

Results-Based Monitoring and Evaluation and Knowledge Management Approaches in Government to Government Partnerships: The Case of the Shandong and WCG Partnership

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Abstract: Government to Government (G2G) partnerships between countries in the BRICS partnerships have significantly increased and with it, the need for more effective evidence-based decision-making. In this process, improved M&E and KM has become prominent. In this context, the study investigated the need for Monitoring & Evaluation (M&E), as well as knowledge management (KM) systems in partnerships. This study focused on the development management aspects of such partnerships and the article is based on research information obtained through the PhD study by Dr Ivy Chen as well as updated research perspectives.

The article concluded that a need existed to establish more advanced M&E and KM systems in G2G partnerships. The Readiness Assessment conducted regarding M&E showed that a need existed for Results-Based M&E that can be used to ensure evidence-based decision-making in the G2G partnerships. The Readiness Assessment showed that a definite need existed for Communities of Practice (COPs) beyond the formal meetings and that professionals and practitioners on both sides needed to exchange explicit and implicit knowledge. A need also existed for improved ICTs based-systems including dedicated portals where policy documentation, programme information and data, as well as M&E results, can be loaded and shared by Governments.

Keywords: Monitoring and Evaluation (M&E), G2G Partnership, Knowledge Management (KM), Evidence-based decision making, Theory of Change (ToC).

INTRODUCTION AND BACKGROUND

The Millennium Development Goals (MDGs) emphasised the need for a global partnership for development with a focus on a new development paradigm that emphasise results, partnership, coordination, and accountability (Picciotto, 2002:15). Subsequently, the 2030 Agenda for Sustainable Development further strengthened the importance of the global partnership in the implementation of the Sustainable Development Goals (SDGs), recognizes that the implementation of the SDGs is a challenge for governments and therefore seeks to strengthen the global partnership by calling upon all stakeholders to take part in implementing the SDGs (UNESCO 2015:5). KM and M&E has a key role to play in supporting this process.

In this context, the study investigated the need for Monitoring & Evaluation (M&E) as well as knowledge management (KM) systems in G2G partnerships such as the partnership of Shandong China (PRC) and the Western Cape Government (WCG) in South Africa. This study focused on the sport management aspects of such a partnership, although such systems may also be relevant to economic, tourism and other

partnerships programmes. The research investigation focused on the relevance of M&E and KM systems in sport management on G2G partnerships, as well as the possible benefits of such systems. Readiness Assessments for the establishment of M&E and KM systems were conducted with respect to the Shandong -Western Cape Government (WCG) in PRC and South Africa.

The research methodology consisted of a qualitative approach and a case study was developed of the Sport Exchange Programme (SEP) as a component of the partnership between Shandong PRC and Western Cape Government (WCG) South Africa. The research included a desktop study of primary documentation including the formal agreements, Memorandum of understanding (MoU), regulations and programme annual reports, semi-structured interviews with officials and public sector managers of both governments in PRC and South Africa, as well as focus group discussion, interviews with specialists and experts were also conducted.

Institutional Arrangements for M&E

Cloete, Rabie and De Coning (2014:7) pointed out that institutional arrangements are indeed one of the pillars on which the establishment of M&E systems depend and that capacity-building support in priority areas is often of vital importance. Institutional

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development is not only about the hard-institutional issues such as organisational structure, professional staff and systems, but also the soft institutional side, namely that which lies underneath the surface. Soft issues in the institutional arrangements for M&E may include the commitment of the leaders, the quality of policy and strategy, the management style of managers the relationships between units of government, the corporate culture towards evaluation practices as well as the attitudes and approaches of those involved. Ultimately, however, the institutionalisation and sustainability of M&E systems depends on the institutionalisation of value systems that support evaluation (Chen, De Coning, Pretorius 2018:7). This includes the “beliefs” in the values that underpin evaluation systems and may include those such as transparency, accountability and integrity that develop over time and show the true character of the system.

As point out by Cloete *et al.*, (2014:9), the understanding of the meaning and potential of institutional capacity has much improved since the 1980s and 1990s when even the World Bank approached this concept largely from an economic point of view as the legislation, rules and institutions necessary to effect economic development. Institutional development has grown to represent and include a wide range of capacity dimensions that all impact on the institutional capacity of a system in this instance the M&E system (Imas & Rist, 2009:3) Conceptual approaches to “governance”, “institutional arrangements” and “civil society ” in this context are important considerations.

It is clear from the preliminary literature review that the study of M&E is expanding and becoming more complex, requiring more studies to explain and inform decisions on how to deal with the complexities and to understand the various M&E elements better(Chen, De Coning, Pretorius 2018: 55).

Figure 1 below shows that both KM and the information management functions of the organisations are concerned with capturing, collating, storing and ensuring access to information generated in the organisation (Chen, De Coning, Pretorius, 2018:6). Additionally, KM is concerned with the translation” personal knowledge into formalised organisational knowledge, while information management concentrates on information management systems that protect the integrity of business an intellectual information and enables the organisation to perform its

tasks more efficiently. All of these functions are conducive to good information and KM and enhances the functionality of the M&E system (Cloete, Rabie & De Coning 2014).

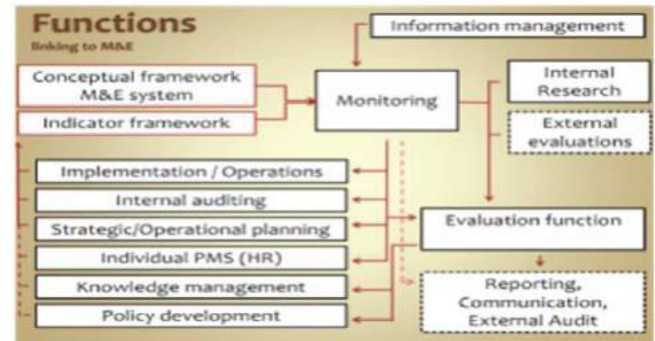


Figure 1: Functions linking to M&E.

Source: Cloete; Rabie; De Coning (2014).

This article utilises a conceptual framework from Chen (2018:4) that identifies some of the interfaces and links between the related functions of KM and M&E systems. This combined Model, called the “Combined KM and M&E Systems Model” is depicted below. It is argued that KM has a relationship with the reporting-, R&D- and policy function and strong resonance with implementation. KM should also feed into monitoring and should not just involve ‘evaluation’ as presented in Figure 1. Against the above background of functions related to M&E as depicted by Cloete, Rabie and De Coning (see Figure 1 above) present/previous trends show that KM relate to various functions in G2G partnerships. The Figure below provides an overview of these relationships.

The review of policies and strategies and the associated evaluation, policy analysis and research processes are very useful to create knowledge. The challenge is how to analyse interpret, integrate the key information needed for decision making and solving problems such as the ability to analyse the knowledge of Communities of practice (COPs), as one of the most important issues in KM practices.

During the time of the research of this article, a most noteworthy master’s degree study by Paola Suntaxi (2013:13), was found to be most useful in providing a further comparative model that enriched the understanding and application of the model below (Figure 2). This study entitled *Connecting M&E Systems with organisational learning and KM: A Comparative Analysis of Development Agencies* places an emphasis on Knowledge sharing and learning

CONCEPTUAL FRAMEWORK FUNCTIONS RELATED TO KM AND M&E SYSTEM

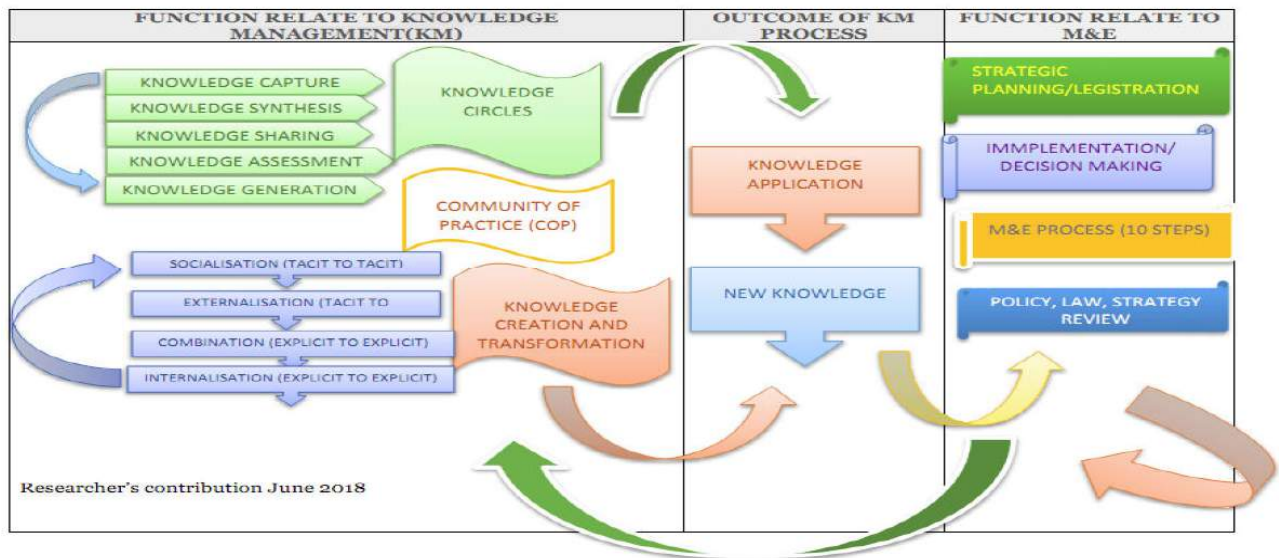


Figure 2: Combined M&E and KM Systems Model.

Sources Sub-sections of above Model : SECI Process: Noraka (2000); The Chain of learning :Jensen (2005); M&E Process: Kusek & Rist (2009); Policy, Implementation and M&E Process: Cloete, De Coning, Wissink and Rabie (2018). Combined M&E and KM Systems Model Chen De Coning, Pretorius (2018).

culture, and identifies two specific interfaces. Firstly, the research refer to managerial components to link M&E systems with KM strategy (Paola Suntaxi, 2013:7). In this instance, it is propose that ideas and attitudes, behaviors, and object orientations relate to M&E subsystem for KM. Secondly, the study also refers to factors that triggers the actual use of M&E reports such as time, better quality, reports summary, Better dissemination, better recommendations, more accessibility and clear relevance to work Suntaxi (2013:9).

The conceptual framework indicated that KM is influenced by decision making/change on policy, strategic planning, implementation and operation, M&E and research. It combines the new knowledge, new information, value add and transformed information into new knowledge generation.

Government to Government Partnerships and the Need for M&E

Partnerships in international relations are engagements between states deliberate to establish mutual relationships that do not generate formal legal liabilities (Ng, 2013:1). Backup (2012:8) classifies partnership as a working relationship that is characterised by a shared sense of purpose, mutual respect and the willingness to negotiate 'with the emphasis on the values and principles espoused by those in a partnership endeavour. Lister (2000:2) and

Sithole (2013:16) characterises the following feature and principles being amongst the elements that should be present for a successful partnership:

"...[M]utual, trust, complementary strengths, reciprocal accountability, joint decision-making and a two way exchange of information; clearly articulated goals, performance indicators and mechanisms to measure and monitor performance, clear delineation of responsibilities and a process for adjudicating disputes; mutual support and constructive advocacy; and long-term commitment to working together, recognition of other partnerships."

Knowledge-based partnerships are associations and networks of individuals or organisations that share a purpose or goal and whose members contribute knowledge, experience, resources, and connections, and participate in two-way communications. They thrive when there is a strategic, structural, and cultural fit, and when members embrace a collaborative process, behave as a coherent entity, and engage in joint decision making and action (Chen, De Coning, Pretorius 2018:19).

All knowledge partnerships have unique histories, drivers, and personalities. There is no one-size-fits-all structure for setting up and managing a partnership. In

evaluating a strategic alliance and/or interagency partnership, particular attention should be paid to the following:

- ◆ Complexity of activities envisaged in the relationship (are they achievable?);
- ◆ Long-term commitment on both sides;
- ◆ the risk to reputations of each institution;
- ◆ Staff engaged in the development of the partnership from the start; and
- ◆ Staff identified and supported in implementing the activities.

The social perspective of knowledge would also lead us to add to this largely explicit knowledge, the explicit and especially tacit collective knowledge embedded in organisational routines (Nelson & Winter, 1982; Tsoukas, 2000) and disseminated to members via the organisation's various communities of practice (Wenger, 2000).

The model, which is part of the KM approach, begins by establishing the organisational level relationship between the concepts of capacity development, organisational learning, and KM. Within this framework, organisational capacities are defined as collections of routines (Halfat & Peteraf, 2003:3; Winter, 2003:5) that, with certain inputs or specific resources, make it possible to carry out, integrate, and coordinate the tasks required by the production of outputs corresponding to predetermined criteria (Renard, Murray & Taylor 2007:2). They constitute the know-how that enables an organisation to carry out its activities (Dosi, Faillo & Marengo 2008:7).

As a result, organisational learning as a process of routine acquisition can be considered to underpin

organisational capabilities (Winter, 2003:991). Four organisational learning mechanisms have been associated with capabilities development, namely,

- ◆ Repetition or accumulation of experience (Zollo & Winter, 2002:353);
- ◆ Experimentation and exploration (Halfat & Peteraf, 2003:6) with the example of R&D;
- ◆ Knowledge articulation, which corresponds to a form of collective learning and occurs when individuals express their opinions and beliefs, constructively confront their interpretations (Zollo & Winter, 2002:350), and develop shared understanding and joint actions; and lastly
- ◆ Codification, which results in an artefact (document/product) reflecting shared understanding.

Lastly, KM relates to the management of organisational learning (Easterby-Smith & Lyles, 2005:10). It refers to activities such as capture, sharing, dissemination, and supporting knowledge application which facilitate the knowledge process in the organisation (Dalkir, 2005:7). By making knowledge available and supporting its use, KM process foster organisational learning because they facilitate the functioning of transfer and creation process, which make it possible to reuse and renew organisational knowledge (Boucher & Roch 2016:3). Having established the conceptual terms, the following sections develop the comparative experience of G2G partnership in China and South Africa among BRICS.

Case Study of the Shandong/ Western Cape Partnership

The Republic of South Africa and the Peoples' Republic of China's formal diplomatic relations were

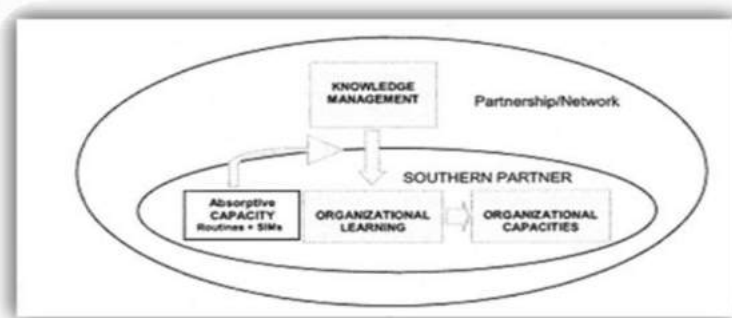


Figure 3: Relations KM, Organised Learning and Capacity Development.

Source: North-South partnership, Boucher and Roch (2016).

established in January 1998. The two countries are strategic partners in global relations, particularly the advancement of South-South cooperation. South Africa and China continue to enjoy good bilateral relations and are determined to increase interaction in trade, investment and tourism. South Africa and China are partners within the BRICS grouping (world’ leading emerging economies) and have become important and strategic players within the geological affairs. South Africa participated in the 2011 BRICS summit held in China, India 2012 and had an opportunity to host the 5th annual summit held in Durban, 2013 and China Africa Summit 2015 in Johannesburg (Chen, De Coning, Pretorius 2018:155). This affirms South Africa’s stand to strengthen relations, access markets, promotion of intra-trade & investment and culture exchange etc. with the rest of the world including China.

The Western Cape Province of the Republic of South Africa and the Shandong Province of the People’s Republic of China enjoy friendly bilateral relations which were also established in 1998(Chen, De Coning, Pretorius,2018:6). Shandong is a coastal province in Northern China, and is considered the birthplace of ancient Chinese culture, with a rich tapestry of local history.

The Western Cape and Shandong are partners within the Regional Leaders’ multilateral forum since 2008. This is a forum of seven Regions/Federal States/ Provinces from five continents and in which

perspectives and strategies for sustainable world are discussed under the main topic ‘Policy for Generations’. The Regional Leaders emphases that an exchange of views and experiences among other things and comparisons at policy levels are particularly valuable and concrete cooperation could be proactively and effectively developed in certain fields of common concern and interest. The Western Cape attended the 4th edition of Regional Leaders’ summit hosted by Shandong in Jinan from the 4th till 10th August where it became the member. Consequently, the Western Cape hosted the 5th Summit in September 2010 and the 6th Summit was hosted by Sao Paulo, Brazil in April 2012(Chen, De Coning, Pretorius 2018:67). Bilateral discussions between Shandong and the Western Cape during this Summit focused on possible cooperation in agriculture, aquaculture, tourism and culture. The Premier and Governor could use the opportunity to share ideas regarding the next Regional Leader Summit and cooperation with that multilateral forum.

South Africa adheres to the Once China policy, which it adopted in 1998. South Africa’s

Adoption of the policy is consistent with international law, which recognizes Tibet to be an inalienable part of China. The Bi- National Commission (BNC) established in 2002 became a key vehicle of facilitating relations between the two countries (Chen, De Coning, and Pretorius 2018:55). Through it, critical decisions such as the establishment of the 2008 strategic dialogue, economic and trade, education, environmental affairs,

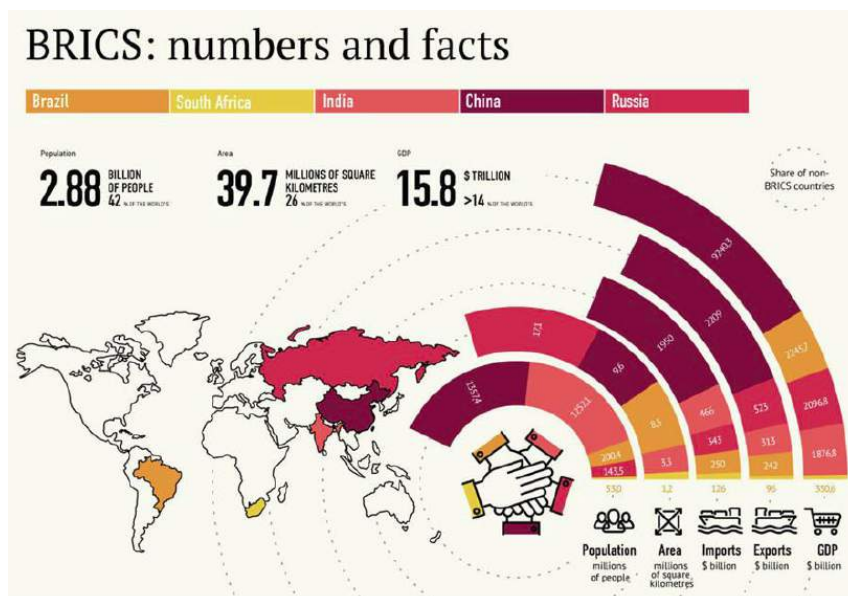


Figure 4: Brics numbers and facts.

Source: adapted form BRICS Summit 2015.

poverty alleviation, agriculture, environmental affairs, health and public service and administration agreements were discussed.

Sport Partnership for Development

The research undertaken in the PhD study by Dr Chen (2018:98) focused on sport as an example of the various sectoral areas that the Shandong/ Western Cape Partnership covers. UNESCO's International Charter of Physical Education, Physical Activity and Sport of 2015 highlights in Article 1.1:

[E]very human being has a fundamental right to physical education, physical activity and sport [...]", and in Article 1.2: "The freedom to develop physical, psychological and social well-being and capabilities through these activities must be supported by all governmental, sport and educational institutions (UNESCO, 2015:1).

With these premises, sport has gained great relevance in the social context, and supporting sport activities by governments, public authorities, schools and relevant private organisations has become a priority (Chen, De Coning, Pretorius 2018:11).

As these aspects are ever more relevant, the adoption of sport partnerships appears as one strategy to overcome these constraints, through reinforcing resources of a diverse nature (Chen, De Coning, Pretorius 2018:5). In fact, cooperation in the sports context is a frequent and habitual phenomenon: Due to its social dimension, sport usually requires the interaction of a number of actors and groups, at both the informal and formal level.

However, the nature of partnerships in sports is different from those encountered in traditional industrial settings (Wolfe *et al.*, 2002:3; Wäsche, 2015:6). What predominantly distinguishes sport partnerships is the involvement of public institutions and non-profit associations, so that commercial or business-related objectives recede into the background. In fact, Babiak (2007:9) found legitimacy, stability, reciprocity and efficiency as prevailing motives for sport partnership. Zagnoli and Radicchi (2010:6) and Woratschek *et al.*, (2014:2) proposed that value creation in sport management should embrace a process of interacting social actors integrating different resources.

During 30 October-6 November 2007, the government delegation of Western Cape province

(Sports Department of the Western Cape Province) visited the Shandong Province (Shandong Sports Bureau). The outcome of this visit resulted in a memorandum of Sports Cooperation between the two provinces (Chen, De Coning, and Pretorius 2018:69). The memorandum states that the two sport administrations would visit each other every year and engage in the exchange of sport expertise and knowledge. Interest areas included: disability sport; mass participation; school sport/physical education; high performance sport/elite sport.

On 14 November 2012, the Shandong Sports Bureau visited the Western Cape and engaged with the Department of Cultural Affairs and Sport (DCAS) on possible ways for the exchange in sport knowledge and expertise (Chen, De Coning, Pretorius 2018). From this meeting, the initial agreement was scaled down to 4 areas: Sport Academics; Training and Coaching; Talent Identification; Facilities Development. The actual visit is carried out in an efficient and effective manner.

METHODOLOGICAL APPROACH

Two methodological instruments that were used with respect to the SEP, included the application of the methodology of the Theory of Change model (Jackson 2013: 100; Taplin, Clark, Collins & Colby 2013: 1; Vogel 2012:71), as well as the development of anticipated outcome indicators monitoring framework (Kusek & Rist 2004:65; Cloete, Rabie & De Coning 2014:202) according to the ToC model.

With respect to ToC models, programmes aimed at development are built on various assumptions or theories of change about how these programmes contribute to the achievement of the MDGs. Theory of Change provides a clear picture of the logical connection from the overall goal or objective of the programme, project, strategy or policy to activities and desired changes at different levels of the programme (Church & Rogers, 2006:13). In short, the Theory of Change provides information about what expected change results will be observed from a specific set of actions (USAID, 2010b:1).

According to Connell and Kubisch (1998:3), a good Theory of Change should be able to suggest that the implementation of a programme will lead to desired outcomes and there are enough human and financial resources to carry out implementation. Furthermore, a good Theory of Change should allow the evaluators to track the progress and assess the effectiveness of the

programme (Connell & Kubisch, 1998:3). Studies by Vogel and Stephenson (2012:3) and Vogel (2013:2) argue that a good Theory of Change should be able to identify the target population, results to be achieved, time frame, activities, resources and actions leading to achieving the results, context and assumptions/risks that influence the programme. Similarly, Bamley and Mackenzie (2007:443) and Mayne (2012:273) emphasise the importance of working in collaboration with all key stakeholders and beneficiaries. In addition, relevant existing research should be considered when developing a Theory of Change (Bamley & Mackenzi, 2007:443; Mayne, 2012:273).

According to Vogel (2013:7), most organisations have found the Theory of Change to be the most useful tool for identifying change they want to see from their programmes and how they contribute to it in a particular context. The basic elements of the Theory of Change namely objectives, outcomes, indicators, interventions and assumptions play an important role in this study and will be considered as part of research methodology.

According to the approaches of Taplin *et al.*, (2013:5-8), the most important step in using Theory of

Change for M&E is to identify a long-term goal and outcome. Once the long-term outcome is being identified, the organisations should determine other outcomes that supposed to come before achieving the long-term one (Taplin *et al.*, 2013:5). These outcomes are normally called short-term and medium-term outcomes and Taplin *et al.*, (2013:5) further indicate that outcomes in a Theory of Change represent changes in conditions. In the programme /activity context, these changes can be knowledge, behaviour, attitude, belief and skills among the recipients of the programme (UNAIDS, 2010b:9; Rehle, Saidel, Mills & Magnani, 2001:41). A logic model is a good tool to facilitate M&E (Mallett, Talley & Harris, 2011: 10-12). It helps to determine what needs to be put in place in order to achieve the objectives and to identify the expected outcomes at each level of the programme (Bamberger, 2007:1; Rugh & Bamberger, 2012:5; IEG, 2012:20).

Theory of Change (ToC) Model

The ToC model (Figure 5) has been designed and applied to explore the reason and the area for change to achieve most impact for the selected partnership. It is also been as contribution and consideration for the

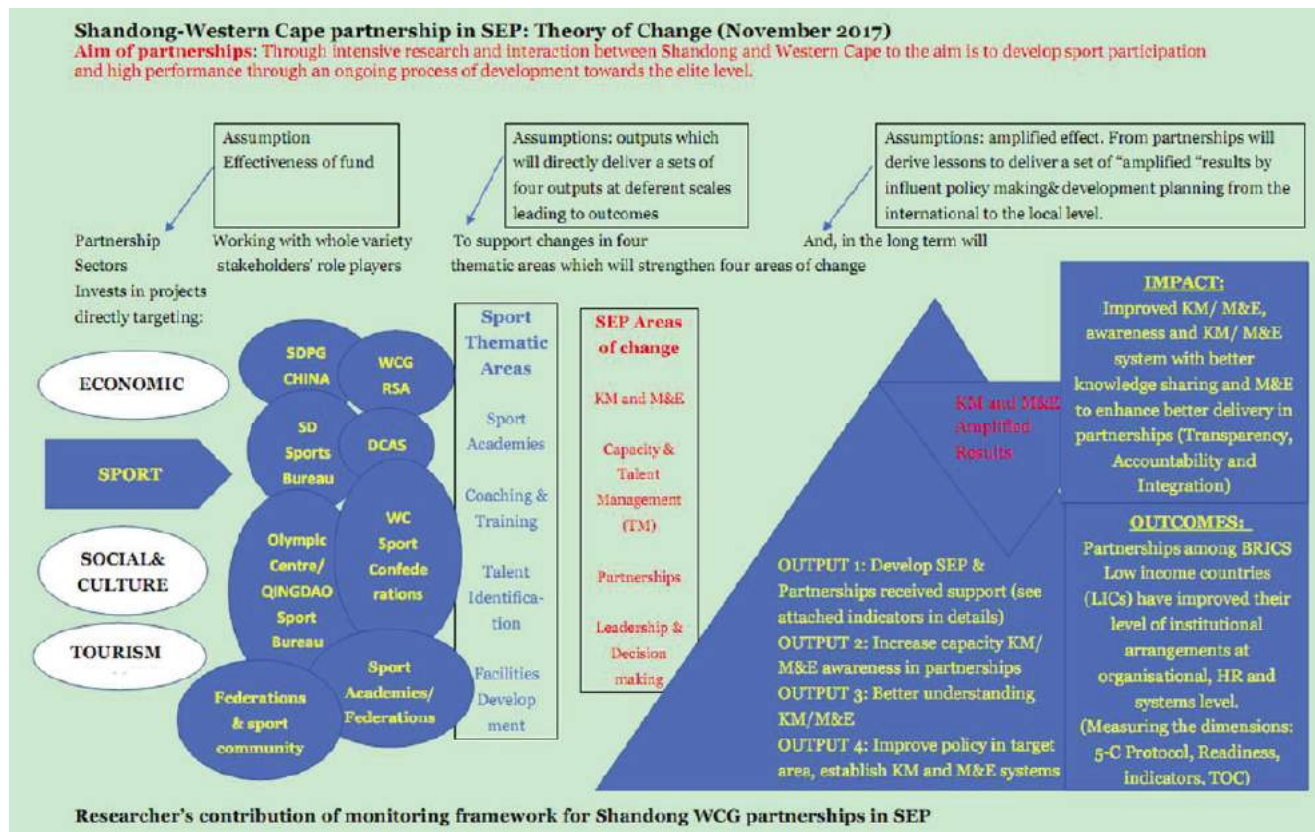


Figure 5: Theory of change for shandong-WCG partnership in SEP (Chen 2018).

management of Shandong-WCG partnership in SEP. The ToC model form base of monitoring framework (Figure 5), it helps readers to understand why and how to use ToC.

The M&E of the anticipated outcome on Result-Based often associates of behaviour change among the managers in terms of how performance is being and how it measured. So the monitoring framework is the focus, not just output but Results-Based outcomes, Shandong-WCG partnership behaviour change among the management is to pursue the right type of management commitment (senior leadership and line managers) as well as to pursue performance in all areas.

The researcher composed ToC is to encourage readers to forward opinions with consideration.

Lessons of Experience and Challenges for Institutional Arrangements of KM and M&E G2G in Partnerships

The growth of the international body of knowledge concerning institutional development and capacity building has been phenomenal (Cloete and De Coning, 2011:9). Whereas until fairly recently, important players in development, such as international development agencies and donors, regarded institutional development as largely consisting of legal frameworks and organisational development only, this limited view has over the last few decades grown into a far more comprehensive understanding of a vast array of important institutional dimensions and considerations. Key elements of institutional arrangements for policy (and policy evaluation) systems now include the importance of governance, intergovernmental relations ... the institutionalisation of policy capacities in governmental and non-governmental environments ... the relationships and partnerships between organisations (and networks) in systems context ... and the capacity of civil society to participate in this process (Cloete & De Coning, 2011). In relevant to government institutions to assess what their challenges and weakness are in terms of improvement and establishing meaningful institutionlised KM and M&E (Chen, De Coning, Pretorius 2018:13).

When respondents were asked about their opinion with regard to strengthening the KM and M&E functions in the partnerships, the following emerged.

Respondent [M]: "... Evaluation is extremely important. There is a huge and

increasing literature in evaluation based study ... on evidence which must be explored by the BRICS, and not only in the partnerships: "... This is a question which is particularly relevant to me ... The evaluation must always be based on empirical evidence.

Respondents highlighted that the need existed to establish more advanced KM and M&E systems to ensure sustainability at partnership level, as well as to ascertain constant KM and M&E support throughout partnership development and performance management

The discussion emphasise the value/benefits of KM and M&E that can be added to G2G partnerships. When respondents were asked about whether the KM and M&E system has been established to support the partnership, they responded as follows:

"...Resources, knowledge, know-how and ideas are shared within the partnership ... PLUS to build strong institutions, strong people development/human capital, good governance and create sustainability."

"...Under normal circumstance, there's a need for KM and M&E system to support partnerships ... Partnerships as an effective way of working together-operate under different local conditions, institutional environment, political factors, experiences and culture ... The partnership process needs to be monitored and evaluated to ascertain whether it's meeting the objectives."

Respondents succinctly illustrated that the KM and M&E did add value to partnerships as the effective way of working together, operate under different local conditions, institutional environment, political factors, experiences and culture as well as resources, knowledge, know-how and ideas were shared within partnerships were also important factors to build strong institutions, strong people development/human capital, good governance and create sustainability (Chen, De Coning, Pretorius 2018:10).

The findings and fieldwork results showed that partnerships faced several obstacles: they were difficult to set up and maintain, they required political will, support and resources. Furthermore, the results of partnerships were not likely to come instantaneously.

Key findings from the fieldwork also showed that the significance of strong stakeholder relationships or partnership can enhance sustainability and the ultimate success of the partnership. This was especially important if one recognises partnerships as multi-faceted requiring the provision of a platform for harnessing the collective resources of society toward a coordinated and impactful development environment. Here the findings emphasise the need for a clear commitment to the respective roles and responsibilities of different stakeholders. It was found that even though the approaches of these institutions or stakeholders generally differed, they shared certain common characteristics, such as paying attention to trust, mutual-benefit and long-term development of sustainable partnerships.

FINDINGS FOR THE STUDY

- ◆ The findings of the study revealed that it will be challenging for the selected partnership to measure directly the contributions of establishing Results-Based M&E system and KM policies and practices within their counterparts' own organisations, in order to ensure evidence-based decision-making. It can be concluded that improved performance management and enhanced capacity building, inter alia through the improvement of institutionalised KM and Results-Based M&E systems, is a vital requirement in meeting the quest for meaningful reconstruction in LIC developing countries amongst BRICS such as PRC and South Africa.
 - ◆ Attention should be given to improving institutional capacity including management and organisational capacity as well as expertise in implementation. The capacity of the delivery partners must be enhanced including the intangible and tangible resources. This will assist to implement KM and M&E coupled with the requisite allocated resources that has been identified by the respondents as a challenge.
 - ◆ There should be a focus on intergovernmental relations with respect to the co-operation and co-ordination between the various government spheres and departments. Fieldwork noted national government and provincial government were committed to the partnership, but doubt existed as to the commitment of local government and in particular rural municipalities and federations.
- ◆ The overall findings indicated that the proposed monitoring framework should rely mostly on the theory of Change (ToC) model. The selected partnership should make use of the CREAM concept of selecting good indicators as defined by Kusek and Rist (2004) referring to clear, relevant, economic, adequate and monitorable to priorities the usefulness of proposed outcome indicators to their programme.
- It also concluded that KM policies and M&E indicators for partnership and SEP development should not only be developed at the local and national levels in South Africa and PRC but that compendia of indicators should also be developed at a global level. Indicators for the SDGs amongst BRICS developing states should be further developed and contain KM policies and practices, as well as Results-Based M&E indicators on the socio-economic impact of sport in future.
- A finding of the study included that both governments from Shandong and WCG may benefit from developing their departmental reporting and monitoring systems to the extent where joint analysis and publication of results may be possible. In terms of the Results-Based M&E (RBME) system establishment, the results expressed the fact that RBME can be used to ensure evidence-based decision-making in Shandong-WCG partnership. However, it was also found that further strengthening and increased participation was needed in other areas, especially with regards to participation in the establishment of the monitoring framework with anticipated outcome indicators and Theory of Change (ToC).
- The need was identified for better design and formulation of Theory of Change (ToC) models and anticipated outcome indicators frameworks to better measure, assess and fit the long-term outcomes. It was found that in such instances proper indicators need to be developed to measure such impact and the outcomes should also be articulated in such a way so that ones were clear as to what expected results or impacts one aim for. This has tremendous implications for the expectations of beneficiaries and donors, governments and society as a whole, and in numerous cases, it appears too difficult to display meaningful results for impact even though the change was noticeable.

CONCLUSIONS AND RECOMMENDATIONS

It has been concluded that the WCG and Shandong partnership is successful but that implementation is not

good enough and that a need existed to implement a successful Knowledge Management (KM) initiative to assist with the facilitation and the capturing and sharing of various experiences. It is clear from the study that KM and M&E management in developing countries among BRICS, as well as internationally, has therefore become a major priority, South Africa and China WCG Shandong provincial government and other stakeholders as key role players need to increasingly a rightful emphasis and focus on the important roles that KM and M&E can play, to enhance reconstruction and development to be successful on the continents, go beyond government initiative, integrate accountability and contribute effectively to the long term sustainable partnerships and Millennium development Goals (MDGs) initiatives (Chen, 2018:249).

The evolution of society and technology will progress in an increasingly fast and accumulative way and the public sector will shift from the era of networks to the future era of intelligence. KM and M&E can help the public and development management sector worldwide with the KM task of changing from outdated government approaches, open social media and open data to collaborative innovation, public engagement and customised intelligent services (Angelis, 2013:2). Evidence-based policy making and results-based management aim to improve the performance of organisations, policies and programmes by enabling the accurate measurement of progress and results required for management and policy decisions (Chen, De Coning, Pretorius 2018:3).

This study allowed government institutions to gain a much better understanding of the need and nature of support for KM and M&E approaches in public sector which is much underestimated and seldom approached in terms of social development. This study established a good understanding of the potential of KM and M&E approaches in bilateral government partnerships and how KM and M&E can be practically and efficiently applied in these environments. This brought benefits to the selected partnership in the field of international relations, public policy, strategic planning, implementation, performance management, Communities of Practice (COPs) with regards to economic, social culture and other sectors (Chen, 2018:37).

Key to this study was the fact that insufficient KM and M&E results are being utilised by partnerships and that information is required in economic and social sectors. With respect to cooperation in G2G, the capacity performance of partners and capacity

development by partnerships was found to be of importance (Chen, 2018:167).

The investigation has demonstrated that the development of advanced KM policies and practices as well as M&E frameworks, as well as the establishment of the necessary institutional arrangements to manage KM and M&E system should not be underestimated.

KM facilitates the creation of open and collaborative ecosystems, and the exploitation of internal and external flows of knowledge, through the development of internal KM capabilities, which in turn increases innovation capacity (Chen, De Coning, Pretorius 2018:248). Further institutional areas that warrant attention include human resources development, systems development and improved intergovernmental relations.

It is clear that the public sector requires an appropriate results-based M&E system and much more can be done by countries on the national and provincial government level to recognise these trends and to make evidence-based policy decisions as a basis for informed planning, implementations and resource allocation (Chen, De Coning, Pretorius 2018:16). It especially concerns improved accurate reporting and data collection to ensure validity, reliability and trustworthiness of information, but also improved leadership commitment and specialist capacity.

In a nutshell, KM and M&E have become vital parts of modern institutions and management and equally so, of contemporary and future public and development management. South Africa and the PRC both as developmental states among BRICS, acting as key role players in global partnerships, should consequently invest in knowledge innovation for large-scale positive change, encourage innovation through cross-country partnerships, experimentation and learning to adopt appropriate responses to development challenges (Chen,2018:9). Governmental institutions should ultimately increase a rightful emphasis and focus on the vast array of benefits that KM and M&E offer, enhance reconstruction capacity, integrate accountability and transparency, improve, productivity, decision making and efficacy for sound service delivery, to achieving long-term commitment partnership, contribute and succeed globally, to the 2030 agenda and SDGs initiatives.

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