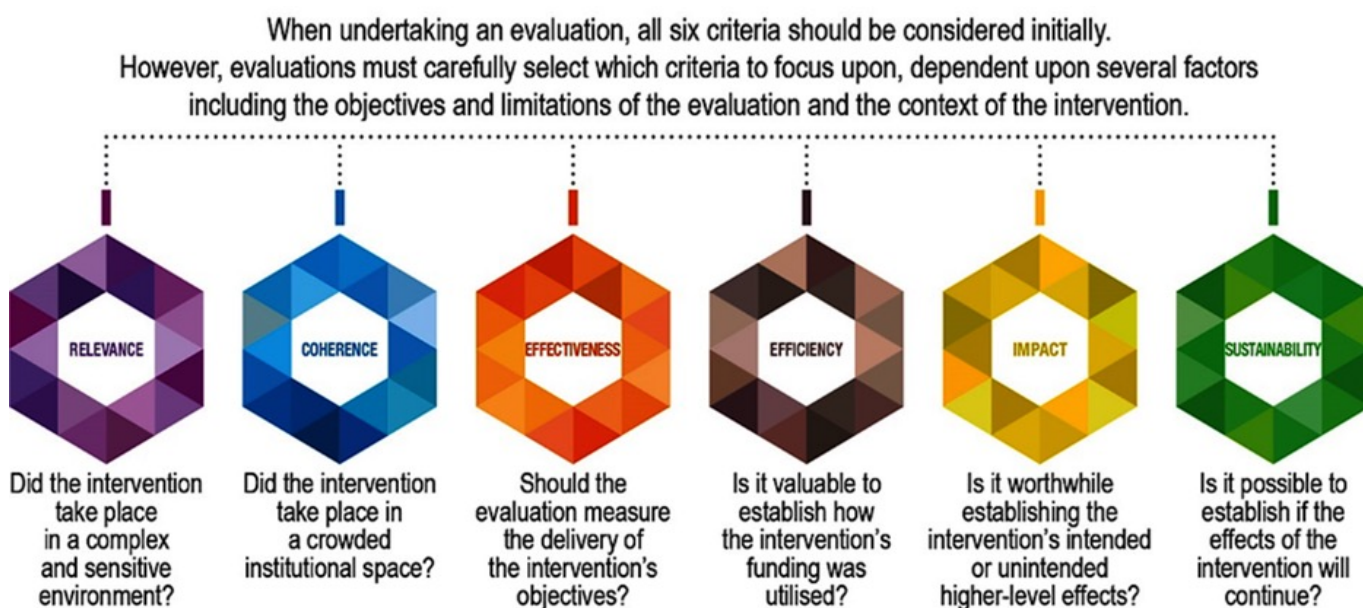
### 2.1. Evaluation Framework, including Evaluation Criteria and how they were applied in the context of the evaluation

Drawing on the OECD DAC evaluation model, the purpose of the evaluation criteria is linked to the purpose of this evaluation. In the case of the PMA rapid implementation evaluation, these criteria have been used to enable the evaluators to determine the merit, worth or significance of the methodology. Each criterion is a different lens or perspective through which the programme can be viewed. Together, the criteria provide a more comprehensive picture of the programme interventions, the process of implementation, and the results. They describe the

desired attributes of interventions: all interventions should be relevant to the context, coherent with other interventions, achieve their objectives, deliver results in an efficient way, and have positive impacts that are sustainable. The evaluators have worked with these criteria to assess how the PMA could, based on the already achieved outputs, be made more strategic and which technical areas of operation could be improved. These criteria facilitated the

identification of evidence gaps and generated findings and recommendations that support a more effective implementation of the programme to assist in realising the National Development Plan (NDP) imperatives. Applying the DAC evaluation criteria surfaces issues that help to indicate how the PMA can enhance learning about bioeconomy and involve a range of stakeholders in participating in the evaluation.

**Figure 3: DAC Evaluation Criteria Source: OECD (2019)**



The evaluation mainly focused on the relevance, coherence, effectiveness, and efficiency of PMA. The following principles have guided the use of the

DAC criteria in the implementation evaluation. The evaluation team is aware that the definitions of the criteria should be understood within the broader context of South Africa's public sector.

**Principle One:**

The criteria are applied thoughtfully to support high quality, useful evaluation. They are contextualised – understood in the context of the evaluation, the intervention being evaluated, and the stakeholders involved. The evaluation questions and what we intended to do with the responses have informed how the criteria domains were specifically interpreted and analysed.

**Principle Two:**

The use of the criteria has not been applied mechanistically. Instead, they were covered according to the needs of the relevant stakeholders, the context of the evaluation and the aim of ensuring alignment with the utilisation focused approach principles. Data availability, resource constraints, timing, and methodological considerations have also influenced how (and whether) a particular criterion has been

## 2.2. Evaluation Methods

The study adopted a purposive sampling strategy, deliberately selecting individuals from varying tiers of the PMA implementation process to ensure a broad and insightful representation of perspectives. This sampling method was particularly relevant as it targeted officials and stakeholders who had direct involvement or past engagement with PMA. Such a methodological approach aligns seamlessly with the evaluation team objectives, aiming to tap into the experience these individuals possess regarding PMA. By narrowing down to this specific group, the evaluation aims to procure first hand, pertinent insights crucial for assessing the program's execution and impact (Silverman, 2010). This strategy not only facilitated a detailed, descriptive, and interpretive analysis of the subject matter but also proved to be both cost-effective and time-efficient, especially given the limited population at our disposal (Wagner, 2012).

The style of interviewing employed in this evaluation was semi-structured interviewing, which started with a shortlist of topics to be covered and a general sense of what kinds of information are desired. Most interviews were conducted on the preferred online platform such as Zoom or Microsoft teams, which was a comfortable, non-threatening environment for the respondents. When interviews were conducted telephonically, the evaluation team had to make a particular effort to create rapport, especially in those instances where the interviewer and interviewee had not previously met. The fieldwork process was overseen by the DPME Evaluation Unit. Their involvement streamlined the document review process and effectively coordinated engagements with the chosen respondents, ensuring robust data collection and triangulation. Having the DPME Evaluation Unit at the helm simplified the process, serving as an authoritative avenue for arranging interviews. Additionally, several respondents directed the fieldwork team to pivotal documents and resources that significantly augmented and corroborated the evaluation's findings. The below table shows the people that were interviewed in this process:

**Table 1: No. of Interview Respondents per Organisation**

Organisation	No. of Respondents
DPME	11
OTP-Northwest	1
DOTP-Free State	2
OTP-Northern Cape	1
DOTP-Western Cape	2
OTP-Gauteng	1

### 2.2.1. Process of analysis

The collected data was analysed qualitatively through ATLAS.TI. The process of analysing qualitative data began by confirming the collected data by means of ensuring that all the pre-selected participants were interviewed with all questions answered and verifying if the pre-identified documents were analysed as per the evaluation criteria. In this evaluation, the process of collecting data was documented to ensure that each step is adhered to, and the process is followed to the end. Once the data was confirmed, detailed notes were made to decide on the valuable pieces of information as they emanated leading to decoding themes, creating categories and sub-categories.

The main aim of decoding was to allow the associated data and thematic ideas to be examined together and enable mapping of the patterns and connections towards comprehensive data analysis. These themes are then related back to the literature. Based on the results of both front-end and reverse-process analyses, a conceptual framework encapsulating the core themes from the study was developed, a basis of judging the value of the PMA. This was then checked and further substantiated through interviews and presentation of findings. The logic of using multiple methods in analysis is that different methods increase validity and dependability. The evaluation team believes that the crystallised reality in this evaluation is credible in so far as those reading our data and analysis will be able to see the same emerging patterns, which adds to the trustworthiness of this evaluation.

### 2.2.2. Ethical considerations

The rapid implementation evaluation of the PMA aimed to be transparent and accountable for the information provided by the respondents. Prior to every key informant interview, respondents were informed about the evaluation's objectives and were asked to voluntarily consent to proceeding with the interview. This step was crucial to guarantee that participants provided their consent after fully comprehending the evaluation's scope. Explicit agreements were sought and obtained in all interviews concerning ground rules related to attribution, such as whether respondents could be

personally identified or whether their responses could be quoted directly or paraphrased. This practice ensured an ethical and respectful approach to the data collection process.

## 2.3. Limitations of the evaluation

The evaluation process, while rigorous, encountered certain limitations. These limitations, along with the strategies employed to mitigate their impact, are detailed in the following paragraphs:

### 2.3.1. Timelines

The evaluation was undertaken within a constrained duration of three months, potentially influencing the depth and thoroughness of the data accumulation. Such a tight schedule might have limited opportunities to engage a broader spectrum of participants or to delve deeper during interviews or surveys. Moreover, owing to the constraints of time and resources, the assessment might not have facilitated rigorous validation or triangulation of data procured from varied sources or vantage points. While the current methodology does yield valuable insights into the intervention's performance, the levels of validity and reliability might not match those of a more expansive evaluation.

### 2.3.2. Sample Size

The sample size eighteen (18) of respondents involved in the evaluation might not fully represent the diversity of perspectives and experiences within the population of interest. Additionally, the composition of the sample could have influenced the outcomes and generalisability of the results.

### 2.3.3. Non-Responsiveness by Respondents

Some participants approached for the evaluation did not respond or engage fully, which resulted in a potential non-response bias. This could have introduced a level of self-selection, where only those with a specific inclination participated, potentially

affecting the representativeness of the gathered data. In cases of non-responses, the evaluation team sent follow-up emails where necessary. Some targeted respondents were contacted several times before setting up an interview time. These strategies worked in some cases and interviews were secured, but not in all cases.

In addition, the evaluation team continuously and systematically tracked all the information related to the fieldwork, including the names of people contacted, the stakeholder groups, the number of times people were contacted and progress of interviews. There were cases where the DPME was requested to intervene.

#### 2.3.4. Inadequate Information for Certain Questions

Due to the complexity of certain evaluation questions, some participants might have found it challenging to provide detailed or accurate responses. Insufficient contextual information or understanding could have hindered their ability to answer effectively, leading to incomplete or ambiguous data. In addition, some of the program documents arrived subsequent to the validation workshop, prompting the revision of certain segments within the evaluation due to the introduction of this fresh information.

#### 2.3.5. Response Bias

The responses collected might be influenced by various biases, including social desirability bias or response bias, where participants might provide answers that align with what they perceive as expected or desirable rather than their true opinions or experiences. Despite these limitations, the evaluation aimed to gather meaningful insights and inform decision-making to the best extent possible within the given constraints. These limitations provide valuable considerations for interpreting the results and understanding their potential implications.

## 2.4. Capacity Development element

A collaborative Theory of Change (ToC) workshop was orchestrated by the evaluation team in conjunction with the project implementation team. In this interactive session, the evaluation team facilitated an in-depth exploration of the diverse elements constituting the Project Management Approach's (PMA) Theory of Change. Through active engagement, the implementation team and program proponents were guided to discern and articulate the intricate interconnections within the ToC framework, fostering a collective understanding of the PMA's underlying theories and mechanisms.



## 3. Theory of Change

### 3.1. Overview of the existing theory of change and logframe

The PMA is strategically devised to strengthen frontline service delivery by implementing evidence-based monitoring and reporting practices. Its primary objective is to enhance accountability, transparency, and overall service effectiveness at the frontline of service delivery sites. While the PMA is distinct in its intentions, it operates as an integral part of the FM&S. As such the PMA functions as an instrumental component in realizing the broader objectives of the FM&S. This symbiotic relationship ensures that the PMA aligns seamlessly with and contributes significantly to the broader objectives of the FM&S.

The PMA theory of change outlines a structured pathway with interconnected outcomes and activities that contribute to this overarching goal. At the impact level, the PMA aspires to achieve improved service delivery, which, in turn, will contribute to increased citizen satisfaction and an enhanced quality of life. This impact is driven by several long-term outcomes, including the sustainability of improvements in service delivery systems.

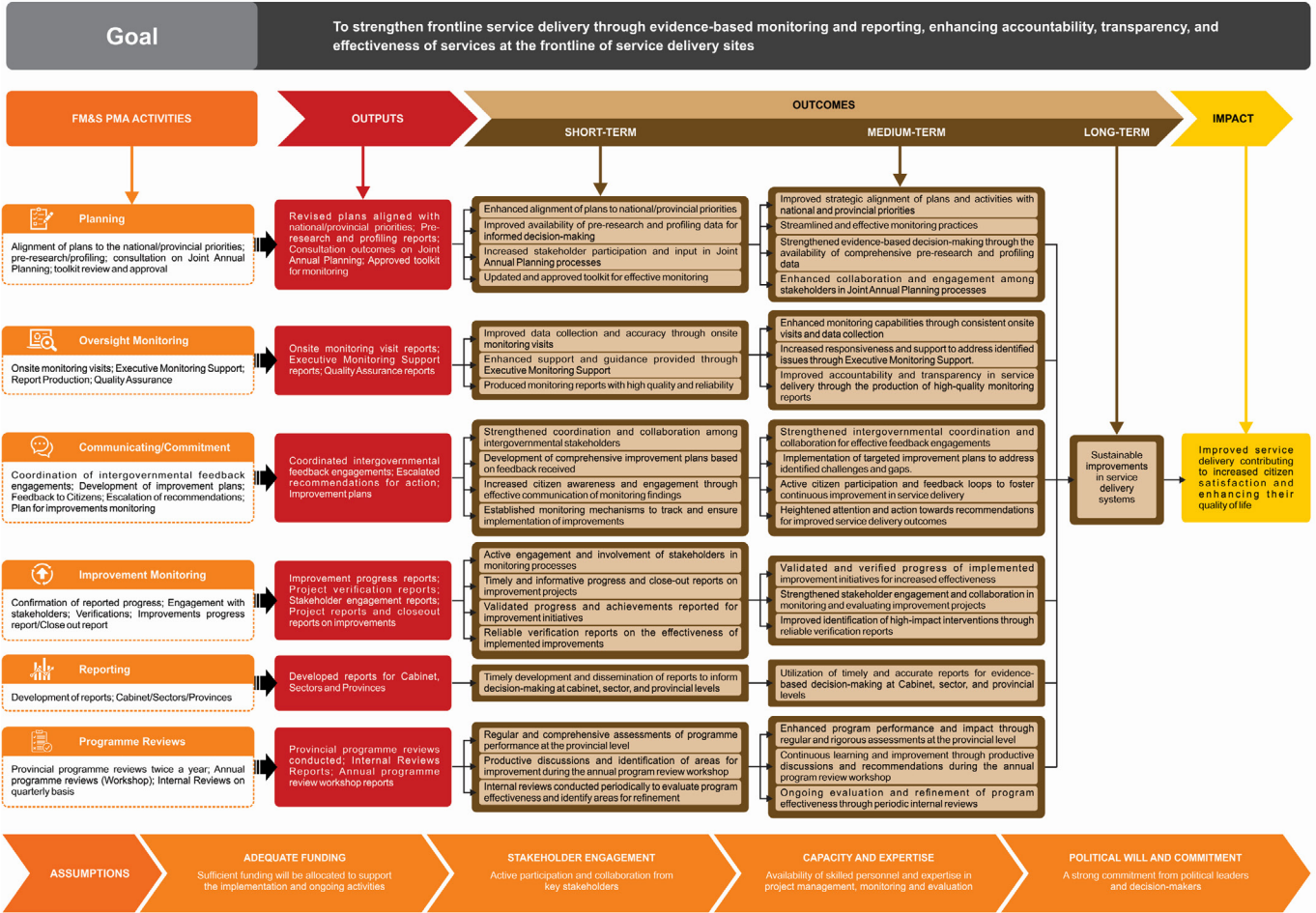
To reach this long-term outcome, the PMA focuses on multiple intermediate outcomes, each building upon the other. These include improved alignment of plans and activities with national and provincial priorities, streamlined monitoring practices, strengthened evidence-based decision-making, enhanced collaboration and engagement among stakeholders, improved monitoring capabilities, increased responsiveness to identified issues, and improved accountability and transparency through high-quality monitoring reports. Additionally, the PMA seeks to strengthen intergovernmental coordination, implement targeted improvement plans, promote active citizen participation, and ensure a heightened focus on recommendations for improved service delivery outcomes.

At the immediate outcome level, activities are undertaken to support these intermediate outcomes. Activities involve aligning plans with national and provincial priorities, ensuring the availability of pre-research and profiling data, engaging stakeholders in Joint Annual Planning processes, revising and approving monitoring toolkits, improving data collection through onsite monitoring visits, providing executive monitoring support, producing high-quality monitoring reports, coordinating feedback engagements, developing comprehensive improvement plans, enhancing citizen awareness, and establishing monitoring mechanisms. Furthermore, these activities ensure active stakeholder involvement in monitoring processes, timely and informative progress and close-out reports, validated progress and achievements of improvement initiatives, reliable verification reports, and the timely dissemination of reports to inform decision-making at different governance levels.

In addition, regular and comprehensive assessments at the provincial level, productive discussions, and internal reviews contribute to these immediate outcomes and provide the necessary feedback mechanisms for ongoing refinement and improvement. The outputs resulting from these activities include revised plans aligned with priorities, pre-research and profiling reports, consultation outcomes on Joint Annual Planning, approved monitoring toolkits, onsite monitoring visit reports, executive monitoring support reports, quality assurance reports, coordinated intergovernmental feedback engagements, escalated recommendations for action, and improvement plans.

The PMA theory of change operates under the assumptions that adequate funding will be available, stakeholders will actively engage and collaborate, there will be sufficient capacity and expertise in project management, monitoring, and evaluation, and there will be a strong political will and commitment from leaders and decision-makers. The theory of change provides a structured framework for understanding how the PMA aims to enhance frontline service delivery and improve the quality of life for citizens through evidence-based monitoring and reporting.

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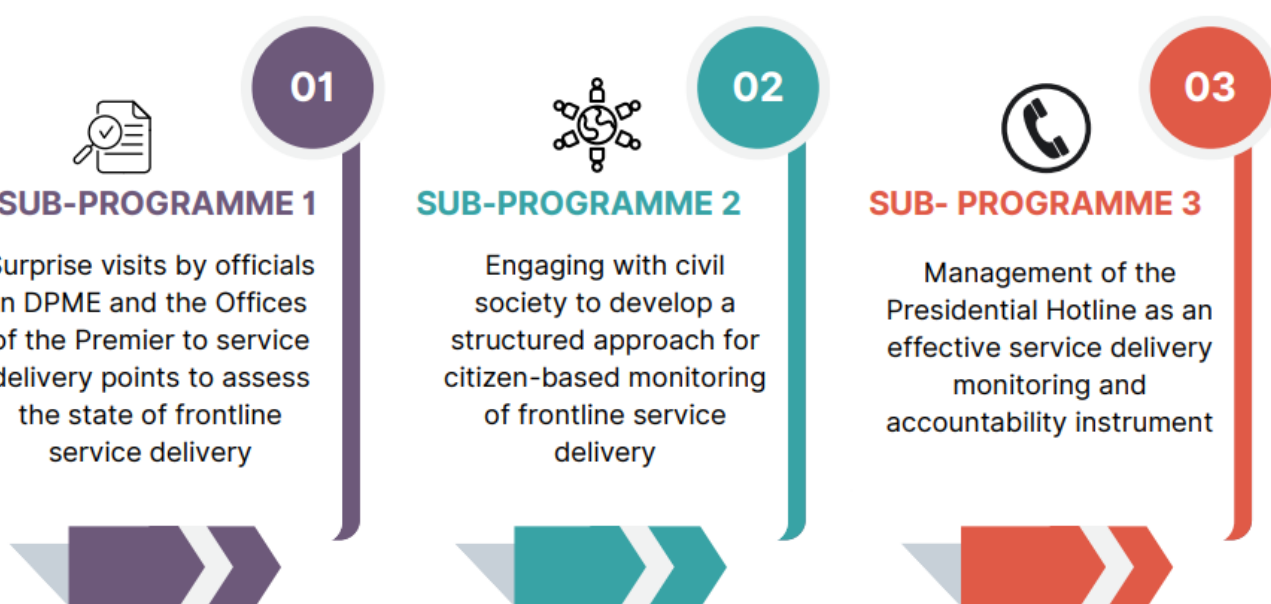


## 4. Literature review

The FSDM is a flagship programme of the DPME, established in 2011 with several successful engagements with Cabinet, Presidential Coordination Committee, as well as various portfolio committees. The FSDM is aimed at monitoring the quality-of-service delivery at the frontline by responding to a panoply of weaknesses in monitoring and evaluation (M&E) in particular “problems are not treated as an opportunity for learning and

improvement” and “M&E is regarded as the job of the M&E unit and not all managers”. It involves regular assessments, unannounced inspections, and evaluations of frontline service delivery facilities to ensure compliance with service standards, identify areas for improvement, and address challenges. The unannounced visits necessitate the use of the gotten evidence for quick and decisive decision making as well as for systematic change. In summary, the below diagram captures the major components of this program and how responsibilities are shared in ensuring equitable and efficient service delivery:

Figure 4: Components of Frontline Monitoring



The programme has also been successful in elevating M&E to strategic levels in certain sector departments, several of which have developed their own iterations of the programme. Since its inception in 2011, the FSDM, in collaboration with Offices / Departments of the Premier, has been monitoring public service facilities. The programme aims to catalyse service delivery improvements and highlight the importance of monitoring to sector departments and instil a culture of self-monitoring in these sector departments so that improvements to the quality of-service delivery is realised, with an overall aim of advancing planning, accountability, responsibility, and reporting through monitoring (DPME, 2016).

The implementation of the FSDM is done through unannounced monitoring visits in line with the department's mandate for monitoring frontline service delivery. Unannounced visits contribute to enhancing accountability among service providers. When service providers are aware that they can be monitored at any time, they are more likely to maintain consistent performance and adhere to established standards and procedures. However, this approach, promotes a culture of responsibility and accountability for delivering quality services. In addition, it is believed that unannounced visits provide an accurate and unbiased assessment of the actual conditions and quality of service delivery. Since the service providers are not aware of the

visit in advance, they cannot prepare or manipulate the situation. This ensures that the monitoring team gets a realistic picture of the services being provided, allowing for a fair and objective evaluation. DPME (2018), mentioned that unannounced visits help identify gaps, weaknesses, and areas of improvement in service delivery. By observing the actual operations and interactions, monitoring teams can identify inefficiencies, bottlenecks, non-compliance with standards or regulations, and other issues that may hinder effective service delivery. This enables targeted interventions to address the identified shortcomings.

Frontline facilities, also known as frontline service facilities, refer to the physical locations or establishments where direct interaction between

service providers and citizens takes place. These facilities are the primary points of contact for citizens accessing public services. Frontline facilities can be found in various sectors, including healthcare, education, social services, public administration, transportation, and more. A facility refers to a service point where frontline services are delivered directly to residents (DPME, 2019). Currently, the FSDM programme monitors the following types of facilities in all provinces: schools, clinics, hospitals, community health centres, police stations, the Social Security Agency of South Africa (SASSA) facilities, Home Affairs facilities, magistrates' courts, drivers' licence testing centres (DLTC) and municipal customer care centres (MCCC) (DPME, 2016h). It is important to note that the components of frontline service delivery monitoring include:

## Unannounced Monitoring Visits

Figure 5: Objectives of Unannounced Visits



Aims to improve the self-monitoring by departments of the quality of frontline service delivery



Monitoring results go to the Cabinet annually and also to responsible national departments

## Citizen-Based Monitoring

Citizen-based Monitoring (CBM) is an approach used to monitor government performance with a focus on the experiences of ordinary citizens for purposes

of strengthening public accountability and driving service delivery improvements. It places the citizen as an active participant in shaping what is monitored, how the monitoring is done and what interpretations and actions are derived from the data.

Figure 6: Citizen-based Monitoring Approach







Aims to improve the self-monitoring by departments of the quality of frontline service delivery



Monitoring results go to the Cabinet annually and also to responsible national departments

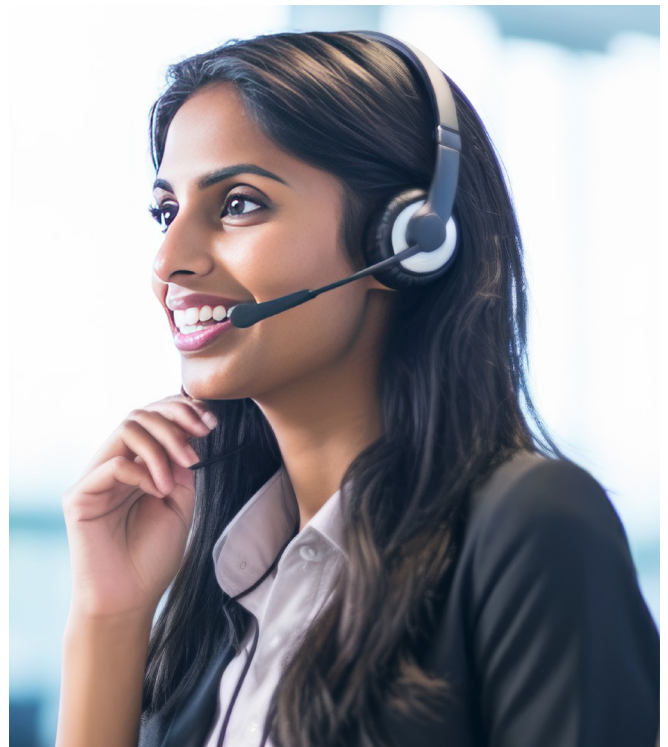
## Presidential Hotline

Figure 7: Objectives of the Presidential Hotline

-  Provides grievance mechanism for the public
-  Calls tracked for received vs resolved
-  Provides monitoring data on sector and geographical trends for complaints received.
-  Regular reports to Cabinet and HODs on performance

Management of the Presidential Hotline as the apex complaints system of government falls within frontline monitoring. It is connected through an electronic platform to all nine OTP and all national departments. It is a platform established for citizens to escalate their challenges to the President when all other complaints management systems have failed. It has a designated toll-free number (17737) and receives complaints from all over the country, working with national departments and Offices of the Premier to resolve the cases. The hotline monitors case resolution time and citizen satisfaction of the process and the outcome of the complaint.

The capacity to analyse emerging trends to the types of complaints reported has been developed, which includes disaggregating information to provincial, local government ward and facility level. To strengthen the scope and depth of frontline service delivery monitoring systems, there are coordinators appointed for each of the nine provinces.



## 5. Key Evaluation Findings

This section provides a synthesis of the key findings, insights, and results emanating from the evaluation and activities undertaken within the program. These findings were triangulated with the findings from the desk review (of project documents and relevant secondary literature) conducted by the evaluation team, in order to answer the evaluation questions regarding the relevance, effectiveness, efficiency, impact and sustainability of the PMA. Furthermore, it seeks to elucidate the accomplishments and prospective avenues with the PMA. By interacting with internal and external stakeholders, the evaluation team observed various contextual elements that either bolster or hinder the successful execution of the PMA. These factors also play a pivotal role in determining the enduring viability of the overarching approach.

Many of these factors are discussed in more detail in other sections of the review. The purpose of this is that any assessment of the project needs to take these factors into account and to understand the complex sector environment within which this project is taking place. The assessment of the PMA's effectiveness, and efficiency introduces the causal mechanisms that were envisaged to enact the change and an overview of the implementation framework, which highlights successes and challenges experienced by the programme in the process of implementing the PMA intervention.

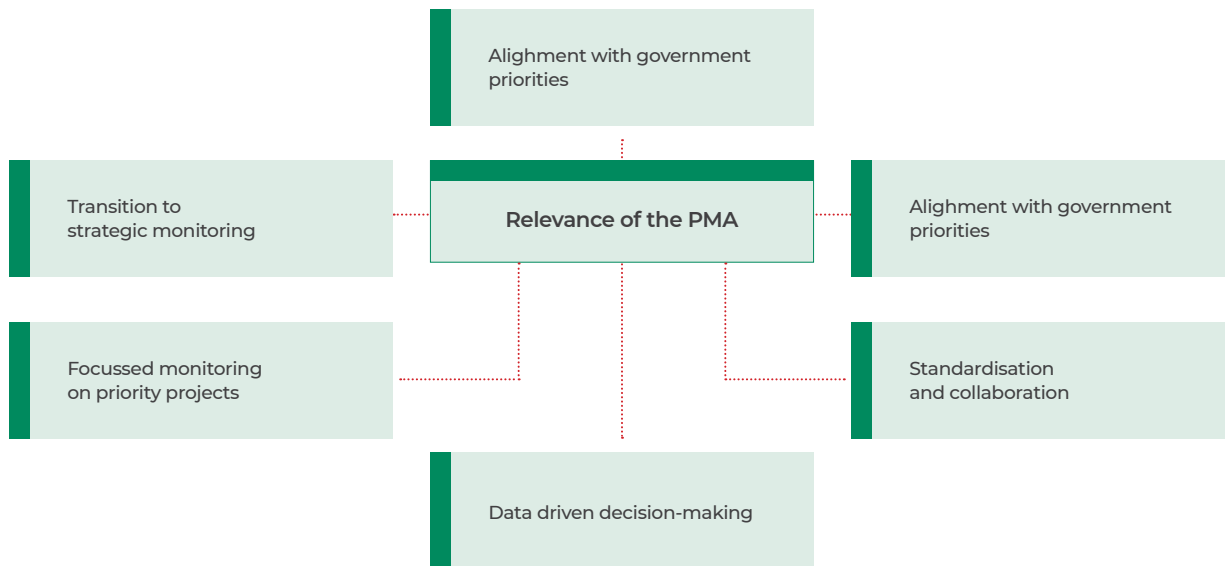
### 5.1 To what extent is the PMA relevant in Frontline Monitoring and Support?

Feedback from internal and external stakeholders highlighted that after the emergence of COVID-19 in 2019-2020, there was a shift in how the PMA was implemented. This change marked a move away

from traditional methods to a more strategic and results-focused way of monitoring. The challenges brought by the pandemic emphasized the necessity for adaptable and effective project management techniques to deal with the rapidly evolving situation. This approach led to a more focused use of monitoring resources, concentrating them on a single main project instead of spreading them across various sectors nationwide. The evaluation found that the key goal of this approach is to centralize monitoring efforts, which helps in gathering in-depth data on a specific topic. This, in turn, allows for quicker and more effective responses aligned with government priorities.

Regarding the relevance of the PMA to FM&S, individuals from different backgrounds were consulted. Those from the DPME provided detailed insights into why the PMA was adopted and its significance in frontline monitoring and support. These respondents indicated that the previous method of monitoring frontline services was no longer efficient, making the introduction of the PMA necessary. The network diagram below provides a visual representation of the interconnected themes that underscore the evaluation of PMA's significance in the context of FM&S. The FM&S plays a pivotal role in ensuring efficient service delivery and upholding government priorities. The PMA, designed to enhance government efficiency and service delivery, has introduced innovative approaches to resource allocation, data-driven decision-making, project-focused monitoring, standardization, and strategic collaboration. The network diagram serves as a visual guide to explore the relationships and dependencies among these themes, offering insights into the extent to which PMA aligns with FM&S objectives.

**Figure 8: Network diagram outlining the relevance of PMA**



While the PMA requires considerable human effort and time, it is crucial because it supplies in-depth contextual information, enabling more accurate and tailored recommendations to improve frontline service delivery monitoring. In addition, the evaluation found out that the PMA helps standardize work, remove department barriers, and encourage teamwork in frontline service delivery. Internal stakeholders had varied views on the PMA's goals. Some highlighted its shift from basic monitoring to strategic assessment aligned with government priorities and using scientific reporting tools. Others had limited understanding, seeing it mainly as a project-based approach. One of the respondents further mentioned that the initial approach to FM & S was too basic, like just ticking boxes. For instance, in healthcare facilities, checks were made for things like flushing toilets and hangers, but this didn't give a full picture of the facility's quality and effectiveness.

A respondent from the Office of the Premier highlighted that the PMA plays a crucial role in establishing a cohesive strategy for addressing government priorities. By breaking down barriers between departments, the PMA promotes more effective use of resources and encourages collaborative efforts among various units. This approach naturally aligns the PMA with frontline monitoring support, as it facilitates integrated and efficient operations.

To ensure uniformity across different provinces, the emphasis was placed on the need for strong coordination, which forms the foundation of frontline monitoring support. Consequently, the PMA is viewed as essential in achieving outcomes that align with government objectives. It also promotes a culture of efficiency and reliance on data-driven decision-making processes.

*"From what I understand and where we're coming from, we're trying to step away from the previous approach where we were doing a lot of just ticking the box, like going to a healthcare facility as an example, you check whether the toilets are flushing, you know those small things, whether those have hangers. So, there was no impact in terms of the monitoring. Hence, we had to shift to this approach." Respondent 3*



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Evaluators were keen to delve into the perspectives of internal stakeholders to grasp their understanding and views on the PMA and what it aimed to achieve. The above views corroborated with the views of one of the respondents from the DPME who avers that:

*"The PMA aimed to direct resources to key government goals, promote teamwork, and eliminate department barriers. It was essential to maintain uniformity across provinces through effective coordination. The PMA was viewed as a tool to achieve results, match government aims, and encourage efficiency and decisions based on data." - Respondent 1.*

The PMA was seen as a means of streamlining resources toward specific government priorities, enhancing collaboration, and breaking down departmental silos. To ensure consistency across provinces, effective coordination was deemed necessary. Overall, the PMA emerged as a strategic tool for driving results, aligning with government objectives, and fostering a culture of efficiency and data-driven decision-making within the organization.

As explained above, the transition from historical oversight monitoring to PMA was primarily aimed at facilitating efficient service delivery improvements that aligned with government priorities. PMA's value was emphasized in its ability to enhance the credibility of reports through consistent monitoring across provinces and the generation of comprehensive data. These views were supported by the below respondent:

*"I think the differences for me is that previously as I have indicated, different provinces were having different programs using different tools. The same as our province, we had our own tools. And now with the project management approach, the tools that has been used for those projects are being developed by the DPME based on the interactions also with national departments and the national principles of certain projects. Like for example the Early Childhood Development Centres, there was a big project on that, where 40 of these centres were visited in our province and the tools for that was developed by the*

*DPME also in consultation with the National Department of Basic Education. And I think the intention is that if we are utilizing the same tools and comparisons across provinces will also become easier whereas if every province is using the same tools and those comparisons are becoming very difficult." - Responded 4.*

The respondents collectively agreed that the PMA has enhanced operations and increased the relevance of Frontline Monitoring and Support (FM&S) to both departmental goals and national priorities. From a wider viewpoint, this consensus underlines the PMA's effectiveness in promoting efficiency and a more strategic focus within FM&S. As a result, the department has been able to allocate its resources more efficiently and significantly contribute to advancing the country's policy and developmental objectives. While the advantages of PMA were evident, there was also an acknowledgment of areas that required refinement, with initial planning being a focal point for improvement such as even though some participants spoke positively about the PMA and its significance, it was surprising to note that certain respondents, even those in managerial roles in various provinces, couldn't distinguish between the PMA and the original frontline monitoring method. They seemed unaware of the specific nuances and differences between the two approaches. This indicates a potential gap in knowledge dissemination or training, emphasizing the need for clear communication and education about the distinctive features and benefits of the PMA compared to previous methods. While acknowledged as resource-intensive, the approach was seen as essential for its rich contextual data, targeted recommendations, effective stakeholder management, and, ultimately, for addressing critical issues and improving government efficiency. In essence, PMA was perceived as a strategic tool to drive results, enhance departmental efficiency, and foster a culture of data-driven decision-making in line with government objectives.

## 5.2 How well does the PMA fit into the Frontline Monitoring and Support Programme?

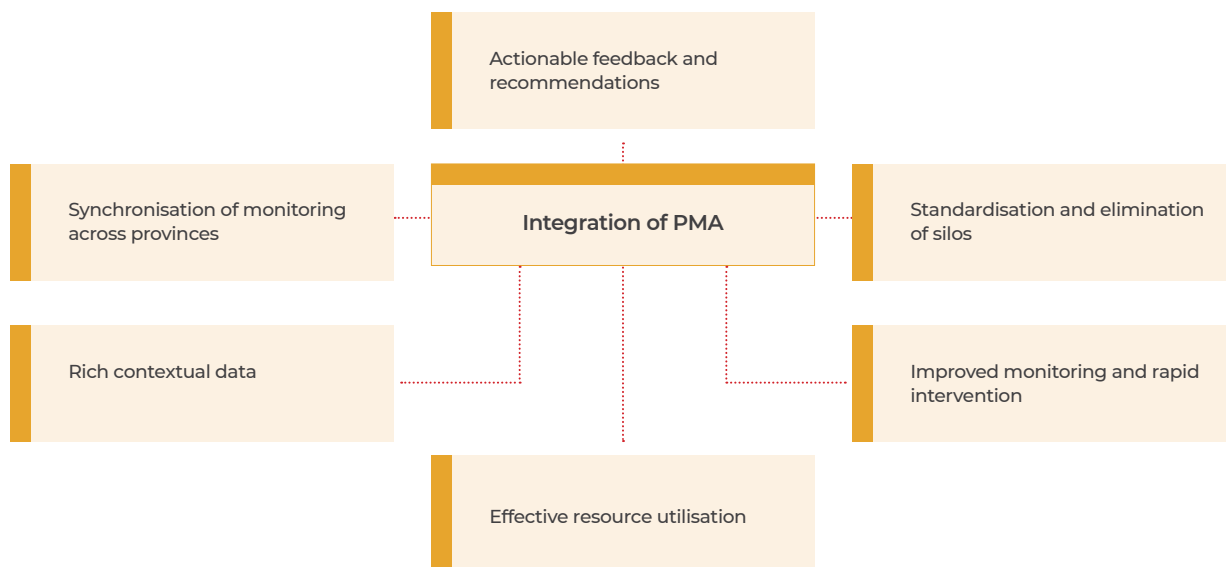
The evaluation revealed that at their foundation, the PMA and the FM&S share a common goal: to elevate the efficiency and effectiveness of government operations. The PMA is primarily focused on optimizing resource distribution, streamlining project management processes, and delivering meaningful reporting. This objective complements the FM&S's central objective, which is centered around effective and efficient monitoring and providing support for frontline services.

Both PMA and FM&S are designed to prioritize and enhance service delivery. They work in tandem to ensure that government projects are not only

well-managed and adequately resourced but also closely monitored for real-time effectiveness. This synergy between PMA and FM&S is crucial in facilitating a more responsive and accountable government structure. The PMA's emphasis on improving the planning, implementation, and reporting of projects dovetails with FM&S's goal of ensuring that these projects effectively meet the needs at the frontline.

The network diagram presented below offers a visual representation of the essential themes at the core of assessing the integration of the PMA into the FM&S. This evaluation revolves around the question of how well the PMA aligns with the FM&S, delving into themes of standardization and the removal of silos, efficient resource utilization, improved monitoring with swift interventions, the acquisition of rich contextual data, the generation of actionable feedback and recommendations, and the synchronization of monitoring practices across provinces.

**Figure 9: Network diagram outlining the integration of PMA**



Respondent 2 highlighted that even with the introduction of the PMA, the main goals and responsibilities of the FM&S program have stayed the same. However, some changes have been made to enhance the program. These include introducing a theory of change and a logical framework for

improved planning, creating toolkits tailored to each project's needs, and modifying reporting to focus on individual projects instead of the entire program. When asked if the PMA fits well into the FM&S, one of the respondents mentioned that:

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*"...yes, PMA ensures that resources are used effectively, and that monitoring is consistent and impactful. Thus, integrating PMA into the Frontline Monitoring and Support Programme can contribute to achieving the desired outcomes in a more structured and efficient manner."* – Respondent 5

It was quite evident from both the literature and the views of the internal stakeholders that FM&S traditionally relies on hands-on monitoring and real-time support to ensure that services are delivered as intended. These views were supported by one of the respondents from the Province that the PMA, by emphasizing efficient resource allocation and impactful sampling, complements this by ensuring that monitoring resources are used where they're most needed. The strategic concentration of resources allows FM&S to target its interventions more effectively, making the entire process more outcome oriented. With the incorporation of PMA, FM&S can expect richer, more contextual data from its monitoring exercises. This in-depth data can lead to more tailored support interventions, ultimately resulting in better service delivery outcomes. Furthermore, PMA's emphasis on weighty and impactful reporting aligns with FM&S's goal of providing actionable feedback and recommendations. However, one of the

respondents mentioned that for any approach like PMA to fit seamlessly into an existing program like FM&S, it should integrate smoothly at an operational level. This means that the tools, templates, and methodologies introduced by PMA should be easy for FM&S personnel to adopt and use. The transition should be smooth, with adequate training and support provided. This is evidenced below:

*"The real test of fit often lies in how ground-level stakeholders perceive the integration. If frontline staff, monitors, and other key stakeholders feel that PMA enhances their ability to monitor and support, without adding undue complexity, then it can be deemed a good fit."* – Respondent 7

The theme table created from the perspectives of various respondents provides a detailed and insightful look into how the PMA has been integrated into the FM&S. These themes collectively give an understanding of how well PMA and FM&S align and work compatibly. Key themes emphasize the synergistic relationship between the two, highlighting how their collaboration significantly enhances government efficiency and effectiveness in frontline service delivery



**Table 2: Theme Table for how PMA fits in FM&S**

Respondent	Key Themes	Sample Quotes
Respondent 6	Rich contextual data	The old approach was redundant, and PMA was necessary, although it demands significant human resources and time. The approach provides rich contextual data for more targeted recommendations.
Respondent 9	Effective resource utilization	PMA allows for efficient resource allocation and impactful sampling by concentrating resources on specific projects, leading to more weighty and impactful reporting.
Respondent 5	Synchronization of monitoring across provinces	I think it's important to make sure that things are aligned and standardized, and not different in every province. It's a national project, but if each province does its own thing, then it doesn't make sense. Standardization is key. PMA enhances the credibility of reports by allowing analysis across provinces, ensuring consistency in focusing on the same projects. It provides comprehensive information.
Respondent 1	Standardization and elimination of silos	The purpose of this project management approach? It was done with the idea that we were working in silos. So it's something like teamwork. It eliminates one from doing his own things and it standardizes the work that we are doing. So the purpose of it is for each province to implement the unit projects together in the same manner, in the same processes.
Respondent 2	Actionable feedback and recommendations	...you provide data to policymakers, provinces, and governments. Basically, nationwide data that provides insight for people to plan ahead and, you know, inform their decision-making.
Respondent 11	Improved monitoring and rapid intervention	You don't need to ask the facility manager; you have access to provincial or national offices who can deal with the challenges found on the ground.

### 5.3 Is the PMA achieving the objectives of the FM&S Programme?

The feedback from DPME's internal respondents' sheds light on a transformative approach to how service delivery sites are monitored across the country. Historically, the monitoring method was largely facility-based, where the emphasis was on sporadic visits to a selection of sites. This method, unfortunately, led to assessments that weren't always thorough or consistent. However, with the introduction of the PMA, there's a notable evolution from just focusing on facilities to adopting a project-based monitoring system. The COVID-19 pandemic also required a suitable and viable approach to FM&S

the suitability. The COVID-19 pandemic necessitated a fitting and effective approach to FM&S. The situation called for methods that were practical and capable of addressing the unique challenges posed by the pandemic. One of the respondents mentioned that:

*"In the face of unprecedented challenges, traditional methods might have fallen short, but the PMA's adaptability and robustness proved invaluable. The transition to PMA could be described as a response to evolving circumstances, notably the challenges posed by COVID-19. While some concept documents existed, the absence of a finalized comprehensive strategy suggested the adaptability of the documentation process." - Respondent 6*

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The PMA emphasis on standardization, collaboration, and data-driven decision-making made it particularly apt for managing the complexities and uncertainties of the pandemic. According to one of the internal stakeholders, when systems and processes needed to pivot quickly in response to changing circumstances, the PMA's approach ensured that responses were coherent, timely, and aligned with overarching goals. It showcased the need for flexible yet structured management frameworks in handling global crises. As detailed in question 5.1, the PMA prioritizes standardization in work processes, thus ensuring that all procedures follow a set protocol. This not only ensures uniformity but also promotes efficient collaboration, leading to interventions that are both comprehensive, resource efficient and timely. Furthermore, the responses highlight the significance of several components in the new approach. Firstly, the need to prioritize projects ensures that resources and efforts are directed towards initiatives of utmost importance. Secondly, the emphasis on data quality ensures that decisions are backed by reliable and accurate information. Lastly, the collaboration aspect of the PMA stands out. It emphasizes engagement at all tiers, from provincial administrators to national policymakers, thus ensuring a cohesive strategy.

The effectiveness of the PMA in achieving organizational goals was a consensus among respondents, with Respondent 1 providing a succinct summary of its multifaceted impact. The broad consensus revolved around how PMA enhanced efficiency and factual reporting within the department, serving as a catalyst for evidence-based decision-making. The quote below encapsulates the overarching sentiment

*"FM&S has contributed tremendously to the factual reporting of the department, enabling us to push for improvements and influence policy shifts," Respondent 1*

This statement highlights the pivotal role played by PMA in improving factual reporting, thereby enabling the department to drive enhancements in its planning processes and make a substantial impact on policy development. In general, the respondents acknowledged that the implementation of PMA led

to significant improvements in the department's operations. It not only streamlined processes but also raised the standard of factual reporting, fostering a culture of continuous improvement. This shift towards more precise and evidence-based reports empowered the department to engage with policymakers and government entities more effectively, influencing policy shifts with reliable data. This comprehensive impact underscored the significance of PMA in advancing the department's overarching goals and objectives.

The feedback regarding the efficiency and strategic positioning of the PMA resonated across respondents. It was widely acknowledged that PMA had streamlined operations and enhanced the strategic relevance of the FM&S within the broader context of departmental goals and national priorities. One respondent summarized this collective sentiment by noting:

*"We have been able to be more relevant and strategically positioned, although we need to strengthen our initial planning." Respondent 2*

The above statement encapsulates the prevailing view that PMA not only optimized resource utilization but also elevated FM&S's alignment with organizational objectives and the nation's strategic priorities. In a broader perspective, the consensus among the respondents highlighted the PMA's role in improving efficiency and fostering a more strategic orientation within FM&S. This, in turn, contributed to the department's ability to channel its resources effectively and advance the nation's policy and developmental agenda. While the advantages of PMA were evident, there was also an acknowledgment of areas that required refinement, with initial planning being a focal point for improvement.

The overall perspective shared by respondents underscores the positive outcome of the PMA on the department's ability to conduct oversight and produce comprehensive reports. Respondent 5 expressed this sentiment, emphasizing that PMA significantly expanded the department's capacity for assessing critical areas and generating comprehensive briefing reports. The respondent stated:

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*"PMA enables us to do a better job at assessing critical areas, contributing to the initiative's initial goals." Respondent 5*

The consensus among the respondents indicates that PMA was instrumental in transforming the department's approach to oversight and reporting. With the implementation of PMA, the department was better equipped to provide political executives with in-depth and well-informed briefing reports for their oversight activities. This enhanced capability was seen as pivotal in advancing the initial goals of the FM&S initiative, as it facilitated more effective and data-driven assessments of areas crucial to the department's mission. Respondents recognized that the contributions of PMA toward improving oversight and comprehensive reporting were essential for aligning the department's activities with the overarching objectives of the FM&S initiative.

This refined approach dovetails with the government's overarching goals of tackling expansive societal issues and guaranteeing top-tier services to its citizens. It's crucial to note that while the PMA marks a departure from the old ways of monitoring service delivery, it doesn't completely abandon them. There's an evident overlap, ensuring continuity. This amalgamation emphasizes that while innovation is vital, maintaining the quality and standard of services remains paramount. In essence, the PMA not only modernizes the monitoring process but also reinforces the government's commitment to excellence and consistent service delivery thus by achieving the objectives of the FM&S Programme.

Despite success stories of the PMA, several respondents cited some areas requiring attention from the program management as the responses from stakeholders present a mixed picture concerning the communication of the PMA goals and objectives. Several insights emerge from the feedback, pointing to potential areas of improvement in communication strategies. Conversely, some of the respondents also pointed out the resource challenges it brings. PMA's rigorous monitoring requirements create a demand for more human and financial resources at the provincial level. The administrative workload has increased significantly, with high-level holistic reports sometimes lacking

specific details. This situation places additional strain on limited provincial resources and capacity. The example of monitoring ECDs demonstrates the need for more detailed reporting and improvement plans. One of the respondents noted that the high-level reports generated by the DPME may not provide enough specificity about where problems occurred. To develop meaningful improvement plans, stakeholders require more detailed information on the nature of issues, potential solutions, timeframes, and responsible parties. Without this granularity, improvement efforts may be less effective.

*"I think it's positive and negative. Positive is the fact that we are linking up to a greater country type of vision for frontline service delivery monitoring... It's very positive. But what is negative is that it creates more need for resources in provinces... It creates more administrative work... It's discussions that we need to have further with DPME as well... So, if you look at what is happening in reality on the ground level, it is something else." - Respondent 12.*

One of the respondents emphasised that the PMA has effectively dismantled departmental silos and fostered collaboration among teams. However, the respondent also highlighted the imperative of enhancing project planning to prevent overlapping endeavours. The respondent succinctly stated:

*"We've succeeded in breaking down silos, but we need to refine our planning to avoid project overlaps." Respondent 4*



Another respondent further contributed to the discussion by shedding light on the limitations of the PMA. Despite its notable contributions to the overarching goals of the initiative, it faces constraints in comprehensively addressing all priorities. The respondent aptly pointed out that:

*"PMA contributes significantly to overarching goals but can't cover all priorities, like low-sharing."* **Respondent 6**

These challenges underscore the evolving nature of the initiative and emphasize the need for adaptability and ongoing refinement in the project management approach.

Internal respondents largely acknowledged that PMA has positively influenced efficiency, factual reporting, and strategic positioning within the department. However, they also recognized the need to address challenges related to planning, overlapping projects, and limitations in coverage. These responses collectively suggest that PMA has made a valuable contribution to the FM&S initiative's goals while indicating the potential for refinements in specific areas.

## 5.4 How well are resources (human and financial) being utilised in the PMA?

In an era where rapid, informed decisions are essential for societal well-being, the demand for strategic management tools in governance cannot be overstated. The several engaged literatures directs that the PMA, especially within the realm of frontline monitoring and support, presents itself as a transformative approach that promises not

just improvement in governance but a palpable impact on frontline services monitoring. Internal respondents largely acknowledged that PMA has positively influenced efficiency, factual reporting, and strategic positioning within the monitoring of service delivery. However, they also recognized the need to address challenges related to planning, overlapping projects, and limitations in coverage. These responses collectively suggest that PMA has made a valuable contribution to the FM&S initiative's goals while indicating the potential for refinements in specific areas.

According to the interviewed DPME officials, PMA aims to improve government efficiency and service delivery challenges in key focus areas such as health, education etc ensuring the government is effective and efficient in its role. PMA allows for efficient resource allocation and impactful sampling by concentrating resources on specific projects, leading to more weighty and impactful reporting. This transition was not merely a change in processes but rather an ambitious effort aimed at elevating service delivery to align better with key government objectives. Historically, oversight monitoring played a pivotal role in ensuring that governmental actions adhered to established guidelines and procedures. However, as the demands and expectations of governance grew more complex, the need for a more adaptive, proactive, and comprehensive monitoring mechanism became evident.

The table below encapsulates critical themes and insights from various respondents concerning resource management within the PMA. These insights provide a comprehensive view of the challenges and opportunities surrounding resource utilization, emphasizing the need for efficiency, project-specific approaches, addressing human resource constraints, managing financial implications, enhancing training efforts, and fostering a more strategic focus for effective resource utilization within the PMA.

**Table 3: Theme table for utilisation of resources**

Theme	Respondent	Quotes
<b>Efficiency and Streamlining</b>	Respondent 6	I don't think we necessarily have enough people, but if we change the approach slightly, we might be able to work more efficiently with the resources that we have. The best approach may be to streamline our resources so that we become more effective.
<b>Project-Specific Resource Allocation</b>	Respondent 4	The training happened on the basis of specific projects... Training had to be then customized accordingly. So training is always built into a specific project that we are embarking on now.
<b>Human Resource Constraints</b>	Respondent 2	There are challenges of human capacity and budget constraints that we need to address. We face issues with human resources in rural provinces. We also have a skills mismatch and need to find ways to streamline our resources.
<b>Resource-Intensive Data Collection</b>	Respondent 5	The approach is financially intensive, especially in terms of travel and accommodation costs.
<b>Training Gaps</b>	Respondent 1	While we receive some training, there should be more comprehensive training. Training gaps exist, and there is a need for additional training.
<b>Financial Resource Constraints</b>	Respondent 7	We face financial constraints, particularly in terms of travel and subsistence expenses. Financial resources need to be managed, especially in relation to human resources.
<b>Strategic Focus</b>	Respondent 11	The overwhelming workload is a result of activities outside the joint plan. A more strategic focus is required. Strategic resource allocation and a streamlined approach may lead to more effective utilization.

The respondents' quotes collectively reveal a complex interplay of challenges and opportunities regarding resource utilization within the Project Management Approach (PMA). These perspectives highlight the need for a more efficient and strategic approach to resource allocation. Respondents acknowledge constraints in human resources and budget limitations, particularly in rural provinces, which necessitate finding ways to streamline and optimize available resources. The resource-intensive nature of data collection, mainly driven by significant travel and accommodation expenses, underscores the importance of prudent financial management to ensure sustainable operations. Training gaps

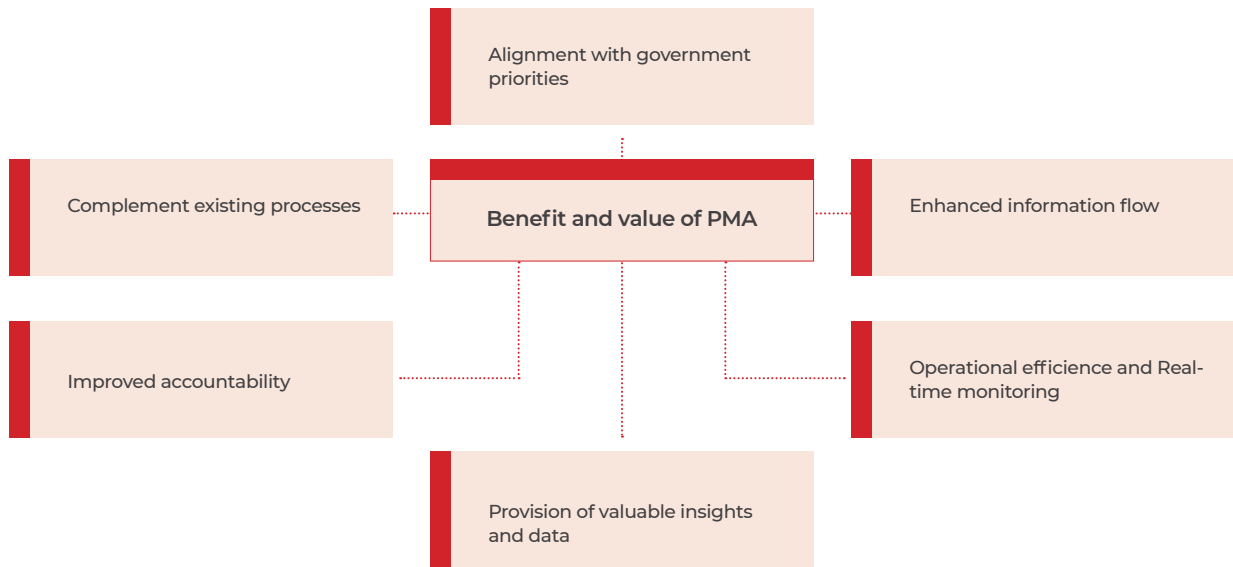
are recognized as an area where improvement is needed to enhance the skills and knowledge of those involved in the PMA.

The responses emphasize the importance of resource efficiency, a strategic focus on allocation, and the necessity of comprehensive training to address current gaps. Furthermore, effective financial management is crucial in light of budget constraints. Overall, these insights underscore the need for a more streamlined and strategic resource utilization approach within the PMA to maximize its effectiveness and impact.

## 5.5 Is the PMA beneficial or adding value to the stakeholder's business strategies?

In evaluating whether the PMA framework added value to stakeholders' business strategies, it became evident that the responses from external stakeholders revealed a nuanced perspective. The PMA was generally perceived as a valuable tool, aligning with the broader national vision for frontline service delivery monitoring.

Figure 10: Network diagram outlining the benefits and values of PMA



Respondents acknowledged its potential to enhance the flow of information, improve accountability, and provide valuable data within their respective domains. However, the overarching concern voiced by these stakeholders consistently revolved around the challenges imposed by resource constraints. Limited resources, encompassing financial and human capital, were emphasized as a significant barrier to realizing the full potential of the PMA. Respondents pointed out that while the PMA offered valuable insights and data, its effective implementation necessitated additional resources that were often unavailable. This, in turn, hampered their capacity to collect, analyze, and act upon the information provided by the PMA. Illustrating this predicament, one respondent commented:

*"It created more need for resources in provinces, which we didn't always have. So our resources spread more thinly." Respondent 14*

This observation underscored a central theme throughout the feedback – that the PMA's potential benefit may have been stifled by the resource limitations faced by stakeholders, thereby preventing them from harnessing its full value.

The alignment of the PMA with the needs and expectations of stakeholders and beneficiaries presented a mixed picture. While some respondents, such as the respondent from DOTP Free State,

suggested that the PMA aligned to a certain degree with stakeholders' interests, this alignment was often tempered by the recognition of the resource-constrained environment in which they operated. Their comments reflected the delicate balancing act that stakeholders had to perform, leveraging the PMA's capabilities while working within the limitations of available resources. In contrast, others expressed a high degree of alignment between the PMA and their ongoing monitoring activities. This alignment was particularly important as it ensured that the PMA approach did not conflict with existing practices and processes. They rated the PMA highly, emphasising the seamless integration and its ability to complement their current efforts. Furthermore, specific aspects of alignment or misalignment were discussed in detail. Respondents stressed the importance of effective stakeholder engagement and the involvement of relevant departments in the assessment process. They called for coordination and a focus on avoiding duplication of work, promoting efficiency in resource utilisation, and ensuring that the PMA effectively complemented existing monitoring activities.

When assessing the overall benefit and value of the PMA to their business strategies, the respondents' ratings varied. Some rated it as beneficial, acknowledging its positive impact but also highlighting areas where improvement was needed. Others rated it highly, suggesting that the PMA had already proven its worth and was closely aligned with their business strategies. These differing perspectives on the degree of alignment with organisational needs and the potential for resource allocation and collaboration underscored the complexity of evaluating the PMA's overall benefit to stakeholders' business strategies.

The evaluation found that the PMA framework presented valuable opportunities for stakeholders. However, it came with a set of resource challenges that needed to be addressed to unlock its full potential. Achieving alignment with organizational needs, streamlining resource allocation, and fostering effective collaboration were key to fully realizing the value that the PMA could bring to stakeholder business strategies. While the PMA had the potential to significantly enhance the efficiency and effectiveness of service delivery monitoring, stakeholders were often constrained by resource

limitations. Achieving a balance between recognizing the PMA's potential and addressing these challenges became a central theme in the feedback received. The PMA's alignment with stakeholders' needs also presented a mixed picture, with some stakeholders finding it partially aligned, given their resource-constrained environment, while others reported a high degree of alignment, especially when the PMA complemented their existing monitoring processes. The discussion emphasised the importance of effective stakeholder engagement, departmental involvement, and coordinated efforts to maximise the PMA's value. Furthermore, while some stakeholders rated the PMA as beneficial, others considered it highly beneficial, highlighting its potential and positive impact on business strategies. In the end, the PMA's value depended on the extent to which stakeholders could overcome resource constraints and fully integrate it into their strategic decision-making processes.

One of PMA's standout qualities is the PMA emphasis on the credibility of reports. Instead of disparate and sometimes inconsistent monitoring across provinces, PMA provided a harmonized approach. This consistent monitoring ensured that the data generated was not just voluminous but also consistent across the board, thus adding an unprecedented layer of credibility and efficiency to the resultant reports. Moreover, the data procured through PMA is not generic. It provides rich contextual insights, painting a clearer picture of the ground realities. Such detailed information, while resource-intensive to procure, proved invaluable. It ensured that the recommendations derived were not based on broad strokes but tailored to address specific issues in particular contexts.

The evaluation also found out that stakeholder management is another area where PMA showcased its strengths. Effective governance is not an isolated activity but a collaborative effort involving various stakeholders. PMA's approach ensured that these stakeholders were not just consulted but were active participants in the governance process. This inclusive approach not only made the processes more transparent but also ensured a broader consensus on decisions made. At its core, PMA was envisaged as more than just a monitoring tool—it was a strategic instrument designed to drive tangible results. Its focus was not just on identifying

issues but on deriving actionable insights to address these challenges effectively. By concentrating on these actionable insights, PMA aimed to bolster departmental efficiency. A notable strength of the PMA is its capacity to generate evidence-based reports that cater to the needs of an evidence-driven department, as emphasized by Respondent 2.

*".....generating reports that are more specific to certain projects and you've already said that you work in an evidence-based department. So, you provide data to policymakers, provinces, and governments. Basically, nationwide data that provides insight for people to plan ahead and, you know, inform their decision-making."  
- Respondent 2*

## 6. Conclusion

In line with the DAC criteria, this evaluation assessed the findings against relevance, coherence, effectiveness and efficiency. Additionally, the evaluation sought to identify emerging outcomes that may not have been explicitly outlined in the initial criteria but proved significant in understanding the overall impact and implications of the PMA within the FM&S.

### 6.1 Relevance

Despite being implemented during the peak of the COVID-19 pandemic, the implementation team has made significant progress in enhancing Frontline Monitoring through the PMA approach. It was observed that some of the internal stakeholders had found the previous approach redundant and had been yielding obsolete results over time. This realisation prompted the development of the new approach. Other concerns that were raised from the previous approach included generic results due to its blanket approach to various sectors across the country and lack of specificity in monitoring interventions.

It is therefore commendable that PMA has managed to address these problems. Most internal respondents have acknowledged that decision-making within the targeted sectors has improved due to the provision of real-time data. Additionally, the approach has been able to demonstrate its capability in providing specific information and insights in targeted sectors such as basic education and transport. This therefore reveals that the approach is strongly relevant in

Frontline Monitoring and Support. However, it's important to note that the approach still lacks a well-defined program theory and comprehensive documentation that can be easily shared with both internal and external stakeholders. This gap in information dissemination has resulted in some external stakeholders having little to no confirmed understanding of the PMA and its implementation. This lack of awareness and clarity could potentially hinder the effectiveness and broader acceptance of the PMA, highlighting the need for improved communication and documentation strategies.

### 6.2 Effectiveness

It is worth highlighting that PMA has undertaken various strategies such as the conduction of meetings, on-site visits and reports with external stakeholders, as confirmed by both internal and external stakeholders. A notable example is the Department of Education, where the eradication of pit latrine toilets in most schools across the country has been a success through the implementation of the approach. Furthermore, the introduction of an online booking system for the department of Transport Services in Gauteng, further demonstrates that there has been significant progress in delivering the approach's outputs to ensure there is improvement in FM&S. Whilst these achievements reveal PMA's level of effectiveness, it should be noted that some external stakeholders raised concerns about the prioritisation of the targeted sectors as they felt they were not a province or district priority. While affirming the relevance and effectiveness

of PMA, it is crucial to contemplate sustainable methods for its advancement. Insufficient human resources in various districts and provinces, along with the absence of robust digital reporting systems, might hinder the realisation of its full potential. Furthermore, the lack of consistency in training and programme documents may affect the implementation of PMA. It is therefore critical to address the concerns and challenges currently faced with the approach to ensure it is sustainable for both the DPME and the provinces.

## 6.3 Efficiency

Most internal stakeholders indicated that there was adequate human capital required for the implementation, and they commended the effective management of resources, considering the demanding nature of the work. Additionally, some internal stakeholders revealed that the department was promoting a collaborative approach with staff members working beyond their designated districts or provinces. However, there appeared to be a discrepancy regarding staff training. While some reported receiving training, others confirmed they had never been trained on the approach and were selected based on their experience and expertise. Furthermore, the shortage of essential equipment and protective clothing during fieldwork was a concern raised by both internal and external stakeholders. In conclusion, PMA has demonstrated effective resource management, but it is crucial to address the raised concerns, particularly regarding staff training and the provision of necessary equipment and protective clothing.

## 6.4 Emerging Outcomes

Considering DPME's mission to "develop and coordinate evidence-based planning, monitoring, and evaluation of developmental outcomes and impact," it becomes imperative for PMA to guarantee the reliability of the data and information gathered and presented. This ensures that policymakers receive trustworthy information to make informed decisions that ultimately impact the political, social, economic and environmental livelihoods of the nation. This has already been proven by the significant changes PMA has brought in the targeted sectors thus far. Furthermore, the acknowledgment of an ongoing shift toward a digital platform for data collection, management, and reporting, as indicated by internal staff, reflects a strategic shift that holds the potential to enhance efficiency and align with the broader objectives of the department.

In summary, the implementation of the PMA has led to substantial improvements in the quality of data for priority sectors. By providing a framework for generating specific data, the PMA has improved decision-making and frontline monitoring processes. Additionally, it has effectively dismantled departmental silos, encouraging collaboration among stakeholders across most provinces. However, despite these positive aspects, PMA faces challenges related to comprehensive planning, documentation, and resource adequacy. The approach has also contributed to project overlap and discord concerning sector priorities.



## 7. Recommendations

Within the course of the evaluation, several critical challenges and concerns emerged, necessitating a comprehensive set of recommendations to strengthen the PMA within FM&S. These recommendations are aimed at optimizing the alignment of PMA with FM&S objectives, enhancing efficiency, transparency, and effectiveness in frontline service delivery.

The table below presents an overview of the identified challenges and the corresponding recommendations for addressing them. The range of challenges, from the lack of comprehensive documentation to communication issues, provision of staff training, and resource constraints, calls for multifaceted strategies that encompass policy enhancements, stakeholder engagement, and capacity development.

**Table 4: Recommendations**

Challenge/Concern	Recommendation
<b>Lack of a clearly defined Theory of Change</b>	<p><b>Adapt and adopt the Theory of Change (ToC) –</b></p> <p>Within the next three months convene an inter-agency workshop to collectively review the theory of change prepared by the evaluators. Review the objectives, actions, timelines, and responsibilities to which DPME and the implementing partners can agree on. This will allow for a more considered approach to ensure that stakeholders work together in a coherent way to achieve a common goal, that is clearly measurable and within the remit of the DPME. This process would allow all PMA parties to agree on the assumptions underpinning the outputs, outcomes, and impact, which in turn would enable better planning and more effective monitoring. Interventions can be divided into short-, medium- and long-term timelines to assist with planning and monitoring and evaluation.</p> <p>A clear theory of change should provide a more coherent roadmap for understanding what change is expected through the implementation of the PMA and could detail specific steps that need to be taken to achieve the desired outcomes. A theory of change should also help to clarify the underlying assumptions and strategic understandings about how the change will happen and should enable the PMA partners to identify clear strategies and interventions that are most likely to be effective in bringing about the desired change.</p>
<p><b>Lack of comprehensive documentation</b></p> <p>Although it's established that Frontline Monitoring and Support has an established Monitoring Framework, there is currently no comprehensive documentation tailored specifically for PMA</p>	<p><b>Development of programme documentation.</b> DPME to develop comprehensive documentation that incorporates the programme theory. Creating comprehensive documentation and a clear programme theory for the PMA would enable the DPME to efficiently disseminate information to various stakeholders about the approach and its implementation. Moreover, well-structured programme documentation would offer clear insights into the goals and objectives of the PMA, enhancing understanding and alignment among all involved parties. This step is crucial for ensuring that stakeholders are not only informed but also engaged and committed to the approach, thereby maximizing its effectiveness and impact.</p>
<b>Lack of Cohesive Planning</b>	<p><b>Comprehensive Plan.</b> To mitigate project overlap and ensure the prioritization of key initiatives within districts or provinces, it is advisable to develop and communicate a comprehensive plan as part of the approach. This will enhance coordination among stakeholders and prevent the oversight of specific priorities. Planning can be improved through capacity-building workshops and constant communication with other stakeholders.</p>

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Challenge/Concern	Recommendation
<p><b>Communication among stakeholders</b></p>	<p><b>DPME to strengthen communication channels.</b>                      The DPME already adopts a collaborative approach in its interactions with the Office of the Premier (OTPs) and Department of the Premier (DoTPs). However, enhancing communication through ongoing engagements with the relevant Heads of Departments (HODs) could further improve this collaboration. Such continuous interactions would offer external stakeholders a platform to voice their concerns, including issues related to varying priorities and the shortage of human capital. In addition, engaging directly with HODs can help in aligning objectives, understanding unique challenges, and ensuring that the DPME's strategies are responsive to the actual needs and conditions of different departments and stakeholders.</p>
<p><b>Provision of staff training</b>                      The evaluation revealed that there was a lack of consensus regarding the provision of training of PMA. Although it is an extension of the ongoing work being conducted in FM&amp;S, it is crucial that the different stakeholders involved in the implementation are aware of the necessary procedures</p>	<p><b>DPME should continuously provide staff training and recurrent training sessions.</b>                      Offering refresher courses allows stakeholders to update and deepen their understanding of various concepts of the PMA. This approach is crucial in preventing complacency and ensuring that everyone involved remains current with the latest methodologies, technologies, and best practices</p>
<p><b>Inadequate resources</b></p>	<p><b>Strengthen PMA resources.</b> While the DPME were commended for supplying human resources to resource-scarce provinces, the department should consider innovative approaches that avoid overextending provincial resources. The integration of digitalization into certain ongoing tasks, such as data collection, could be paramount. This would not only help alleviate the human resource shortage but also enhance the potential for real-time data provision. Furthermore, the department needs to ensure that the stakeholders have adequate resources such as protective clothing for specific site visits.</p>
<p><b>Generation of high-level reports</b></p>	<p><b>Revision of DPME Reporting Templates.</b> To guarantee that the reports derived from the data collected through this approach are both specific and timely, it might be necessary to amend the reporting template. This adjustment aims to further prevent the generalization of results and, instead, facilitates the provision of detailed information for any raised concerns.</p>

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# Annexure 2: Evaluation Instruments

## Rapid Implementation Evaluation Data Collection Instruments for Frontline Monitoring and Support Project Management Approach

To effectively evaluate the rapid implementation of the Frontline Monitoring and Support (FM&S) Project Management Approach (PMA), data collection instruments need to be developed for internal, external stakeholders and the beneficiaries.

These instruments will capture information about their experiences, opinions, attitudes, processes, and behaviours related to the implementation of the PMA. The data collection instruments will include a set of questions intended for stakeholders who have participated in the PMA. These data collection instruments were developed based on a comprehensive literature review, which identified the important variables that need to be tested in relation to the implementation of the PMA.

## 1. Internal Stakeholders Instrument

### Instructions

Thank you for participating in this qualitative evaluation. Your feedback and insights are vital in assessing the effectiveness of the PMA.

Please be assured that your participation is voluntary, and you have the right to withdraw at any stage of the interview without providing a reason. Your decision to participate or not will not impact any current or future interactions with the DPME.

The interview will take approximately 45 minutes to complete, and we encourage you to provide detailed responses wherever possible. Your candid feedback is of immense value to us and will contribute significantly to shaping the PMA. Your responses will be treated as confidential, and they will be used exclusively for the purpose of this evaluation.

### Section 1: General Information

Name:

Department/Role:

Date of Interview:

### Section 2: Design Elements

1. Briefly describe your understanding of the PMA and its objectives.
2.
  - a) What is your perception of the significance and purpose behind the implementation of the PMA?
  - b) How do you understand the rationale for its introduction, and what value do you believe it brings?
3.
  - a) What is the previous approach taken by the Frontline Monitoring and Support Programme when monitoring service delivery sites nationwide? What were the results thereof?
  - b) How does the PMA differ from previous approaches that were utilized?
  - c) In what distinct ways has the PMA introduced changes or improvements compared to the methods employed in the past?

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4.
  - a) Describe the PMA's implementation process, communication strategy, and measurement mechanisms?
  - b) Is there comprehensive documentation available, and do all stakeholders share a consistent understanding of how the approach should function?
5. How would you describe the performance of the PMA to the overarching goals and objectives of FM&S initiative?
6. Were the objectives of the PMA effectively communicated to all relevant stakeholders of the FM&S programme (i.e. Departments, Municipalities, Communities, etc.)?
7. To what extent were you informed about the PMA before its implementation? (Scale: 1 - 5)  
1 = Not informed at all  
5 = Fully informed  
Briefly explain your rating?
8. In your opinion, what are the main strengths of the PMA? Please provide examples.
9. Are there any specific challenges or shortcomings encountered during the implementation of the PMA? If yes, please describe them in detail.

### Section 3: Project Management Approach

1. Describe the monitoring systems employed by the PMA in relation to the Frontline Monitoring and Support Programme's work plan?
2. Does the PMA adequately address potential challenges that arise during oversight/monitoring process? If yes, please provide examples of how it was addressed.
3. Were frontline staff provided with sufficient training and support to implement the monitoring activities effectively using the PMA? If not, what improvements could be made in this regard?
4. Could you provide information on whether any stakeholder mobilization was undertaken and, if so, could you elaborate on the methods and processes used for achieving buy-in to the proposed approach?

5. Did you receive adequate support and guidance during the implementation of the PMA? (Yes/No)
6. How well did the PMA adapt to unexpected changes or developments during the implementation process?
7. How would you describe the level of collaboration and coordination among different departments/municipalities/teams (i.e. stakeholders) involved in the PMA?

### Section 4: Feedback and Suggestions

1. In your view, what has been the effect of the PMA on the quality and accuracy of monitoring activities compared to previous approaches?
2.
  - a. Could you provide a detailed account of a specific project in which you have implemented the PMA?
  - b. Please describe how the implementation unfolded, highlighting both successful aspects and challenges encountered during the process.
3. Did the PMA contribute to identifying and addressing issues or inefficiencies in frontline monitoring processes? If yes, please elaborate.
4. What specific aspects of the PMA worked well and contributed to the success of the activities of the FM&S programme and the development interventions appraised?
5. Are there any areas where the PMA could be improved to enhance future FM&S efforts, policy and programme performance as well as service delivery?
6. Did you receive adequate support from other Departments and municipalities during the implementation of the PMA as the FM&S team? (Yes/No)
7. Are activities of the PMA at FMS Programme well resourced?
8. How well are resources (human and financial) being utilized in the PMA?

### Section 5: Suggestions for Improvement

1. Based on your experience with the PMA, what specific recommendations or suggestions do you have for improving the approach in future?
2. Are there any additional insights or feedback you would like to share regarding the PMA?

### Section 6: Overall Evaluation

1. Is the PMA assisting the FM&S Programme to achieve its objectives?

2. Is the PMA beneficial or adding value to the stakeholders' business strategies, implementation and results? Please provide details?

3. Please rate your overall satisfaction with the PMA. (Scale: 1 - 5)

1 = Very dissatisfied

5 = Very satisfied

Briefly explain your rating

## 2. External Stakeholders Instrument

### Instructions

Thank you for participating in this qualitative evaluation. Your feedback and perspectives as external stakeholders are crucial in assessing the effectiveness of the PMA. Please provide detailed responses to the following open-ended questions. Your responses will be kept confidential.

### Section 1: General Information

Name:

Organization/Institution:

Date of Interview:

### Section 2: Awareness of the Project Management Approach

1. Briefly describe your understanding of the PMA of the FM&S Programme and its intended goals.
2. How/when did you become aware of the PMA and its implementation? Please provide details.
3.
  - a. What is your perception of the significance and purpose of implementing the PMA?
  - b. What value do you believe the PMA brings to the FM&S initiative and its appraisal of policy, programme and service delivery performance across government?
4.
  - a. From your perspective, how does the PMA differentiate itself from previous performance monitoring approaches that have been employed by the DPME and other government departments?

b. In what specific ways has the PMA introduced alterations or enhancements compared to methods used in the past?

5. Could you please share your insights on how the FM&S Programme within DPME communicated the PMA to you as an external Department/municipality?

a. What methods or channels were used for conveying the PMA goals and objectives, and how effective did you find this communication process?

b. Is there comprehensive documentation available, and do all external stakeholders possess a unified understanding of the functioning of this PMA approach?

6. From your standpoint as an external Department/municipality, how does the PMA framework impact or enhance the way you design and implement development interventions?

a. Can you provide specific examples of how insights from the PMA monitoring process have led to improvements in your strategic decision-making and resource allocation?

### Section 3: Impact on Stakeholders and Organizations

1. In your view, how has the PMA impacted your organization or stakeholders you represent? Please provide specific examples.
2. What benefits or challenges, if any, has your organization experienced as a result of the PMA?
3. On a scale of 1 to 5, please rate your overall perception of the relevance of the PMA in the context of FM&S.

1 = Not relevant at all

5 = Highly relevant

Briefly explain your rating

### Section 4: Collaboration and Engagement

1. Did the PMA promote collaboration and engagement between your organization and the implementing team? (Yes/No)
2. Were there opportunities for external stakeholders to actively contribute to the monitoring process or provide feedback during the implementation of the PMA?

### Section 5: Effectiveness of Monitoring Activities

1. How would you assess the effectiveness of the monitoring activities conducted under the PMA? Please provide examples.
2. In your opinion, did the PMA contribute to identifying and addressing issues or inefficiencies in development interventions of your department/ municipality? If yes, please elaborate.

### Section 6: Alignment with Stakeholder Needs

1. Did the PMA align with the needs and expectations of your organization or stakeholders and beneficiaries you represent? (Yes/No).

Please provide details?

2. Please describe any specific aspects of the PMA that were particularly aligned or misaligned with your organization's needs.

### Section 7: Suggestions for Improvement

1. Based on your experience with the PMA, what specific recommendations or suggestions do you have for improving the approach in future implementations?
2. Are there any additional insights or feedback you would like to share regarding the PMA?

### SECTION 8: Overall Evaluation

1. On a scale of 1 to 5, with 1 being "Not beneficial at all" and 5 being "Highly beneficial," how would you rate the overall benefit and value of the (PMA) to your business strategies?

Briefly explain your rating

2. Please rate your overall satisfaction with the PMA. (Scale: 1 - 5)

1 = Very dissatisfied

5 = Very satisfied

Briefly explain your rating

A photograph of a business meeting, overlaid with a green tint. In the center, a person's hand is writing on a document with a pen. To the left, another hand rests on the document. To the right, a hand holds a pen. The document contains various charts, including a pie chart and a bar chart. The background shows a laptop and other office equipment.

Report on

**RAPID IMPLEMENTATION  
EVALUATION**

on the Frontline Monitoring and  
Support's Project Management  
Approach

**FULL REPORT**

30 November 2023