

**EFFECTS OF MONITORING AND EVALUATION FRAMEWORK ON PERFORMANCE OF
PUBLIC SECTOR: A CASE OF MINISTRY OF MINING IN TANZANIA**

Magambo A. Wilson¹ & Oyangi Bernard²

Email: Magambowilson@gmail.com

ABSTRACT

The purpose of the study is to assess the impact of Monitoring and Evaluation on the performance of public sector using a case of Ministry of Mining. The specific objectives of the study were: to analyze the extent of influence of Monitoring and Evaluation Framework on the performance of Ministry of Mining in Tanzania and to determine the relationship between Monitoring and Evaluation Framework and performance. The study was a Case Study design adopting a quantitative and qualitative approach. Target population of 73 where by a sample of 63 respondents was used. Questionnaire and interview were used to collect data for the study. Descriptive statistics and Pearson's correlation co-efficient were used. The findings revealed high influence of M&E on performance of Ministry of Mining and there was a strong positive relationship between M&E Framework and Performance of Ministry of Mining.

Keywords: Monitoring; Evaluation; Mining; Performance

1.0 INTRODUCTION

The historical development of Monitoring and Evaluation (M&E) is difficult if not impossible to describe due to its informal utilization by humans for thousands of years without being specifically identified as such (Hogan, 2007). According to Scriven (1996), M&E has gained ascendancy over the past two decades and within the evolution there is an impressive body of literature, and a community of persons called "evaluators". He further noted that evaluation was a very young discipline, but a very old practice. Griffin (2005), on the other hand, noted that the practice of management can be traced back thousands of years. Madaus et al (2000) argued M&E has undergone stages of evolution and he described seven development periods. The first period prior to 1900, was called age of reform; the second from 1900 until 1930 was called the age of efficiency; the third from 1930 to 1945 was called the Tylerian age; the fourth from 1946 to about 1957 was called the age of innocence; the fifth, from 1958 to 1972: the age of development; the sixth, from 1973 to 1983, the age of professionalization; and seventh, from 1983 to 2000, the age of expansion and integration.

According to Naidoo (2009), M&E in Africa emerged largely from observations of the practice of M&E in countries outside Africa and was, therefore, a relatively late entrant to Africa. The entry of M&E into Africa has been largely through donor programmes and accompanied by an import of theories and methodologies that are largely northern in origin. Whitmore et al (2006), on the other hand, argued that M&E in Africa has taken on a

transformative and social justice emphasis. Mentoring and evaluation demonstrate societal transformation which comes about when there is a greater transparency and accountability of its operations. It also supports the deepening of democracy.

Tanzania, like any other country in the world has been grappling with how to ensure efficiency and effectiveness in service delivery and enhanced governance. There is evidence of a growing number of countries perusing the path of results orientation by building or strengthening their government monitoring and evaluation systems (Mackay, 2006). While monitoring has been described as the systematic and routine collection of information from projects and programmes (Scriven, 1991), evaluation is a systematic process used to determine the merit or worth of a Programme or strategy in a specific context (Guskey, 2000). Tanzania adopted M&E framework known as the Monitoring and Evaluation Framework of 2014. This framework was to guide government departments, organization to adopt Monitoring and Evaluation system as formulated in the M&E Framework of 2014. The Tanzania Monitoring and Evaluation enumerates the indicators of an M&E framework as follows:- i) Results Framework that contain outcome, output, process and input indicators, ii) Defined stage to which the indicators are developed, iii) Availability of Monitoring Plan for each indicator, iv) Reliable measures to gauge the indicators, v) Clearly stated baseline value and target value of each indicator, vi) Stated method of measuring indicator achievement against target values and vii) Designated unit responsibility for each indicator. Therefore, the objectives were to analyze the extent of influence of Monitoring and Evaluation Framework on the performance of Ministry of Mining in Tanzania and determine the relationship between Monitoring and Evaluation Framework and performance of the ministry of Mining.

1.1 Statement of the Problem

Projects in Tanzania such as the Geothermal Project, GTK Projects, and mineral administration in various mining areas have been riddled with mismanagement. Other projects like the gold concentrates exports had to be discontinued due to poor monitoring of revenue declaration (Hope, 2017). This led to the office of the president in 2017 to intervene to the extent of sacking senior government officials in the Ministry of Mining and established a commission to unearth revenue fraud in various projects under the Ministry (Guardian Newspaper, 2017). Based on the above scenario the study was designed to assess the impact of Monitoring and Evaluation Framework on the performance of the Ministry of Mining in Tanzania.

1.2 Significance of the Study

Policy makers and officers responsible for monitoring government projects may understand how the M&E Framework influences performance of public sector help them come

up with highly modified policies as well as more appropriate measures to improve the framework to attain high performance in public sector. The management of Ministry of Mining may become aware of their position in terms of project monitoring and help them know how best to manage projects. Furthermore, the study may serve as a source of information and reference for future researchers.

2.0 LITERATURE REVIEW

2.1 Public Policy Theory

As postulated by Friedrich and Mason (1940) public policy theory is a “proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or purpose”. This theory is used in the study to guide performance of Ministry of energy since the theory describes how organizations should be managed to achieve performance. This definition describes public policy as an attempt to provide solutions to identified problems within a particular context. Governments develop policies to address social, economic and political issues in a particular context in order to achieve social and economic development. Anderson (1997) describes public policy as the “relationship of a government unit to its environment”. Anderson regards public policy as a mechanism used by governments to develop strategies and processes relevant for addressing social problems within a particular context. This theory was used in this study to understand how the Ministry of Mining used the Monitoring and Evaluation Framework to develop M&E strategies. The public policy theory also helped to know who, what, where, why, and how, to Ministry ensured the effectiveness of the implementation of the Monitoring and Evaluation Framework of 2014. However, this theory has one major assumption that all public servants should be willing to work towards the set target and indicators of the policy. In this study this assumption is agreed with as the government has been on high alert on public service willingness to work.

2.2 Logical Framework Model Theory

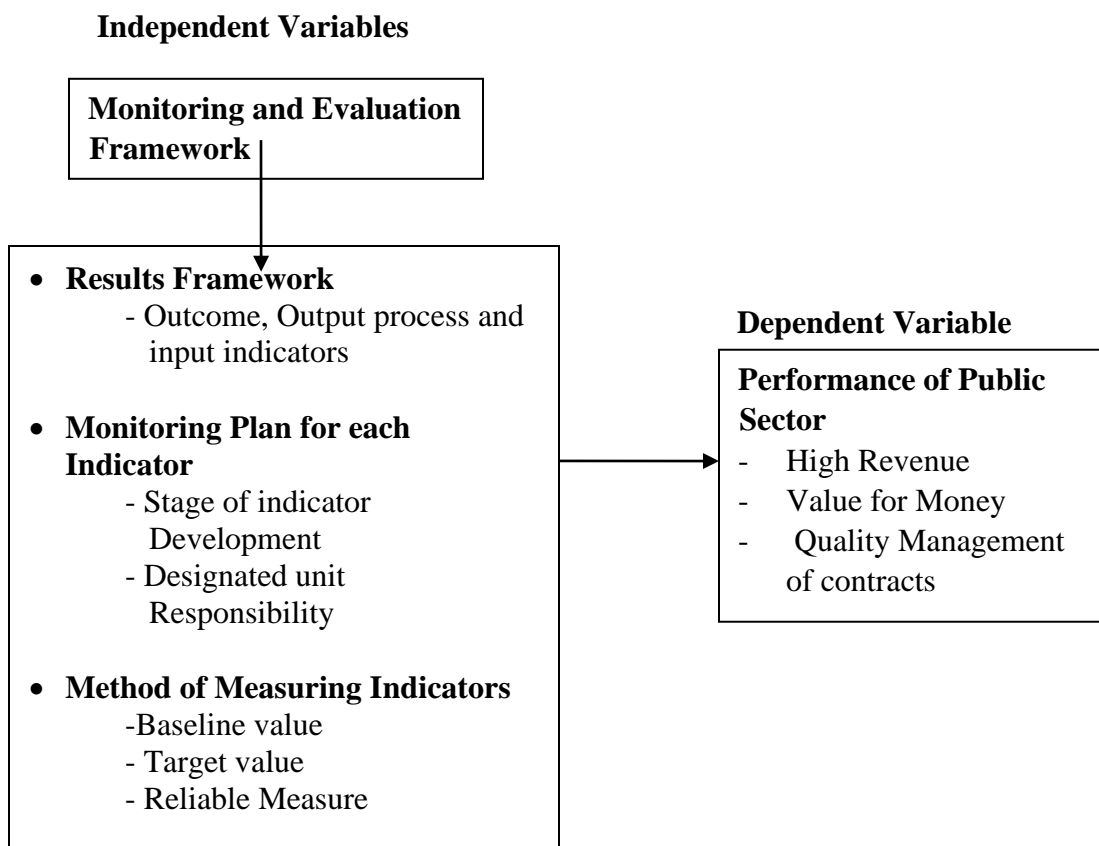
The Logical Framework Approach (LFA or Logframe) was developed by USAID in 1967 in order to assist in the planning, management and evaluation of development activities. Logical frameworks or logic models provide a linear, logical interpretation of the relationship between inputs, activities, outputs, outcomes and impacts with respect to objectives and goals. They show the causal relationship between inputs, activities, outputs, outcomes and impact in the reverse way the goals and objectives. Logical frameworks outline the specific inputs needed to carry out the activities/processes to produce specific outputs which will result in specific outcomes and impacts. Logical frameworks can be used the basis for monitoring and evaluation activities throughout the program, (Frankel and Gage, 2007). Logic model gives a chance to see the causal interaction between input, activities, output, outcome and impact and it is also a base for monitoring and evaluation work. This theory is was used in this study to understand if the

Ministry of Mining do prepare logical sequences and how the sequences are monitored of the projects under their jurisdiction.

2.3 Coherent Framework Theory

Monitoring and evaluation should be aided by a coherent structured conceptual framework. The framework aids in identifying the logic behind project elements and performance measurement, how they are elated and the underlying assumptions (Aune, 2004). Vann open (1994) as quoted by Aune (2000) argues that the structured framework makes the planners of the project from the start to think in terms of measuring performance by identifying the measures and criteria for success during the planning stage. This gives a great leverage in that from the beginning the project design hence implementation is integrated with performance measurement through identification of indicators that demonstrates how the project is performing during implementation.

2.4 Conceptual Framework



Key elements of the independent variables are Results Framework, Monitoring Plan for each Indicator and Method of Measuring Indicators. The Dependent variable has three elements; High revenue, value for money and Quality Management of contracts.

3.0 METHODOLOGY

3.1 Research Design

The study used a case study design because it allows for in depth study of a particular issue (Wario and Khalfan, 2015). Qualitative strategies were used in order to get the direct reaction and feeling of the respondents on the topic at hand as advocated by Kothari (2006). Also, a quantitative approach was used in order to determine the relationship of the indicators of Monitoring and Evaluation Framework on performance of Ministry of Mining as proposed by Mugenda and Mugenda, (2003). The population was 73 and comprised of oversight officials from the Office the Prime Minister (3), Programme Mangers (20), Project Managers (20), Internal Monitoring and Evaluation Officers from the Ministry of Mining (10), Project Committee Members (20), and Heads of Departments and Units of Ministry of Mining (15). Strictly the population was arrived purposely by selecting individuals who directly concern with M&E or are knowledgeable to the topic at hand as advocated by Mugenda and Mugenda (2003). The sample size of 63 was used and simple random sampling method was used to select the sample from each category of population. Questionnaire and Interview were used to collect data.

3.2 Data Analysis

Data from the respondents will be verified, complied. Memoing (notes were taken alongside the data as per participant explanation) was done to the data emanating from Interviews, and summarized, then analyzed using content analysis and the use of Microsoft Excel. Data from questionnaire was analyzed using SPSS Statistics version 20 descriptively; Pearson Correlation was used to measure the relationship between M&E Framework indicators and performance of public sector.

4.0 FINDINGS

Influence of Monitoring and Evaluation Framework on performance Ministry of Mining

The objective sought to find out the influence of monitoring and evaluation on the performance of ministry of mining.

Table 1: Extent M&E Framework influence on performance of Ministry of Mining

Variable	High	Average	Low	None
Frequency	50.0	9.0	3.0	0.0
Percentage	80.7	14.5	4.8	0.0

Table 1, above shows that, 9 respondents equal to 80.7% observed high influences performance, 9 respondents equal to 14.5 observed average while 3 respondents equal to 4.8 observed low influence. The results imply that M&E has high influence to the performance of

Ministry of Mining. The results are similar to results done by The Government of Malawi (2005) in Malawi which found that M&E had high influence in the performance of public sectors.

Also, of interest to the study was whether M&E Framework increases Value for Money on projects undertaken by the Ministry of Mining. Table 4.6 below shows the summary of results.

Table 2: Whether M&E Framework increases Value for Money on projects undertaken by the Ministry of Mining

Variable	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	10.0	49.0	2.0	1.0
Percentage	16.1	79.0	3.2	1.6

Table 2, above shows that, 49 respondents equal to 79.0% agreed &E Framework increases Value for Money on projects undertaken by the Ministry of Mining, 10 respondents equal to 16.1% strongly agreed, 2 respondents equal to 3.2% disagreed while only one respondent strongly disagreed.

Table 3: M&E Framework increases Quality Management of contracts undertaken by the Ministry of Mining

Variable	Strongly Agree	Agree	Disagree	Strongly Disagree
Frequency	8.0	50.0	4.0	0.0
Percentage	12.9	80.6	6.5	0.0

Table 3, above shows that, 50 respondents equal to 80.6% agreed that M&E Framework increases Quality Management of contracts undertaken by the Ministry of Mining, 8 respondents equal to 12.9% strongly agreed while 4 respondents equal to 6.5 disagreed. The results are supported by the results of Rashid (2008) on Quality M&E practiced by public agencies in Malaysia, who found out that M&E Framework increases Quality Management of contracts undertaken public agencies.

Also, correlation analysis was done between monitoring and evaluation and performance. Table 4.15 below shows the summary of results.

Table 4: Correlation between Monitoring and Evaluation Framework (M&E Framework) and performance of the Ministry of Mining (MoM)

		M&E Framework	Performance MoM
M&E Framework	Pearson Correlation	1	.781**
	Sig. (2-tailed)		.000
	N	62	62
Performance MoM	Pearson Correlation	.781**	1
	Sig. (2-tailed)	.000	
	N	62	62

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

Table 4, above, the relationship between M&E Framework and Performance MM was tested. From the test, the Pearson Correlation result was 0.781 which meant the relationship between M&E Framework and Performance MoM was strong, and any change that would be made in M&E Framework would strongly change Performance MoM. Secondly, apart from the Pearson Correlation in Table 4 to be close to one but also shown in positive (0.781) which meant any increase in value of M&E Framework would lead to the increase of the same value to the Performance MoM. Online to that, the result of Sig (2-tailed) value was 0.000 which was less than 0.05 (<0.05). These results are similar to those of Guskey, (2000). Hence concluded that there was a statistically significant correlation between M&E Framework and Performance MoM which meant any increase or decrease in M&E Framework would significant increase or decrease Performance MoM.

Therefore, from the results above simply indicated that there was strong relationship between M&E Framework and Marketing Performance. In addition, the results indicated that M&E Framework had an impact on Performance MoM to the extent the increase or decreases of M&E Framework would consequently increase or decrease Performance MoM.

5.0 CONCLUSION

The study concluded Monitoring and Evaluation had high influence on the performance of Ministry of Mining Tanzania. This conclusion concurs with the conclusion of Guskey, (2000) on his study of Effects on Monitoring and Evaluation of Policies on performance of Programmes and Projects, concluded that Monitoring and Evaluation had high influence on the performance of projects. The study also concluded that, there was significant relationship between M&E Framework and Performance of Ministry of Mining. From the test, the Pearson

Correlation result was 0.781 which meant the relationship between M&E Framework and Performance MoM was strong, and any change that would be made in M&E Framework would strongly change Performance MoM. Secondly, correlation was positive (0.781) which meant any increase in value of M&E Framework would lead to the increase of the same value to the Performance MoM. Online to that, the result of Sig (2-tailed) value was 0.000 which was less than 0.05 (<0.05), hence concluded that there was a statistically significant correlation between M&E Framework and Performance MoM which meant any increase or decrease in M&E Framework would significant increase or decrease Performance MoM. This conclusion is also supported by a similar conclusion given by Guskey, (2000).

6.0 RECOMMENDATIONS

The study recommended the following recommendations;

- i. Monitoring and Evaluation should be emphasized in public sectors since the study found that it influences performance. The study found that that, 50 respondents equal to 80.7% observed high influences of M&E on performance of Ministry of Mining. Also 80.6% agreed that M&E Framework increases Quality Management of contracts undertaken by the Ministry of Mining. From the results it is believed to increase performance of public sector.
- ii. The Tanzania Monitoring and Evaluation framework should be reviewed to make it more suitable to work with the public sector there M&E has significant relationship with performance of public sector as the Pearson Correlation result was 0.781 which meant the relationship between M&E Framework and Performance MoM was strong, and any change that would be made in M&E Framework would strongly change Performance MoM. Secondly, correlation was positive (0.781) which meant any increase in value of M&E Framework would lead to the increase of the same value to the Performance MoM.

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